

HERITAGE IMPACT STATEMENT

WATERLOO METRO QUARTER

WATERLOO STATE SIGNIFICANT PRECINCT

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Project Code	SH1002		
Report Number	01	18.05.2018	Draft issue I
	02	18.06.2018	Draft issue II
	03	25.06.2018	Draft Issue III
	04	05.07.2018	Draft Issue IV
	05	12.07.2018	Draft Issue V
	06	17.07.2018	Final
	07	18.07.2018	Final V.2
	08	12.09.2018	Final V.3
	09	13.09.2018	Final V.3
	10	20.09.2018	Final V.4
	12	21.09.2018	Final V.5
	13	28.09.2018	Final V.6 (metro comments)
	14	22.10.2018	Final W7 (minor DPE minor update)

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EXECUTIVE SUMMARY

OVERVIEW

The Minister for Planning (the Minister) has determined that parts of Waterloo (the Precinct) are of State planning significance which should be investigated for rezoning through the State Significant Precinct (SSP) process. Study Requirements for such investigations were issued by the Minister on 19 May 2017.

Investigation of the Precinct is being undertaken by UrbanGrowth NSW Development Corporation (UrbanGrowth NSW), in partnership with NSW Land and Housing Corporation (LAHC) and Sydney Metro. The outcome of the State Significant Precinct process will be new planning controls that will enable development applications for renewal of the Precinct.

The Precinct includes two separate, but adjoining and inter-related parts:

- The Waterloo Metro Quarter (the Metro Quarter)
- The Waterloo Estate (the Estate)

While the study requirements for the Precinct were provided as separate requirements for the Metro Quarter and for the Estate, comprehensive baseline investigations have been prepared for the entire Precinct. However, lodgement of a separate SSP study for the Metro Quarter in advance of the SSP Study for the Estate is proposed to allow construction of Over Station Development (OSD) within the Metro Quarter to be delivered concurrently with the Metro Station, as an integrated station development (ISD).

While this report therefore provides comprehensive baseline investigations for the entire Precinct, it only assesses the proposed Planning Framework amendments and Indicative Concept Proposal for the Metro Quarter.

APPROVED METRO RAIL INFRASTRUCTURE

Waterloo Station will be constructed within the eastern side of the Metro Quarter as part of Sydney Metro City & Southwest. This section of the Sydney Metro project received planning approval in January 2017 (SSI 15_7400), with construction led by Sydney Metro. While most of the Metro Station will be located beneath finished ground level, two entry/plant structures, will protrude above finished ground level; one along the northern end of Cope Street, the other along the southern end of Cope Street.

Demolition of existing buildings has been completed and excavation of Waterloo Station is underway.

PURPOSE

The purpose of this report is to address the relevant Study Requirements detailed at Section 2.

PROPOSAL

This report relates to:

- An SSP Study to create a new suite of planning controls; and
- an Indicative Concept Proposal

for the Waterloo Metro Quarter integrated station development.

Proposed Planning Framework

The existing and proposed planning controls for the Metro Quarter are:

	Existing	Proposed
Zoning	B4 Mixed Use	B4 Mixed Use
Height of Buildings	Part 12, Part 15 metres	- Part RL 116.9 Australian Height Datum (AHD) - North - Part RL 104.2 (AHD) - Central - Part RL 96.9 (AHD) - South
Floor Space Ratio	1.75:1	6.1:1 (including Metro Station)

Indicative Concept Proposal

The Indicative Concept Proposal for the Metro Quarter ISD comprises:

- Approximately 69,000 sqm of gross floor area (GFA), comprising:
 - approximately 56,500 sqm GFA of residential accommodation, providing for approximately 700 dwellings, including up to 10 percent affordable housing and up to 10 percent social housing; 5 to 10 percent affordable housing and 70 social housing dwellings;
 - Approximately 4,000 sqm of GFA for retail premises and entertainment facilities.
 - Approximately 8,500 sqm GFA for business and commercial premises and community, health and recreation facilities (indoor).
- Publicly accessible plazas fronting Cope Street (approximately 1,400 sqm) and Raglan Street (580sqm).
- A three storey mixed-use, non-residential podium, including a free standing building within the Cope Street Plaza.
- Three taller residential buildings of 23, 25 and 29 storeys, and four mid-rise buildings of four to ten storeys above the podium and/or the approved metro station infrastructure.
- Parking for approximately 65 cars, 700 residential bicycles and 520 public bicycles.
- Two east-west, through-block pedestrian connections.

Approval has already been separately granted for a Sydney Metro station on the site, which will comprise approximately 8,415 sqm of GFA. The total GFA for the ISD, including the metro station GFA is approximately 77,500 sqm. Transport interchange facilities including bus stops on Botany Road and kiss and ride facilities on Cope Street will be provided under the existing CSSI Approval.

The above figures are deliberately approximate to accommodate detailed design resolution.

While the existing heritage listed Waterloo Congregational Church is within the SSP Study Area, there are no proposals for physical works or changes to the planning framework applicable to the church.

Three dimensional drawings of the Concept Proposal are included at **Figure 15** and **Figure 16**.

SUMMARY ASSESSMENT

Overall, the proposal is for a new planning framework which will inform the potential future development of the Waterloo Metro Quarter. These proposed planning changes will provide for potential future development uplift across the Waterloo Metro Quarter, which forms part of a wider urban renewal of the Waterloo SSP, to deliver increased housing, community facilities and urban vitality for the region.

The scale and form of potential future development provided for by the proposed new planning framework is not considered to have any detrimental impacts on the proximate heritage items or heritage conservation areas.

Potential future development provided for by this proposed new planning framework will have no impact on the significance of the C1 Alexandria Park heritage conservation area (HCA) to the west. This conservation area is identified to be significant for its collection of nineteenth century terrace and cottage building stock, which will not be physically affected by potential future development at the Metro Quarter. This conservation area generally consists of single and two storey small scale dwellings with minimal setbacks and street trees throughout. This small scale at pedestrian level creates an insular streetscape with minimal views beyond the immediate context. The street orientation within the HCA is principally north-south alignment, with the Metro Quarter being located to the east, therefore distant views along view corridors within the conservation area are rare towards the Metro Quarter. As such, potential future development provided for by this new planning framework would have a negligible, if any, visual impact on the conservation area.

There would be no impact of the potential future development provided for by this new planning framework on the C70 Waterloo heritage conservation area to the east, as it is substantially separated physically and visually from the Metro Quarter by the Waterloo Estate.

As discussed above, views from the vicinity conservation areas to the Metro Quarter (and any future development thereon provided for by this proposed new planning framework), would be limited if not non-existent, and screened by existing development and vegetation. Where potential future development might be available, any future development on the Metro Quarter (as provided for by this new planning framework) would form part of a broader transformational precinct which is distinct and separate from the building stock in the conservation areas. This distinction will not impact on the conservation areas, which in themselves would remain fully intact, with protected significant internal view corridors.

The Waterloo Congregational Church on Botany Road is the only heritage item located within the Waterloo Metro Quarter, and is bounded on its northern, western and southern boundaries by the Waterloo Metro Quarter. This significant heritage item would be wholly retained and conserved as part of any future potential development provided for by this new planning framework. No physical works or interventions to this heritage item would be facilitated by the proposed new planning framework.

Potential future development as provided for by this proposed new planning framework would need to respond sympathetically to the heritage values of the Church building, and final design of this potential future development will be guided by the Heritage Principles at Section 5.1. A Development Control Plan (DCP) has also been prepared to support the SSP and includes provisions to provide for appropriate setbacks to be applied to the Church building as part of any potential future development on the Metro Quarter (refer Section 5.2).

The Indicative Concept Proposal included at Section 4.2 provides an indicative potential outcome which could be facilitated through the proposed new planning framework. This Indicative Concept Proposal has provided for setbacks to the Church building including public laneways, articulated and modulated lower scale podiums, and through-site links to a public plaza. These are the types of positive outcomes achievable from the application of the proposed new planning framework. The proposed new planning framework in this application allows for the adoption of appropriate setbacks to the Church heritage item, enabling greater exposure and appreciation of significant fabric, and identification of heritage interpretation opportunities.

It is acknowledged that the proposed new planning framework will facilitate future development at the Metro Quarter that will be of a larger scale than that previously known at the site. This means that vicinity heritage items will have altered outward views towards a new mixed-use urban precinct. However, any potential future development provided for by the proposed new planning framework, is not expected to obscure significant views and view corridors towards vicinity heritage items. No heritage items would be physically altered as part of any potential future development at the Metro Quarter.

IMPLEMENTATION PLAN AND STRATEGY

As part of this report, the following sections have been included as part of the 'implementation plan and strategy', in accordance with the Study Requirements:

- Heritage Principles to inform future potential development at Waterloo Metro Quarter, are included at Section 5.1. The heritage-related principles should be adopted to inform the planning framework and design of future development within the Waterloo Metro Quarter.

- Development Control Plan (DCP) provisions, are outlined at Section 5.2. These have been developed for the Waterloo Metro Quarter, to guide future development on the site. These provisions are heritage-related to ensure that heritage items and conservation areas within proximity to Waterloo Metro Quarter are protected and conserved.
- An Interpretation strategy report for the Metro Quarter is included at Appendix A.

1. INTRODUCTION

The Minister for Planning has determined that parts of Waterloo (the Precinct) are of State planning significance which should be investigated for rezoning through the State Significant Precinct (SSP) process. Study Requirements for such investigations were issued by the Minister on 19 May 2017.

Investigation of the Precinct is being undertaken by UrbanGrowth NSW Development Corporation (UrbanGrowth NSW), in partnership with NSW Land and Housing Corporation (LAHC) and Sydney Metro. The outcome of the State Significant Precinct process will be new planning controls that will enable development applications for renewal of the Precinct.

The Precinct includes two separate, but adjoining and inter-related parts:

- The Waterloo Metro Quarter (the Metro Quarter)
- The Waterloo Estate (the Estate)

While the study requirements for the Precinct were provided as separate requirements for the Metro Quarter and for the Estate, comprehensive baseline investigations have been prepared for the entire Precinct. However, lodgement of a separate SSP study for the Metro Quarter in advance of the SSP Study for the Estate is proposed to allow construction of Over Station Development (OSD) within the Metro Quarter to be delivered concurrently with the Metro Station, as an integrated station development.

While this report therefore provides comprehensive baseline investigations for the entire Precinct, it only assesses the proposed Planning Framework amendments and Indicative Concept Proposal for the Metro Quarter.

1.1. OVERALL PRECINCT OBJECTIVES

The following are the objectives for renewal of the Precinct:

Housing: A fully integrated urban village of social, private and affordable housing

A place that meets the housing needs of people with different background, ages, incomes, abilities and lifestyles – a place where everyone belongs. New homes for social, affordable and private residents that are not distinguishable and are modern, comfortable, efficient, sustainable and adaptable

Services and Amenities: New and improved services, facilities and amenities to support a diverse community

A place that provides suitable and essential services and facilities so that all residents have easy access to health, wellbeing, community support, retail and government services.

Culture & Design: A safe and welcoming place to live and visit

A place where there is activity day and night, where people feel safe, at ease and part of a cohesive and proud community. A place that respects the land and Aboriginal people by showcasing and celebrating Waterloo's culture, history and heritage.

Open Space & Environment: High quality public spaces and a sustainable urban environment

A place that promotes a walkable, comfortable and healthy lifestyle with high quality, well designed and sustainable buildings, natural features and safe open spaces for everyone to enjoy, regardless of age, culture or ability.

Transport and Connectivity: A well connected inner city location

Integrate the new metro station and other modes of transport in such a way that anyone who lives, works or visits Waterloo can get around easily, safely and efficiently.

1.2. WATERLOO STATE SIGNIFICANT PRECINCT

The Precinct is located approximately 3.3km south-south-west of the Sydney CBD in the suburb of Waterloo (refer Figure 1). It is located entirely within the City of Sydney local government area (LGA).

It is bordered by Phillip Street to the north, Pitt Street to the east, McEvoy Street to the south and Botany Road to the west. It also includes one block east of Pitt Street bordered by Wellington, Gibson and Kellick Streets. The Precinct has an approximate gross site area of 20.03 hectares (ha) (including road reserves) and comprises two separate but adjoining parts:

1. The Waterloo Estate (the Estate); and
2. The Waterloo Metro Quarter (the Metro Quarter).

A map of the Precinct and relevant boundaries is at Figure 2.

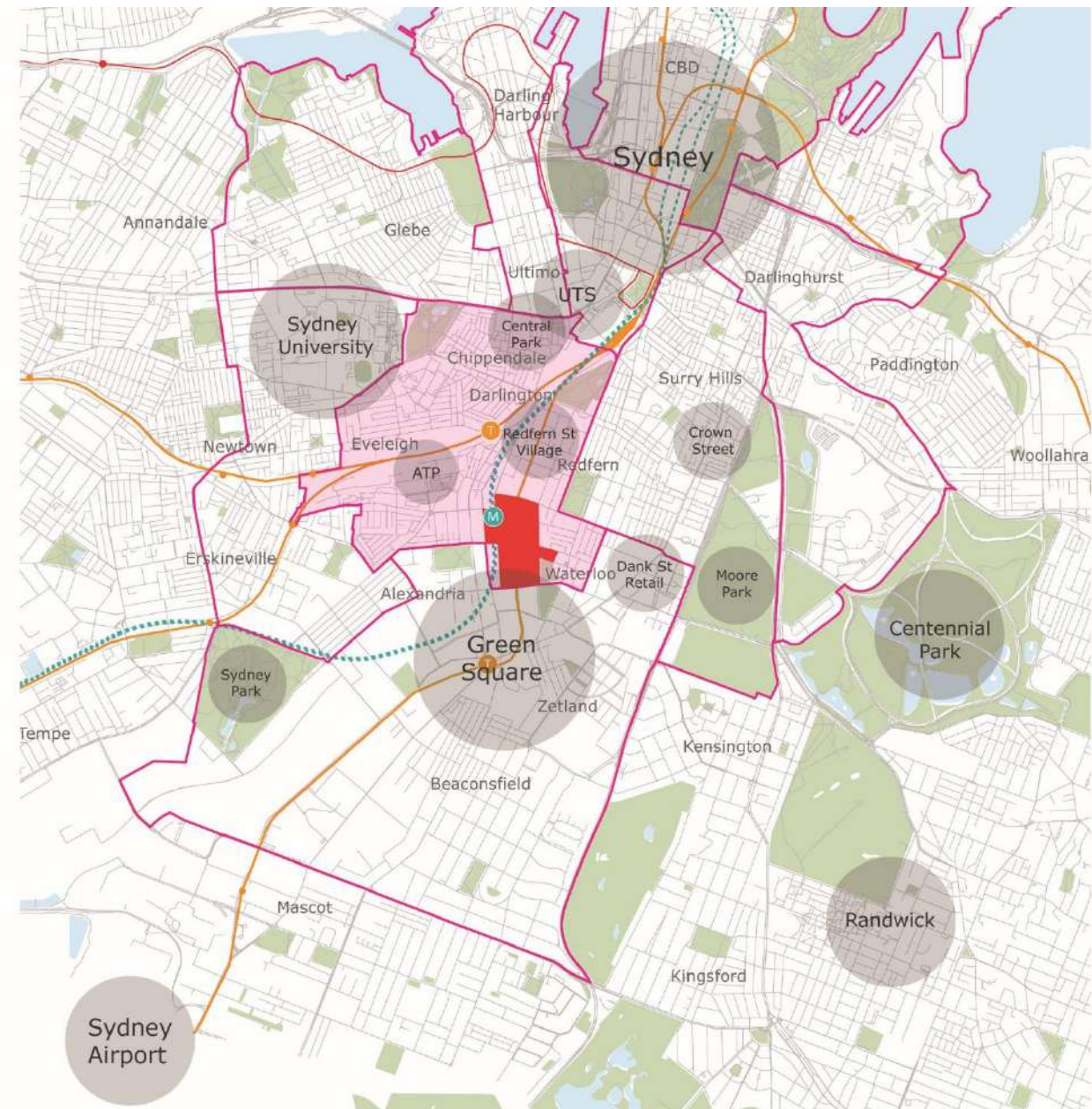


Figure 1 - Location and site plan of the Waterloo State Significant Precinct (shown in red)

Source: Turners Studio



Figure 2 - Aerial photograph showing Metro Quarter and the Estate

Source: Ethos Urban & Nearmap

1.3. THE METRO QUARTER

The Metro Quarter comprises land to the west of Cope Street, east of Botany Road, south of Raglan Street and north of Wellington Street. It has an approximate gross site area of 1.91ha and a developable area of 1.28ha. The heritage listed Waterloo Congregational Church located at 103–105 Botany Road is located within the Precinct. However, there are no proposals for physical works or changes to the planning framework applicable to the church.

Formerly privately owned, all land in the Metro Quarter was purchased by the NSW Government to facilitate construction of Waterloo Station.

1.3.1. Approved Metro Rail Infrastructure

Waterloo Station will be constructed within the eastern side of the Metro Quarter as part of the Sydney Metro City & Southwest.- This section of the Sydney Metro project received planning approval in January 2017 (SSI 15_7400), with construction led by Sydney Metro. While most of the Metro Station will be located beneath finished ground level, two substantial entry/plant structures, will protrude above finished ground level; one along the northern end of Cope Street, the other along the southern end of Cope Street.

Demolition of existing buildings has been completed and excavation of Waterloo Station is underway.

1.4. PURPOSE

The purpose of this report is to address the relevant Study Requirements detailed below and to assess any potential heritage impacts.

2. STUDY REQUIREMENTS

On 19 May 2017, the Minister issued Study Requirements for the nominated Metro Quarter SSP. Of relevance to this study are the following requirements:

Note: all below numbering is directly sourced from the study requirements to allow accurate cross referencing to the requirements.

1. VISION, STRATEGIC CONTEXT AND JUSTIFICATION

1.6 *Consideration of other relevant strategies, reports, policies and guides including, but not limited to:*

- *NSW Heritage Manual*
- *The Conservation Plan (J S Kerr 1996)*
- *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter)*

1.10 *Outline the historical significance of the site and how the proposal intends to be sympathetic to the heritage items, in particular, the Waterloo Congregational Church, views and context of the precinct.*

11. Heritage

11.1 *Prepare a heritage assessment that investigates the history, physical evidence and significance of the features within the study area, based on a site inspection and documentary research, to identify and conserve features of local or greater heritage significance.*

11.2 *The heritage assessment is to be undertaken in accordance with guidelines set out in the NSW Heritage Manual, the methodology described in 'The Conservation Plan' (J S Kerr 1996) and in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter).*

11.3 *This assessment is to review, but is not limited to, features of potential heritage significance within the area for replanning including:*

- *buildings - all existing*
- *landscaping elements - built and planted*
- *monuments or public art installations*
- *infrastructure - street patterns and stormwater*
- *potential archaeological relics, and*
- *places of social significance.*

11.4 *Provide recommendations for the management of heritage significance – to guide future development or planning to retain the assessed significance of features, including features to retain and re-use, treatment of specific spaces and fabric of significance, view corridors, setbacks and heights for new development in the vicinity, photographic archival recording or oral histories.*

11.5 *Provide a Statement of Heritage Impact in accordance with the Statement of Heritage Impact guide which:*

- *identifies and assesses any direct and/or indirect impacts (including cumulative impacts) to the heritage significance of the Waterloo Congregational Church and other heritage items and conservation areas in the vicinity of the site, and*
- *addresses the height, density, bulk and scale, and setbacks of the proposal in relation to the locality and the surrounding development, topography and streetscape, having particular regard to its relationship with Waterloo Congregational Church.*

11.6 *Provide the required DCP provisions.*

11.7 *Provide an interpretation plan having particular regard to the precinct's relationship with nearby heritage items in accordance with Interpreting Heritage Places and Items Guidelines.*

12. Aboriginal Cultural Heritage

12.1 Prepare an Aboriginal cultural heritage study to identify and describe the Aboriginal cultural heritage values that exist across the whole area that will be affected by the development and document these in the study. This may include the need for surface survey and test excavation. The identification of cultural heritage values should be guided by the Guide to investigating, assessing and reporting on Aboriginal Cultural Heritage in NSW (DECCW, 2011).

12.2 Where Aboriginal cultural heritage values are identified, consultation with Aboriginal people must be undertaken and documented in accordance with the Aboriginal cultural heritage consultation requirements for proponents 2010 (DECCW). The significance of cultural heritage values for Aboriginal people who have a cultural association with the land must be documented in the study.

12.3 Impacts on Aboriginal cultural heritage values are to be assessed and documented in the study. The study must demonstrate attempts to avoid impact upon cultural heritage values and identify any conservation outcomes. Where impacts are unavoidable, the study must outline measures proposed to mitigate impacts. Any objects recorded as part of the assessment must be documented and notified to OEH.

12.4 Prepare the required DCP provisions.

This Heritage Impact Statement has been undertaken to address the above Study Requirements, and compliance with the Study Requirements is outlined in the table below.

Table 1 – Compliance with Study Requirements

Study Requirement	HIS Report Section
HERITAGE	
1.6 Consideration of other relevant strategies, reports, policies and guides including, but not limited to: <ul style="list-style-type: none"> NSW Heritage Manual The Conservation Plan (J S Kerr 1996) Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter) 	Considered in the preparation of this report.
1.10 Outline the historical significance of the site and how the proposal intends to be sympathetic to the heritage items, in particular, the Waterloo Congregational Church, views and context of the precinct.	Background information for the SSP is included at Section 3 . An assessment of how the proposal responds to and intends to be sympathetic in relation to the Waterloo Congregational Church is included throughout the impact assessment at Section 6 .
11.1 Prepare a heritage assessment that investigates the history, physical evidence and significance of the features within the study area, based on a site inspection and documentary research, to identify and conserve features of local or greater heritage significance.	This is contained at Section 3 and relates to the Waterloo Metro Quarter only.
11.2 The heritage assessment is to be undertaken in accordance with guidelines set out in the NSW Heritage Manual, the methodology described in 'The Conservation Plan' (J S Kerr 1996) and in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter).	This is contained at Section 3 and relates to the Metro Quarter only.

Study Requirement	HIS Report Section
<p>11.3 This assessment is to review, but is not limited to, features of potential heritage significance within the area for replanning including:</p> <ul style="list-style-type: none"> • buildings - all existing • landscaping elements - built and planted • monuments or public art installations • infrastructure - street patterns and stormwater • potential archaeological relics, and • places of social significance. 	<p>This is generally contained in Section 3 and relates to the Waterloo Metro Quarter only.</p> <p>European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:</p> <ul style="list-style-type: none"> • Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report. • Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design (AARD). • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment. <p>A further Archaeological Method Statement was prepared by AMBS to allow the Tunnels and Station Excavation works to proceed, as per the above noted approval.</p> <ul style="list-style-type: none"> • AMBS Ecology and Heritage, November 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station <p>The above AMBS report includes assessment of the whole Metro Site. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at https://www.sydneymetro.info/documents</p> <p>The summary findings of this report are included at Section 3.6</p>

Study Requirement	HIS Report Section
<p>11.4 Provide recommendations for the management of heritage significance – to guide future development or planning to retain the assessed significance of features, including features to retain and re-use, treatment of specific spaces and fabric of significance, view corridors, setbacks and heights for new development in the vicinity, photographic archival recording or oral histories.</p>	<p>This detail is included at Section 5.</p>
<p>11.5 Provide a Statement of Heritage Impact in accordance with the Statement of Heritage Impact guide which:</p> <ul style="list-style-type: none"> identifies and assesses any direct and/or indirect impacts (including cumulative impacts) to the heritage significance of the Waterloo Congregational Church and other heritage items and conservation areas in the vicinity of the site, and addresses the height, density, bulk and scale, and setbacks of the proposal in relation to the locality and the surrounding development, topography and streetscape, having particular regard to its relationship with Waterloo Congregational Church. 	<p>This is included throughout the impact assessment at Section 6.</p>
<p>11.6 Provide the required DCP provisions.</p>	<p>This detail is included at Section 5.2.</p>
<p>11.7 Provide an interpretation plan having particular regard to the precinct's relationship with nearby heritage items in accordance with Interpreting Heritage Places and Items Guidelines.</p>	<p>This detail is included at Appendix AError! Reference source not found.</p>
<p>ABORIGINAL CULTURAL HERITAGE</p>	
<p>12.1 Prepare an Aboriginal cultural heritage study to identify and describe the Aboriginal cultural heritage values that exist across the whole area that will be affected by the development and document these in the study. This may include the need for surface survey and test excavation. The identification of cultural heritage values should be guided by the Guide to investigating, assessing and reporting on Aboriginal Cultural Heritage in NSW (DECCW, 2011).</p>	<p>European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:</p> <ul style="list-style-type: none"> Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report. Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report. Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.

Study Requirement	HIS Report Section
	<ul style="list-style-type: none"> • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment. <p>Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at https://www.sydneymetro.info/documents.</p> <p>A further Archaeological Method Statement was prepared by AMBS to allow the Tunnels and Station Excavation works to proceed, as per the above noted approval.</p> <ul style="list-style-type: none"> • AMBS Ecology and Heritage, November 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station <p>The above AMBS report includes assessment of the whole Metro Site. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at https://www.sydneymetro.info/documents</p> <p>The summary findings of this report are included at Section 3.6</p>
<p>12.2 Where Aboriginal cultural heritage values are identified, consultation with Aboriginal people must be undertaken and documented in accordance with the Aboriginal cultural heritage consultation requirements for proponents 2010 (DECCW). The significance of cultural heritage values for Aboriginal people who have a cultural association with the land must be documented in the study.</p>	<p>Detail regarding the consultation process for Waterloo Metro Quarter is contained at Section 3.6.4.</p> <p>A newspaper advertisement has also been placed in addition to a letter sent to the Metropolitan Aboriginal Land Council in accordance with DECCW. No submissions were received.</p>
<p>12.3 Impacts on Aboriginal cultural heritage values are to be assessed and documented in the study. The study must demonstrate attempts to avoid impact upon cultural heritage values and identify any conservation outcomes. Where impacts are unavoidable, the study must outline measures proposed to mitigate impacts. Any objects recorded as part</p>	<p>As discussed above, European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:</p>

Study Requirement	HIS Report Section
<p>of the assessment must be documented and notified to OEH.</p>	<ul style="list-style-type: none"> • Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report. • Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment. <p>A further Archaeological Method Statement was prepared by AMBS to allow the Tunnels and Station Excavation works to proceed, as per the above noted approval.</p> <ul style="list-style-type: none"> • AMBS Ecology and Heritage, November 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station <p>The above AMBS report includes assessment of the whole Metro Site. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at https://www.sydneymetro.info/documents</p> <p>The summary findings of this report are included at Section 3.6</p>
<p>12.4 Prepare the required DCP provisions.</p>	<p>This detail is included at Section 5.2.</p>

3. BASELINE INVESTIGATIONS

3.1. LIMITATIONS

The following limitations of this assessment are acknowledged by the authors:

- Internal access to built elements within the SSP study area was limited due to existing tenancies and security. As at the date of this report, the majority of built structures throughout the Metro Quarter had been demolished.
- European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:
 - Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
 - Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
 - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
 - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
 - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.

A further Archaeological Method Statement was prepared by AMBS to allow the Tunnels and Station Excavation works to proceed, as per the above noted approval.

- AMBS Ecology and Heritage, November 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station

The above AMBS report includes assessment of the whole Metro Site. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at <https://www.sydneymetro.info/documents>

The summary findings of this report are included at Section 3.6

Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at <https://www.sydneymetro.info/documents>.

- The Historical Overview presented at Section 3 have been compiled based on information available at the time of drafting this report, and should not be considered exhaustive. All efforts have been made to be as comprehensive as possible within the timing and budget constraints of the project.

Note, it is beyond the scope of this report to assess the social significance of the subject site. Refer to section 3.6.4.

3.2. SITE DESCRIPTION

The nominated Waterloo SSP consists of the Waterloo Estate and the Waterloo Metro Quarter. The Waterloo Metro Quarter portion of the precinct is located on the opposite side of Cope Street bounded by Botany Road, Wellington and Raglan Streets.

3.2.1. The Waterloo Estate

The Waterloo Estate is an area of approximately 18 ha of primarily government owned land containing low, medium and high rise social housing, one site owned by Ausgrid and several privately-owned sites. It is located within the City of Sydney LGA and is part of the Central to Eveleigh Urban Transformation Strategy. It is generally bounded by Philip Street, Cope Street, McEvoy Street and Pitt Street and includes one block east of Pitt Street bounded by Wellington, Gibson and Kellick Streets.

The Estate comprises 2,012 dwellings within a mix of single storey cottages, low to medium rise walk-ups (two to three storeys in height), medium rise apartment buildings (four to seven storeys in height), four high rise apartment buildings (17-storeys in height, known as Marton, Banks, Cook and Solander) and two apartment buildings (30-storeys in height, known as Matavai and Turanga). Collectively, the four 17-storey high-rise buildings and two 30-storey buildings form the 'Endeavour Estate'.

A detailed description is included at Appendix B.

Figure 3 – Waterloo Estate building typology map



STAGE 1 HERITAGE ASSESSMENT REPORT: WATERLOO STATE SIGNIFICANT PRECINCT (SSP) STUDY AREA

BUILDING TYPOLOGIES WITHIN THE SSP STUDY AREA

3.2.2. The Waterloo Metro Quarter

The Metro Quarter adjoins the Waterloo Estate. It comprises the land bounded by Botany Road, Raglan Street, Cope Street and Wellington Streets, within which the Waterloo metro station is to be developed. While the heritage-listed Congregational Church, located at 103 Botany Road, is part of the block, it does not form part of the Metro Quarter SSP. There are no proposed physical works or changes to the planning framework applicable to the church.

With the exception of the Church, the Metro Quarter previously contained commercial buildings that were predominately industrial in character, as well as limited associated car parking areas. A review of relevant current and historical aerial imagery suggests that the majority of these buildings were constructed and/or highly modified post the 1940s, though a number (particularly within the southern portion) were constructed prior to 1943. The Metro Quarter was reflective of the former character of the immediate area, prior to 'slum' clearance works from the 1940s onwards.

It is noted that the built heritage and archaeological (both Aboriginal and historical) significance of the Metro Quarter has already been comprehensively assessed by Artefact Heritage as part of the *Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design*, *Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment*, and *Sydney Metro City & Southwest, Chatswood to Sydenham: Non- Aboriginal Heritage Technical Information*, all of which were prepared in 2016.

For the purposes of this report and assessment, and based on the above studies having already been completed and approval of the demolition of all buildings except for the Waterloo Congregational Church (which has now been completed) this has been undertaken in accordance with the approval granted in January 2017

Figure 4 – Photographs of the Waterloo Metro Quarter (Google Street View, September 2016)



Picture 1 – 124-128 Cope Street and 130-134 Cope Street



Picture 2 – 136-144 Cope Street and Cope Street elevation of 93-101 Botany Road



Picture 3 – 49-57 Botany Road, or 134-136 Raglan Street



Picture 4 – Cope Street elevation of 59-67 Botany Road (right of frame), and



Picture 5 – 156-160 Cope Street and Cope Street elevation of 107-117 Botany Road (or 164 Cope Street)



Picture 6 – 168 Cope Street and 170-174 Cope Street



Picture 7 – Wellington Street elevation of 170-174 Cope Street



Picture 8 – 119-121 Botany Road



Picture 9 – Botany Road elevation of 107-117A Botany Road



Picture 10 – Locally heritage listed Congregational Church located at 103-105 Botany Road



Picture 11 – 69-83 Botany Road, showing older commercial buildings (right of frame) and contemporary residential development (left of frame)



Picture 12 – 59-67 Botany Road



3.3. HERITAGE LISTINGS




There are a number of listed heritage items and heritage conservation areas (HCAs) located within and in the vicinity of the SSP study area. This is shown in the Figure 7, overleaf, and is summarised further below.




3.3.1. Heritage Items

Outlined below are the listed heritage items located within the precinct and within proximity to the precinct.

Table 2 – Heritage Items

Item	Local or state significance	Photo (Google Street View)
Items within the precinct		
“Congregational Church including interior”, 103-105 Botany Road, Waterloo (Item 2069)	Local	
Items within the Vicinity of the precinct		
“Cauliflower Hotel including interior” – 123 Botany Road, Waterloo (Item 2070)	Local	

Item	Local or state significance	Photo (Google Street View)
“Former CBC Bank including interior” – 60 Botany Road, Alexandria (Item 5)	Local	
“Cricketers Arms Hotel including interior” – 56-58 Botany Road, Alexandria (Item 4)	Local	
“Duke of Wellington Hotel including interior” — 291 George Street, Waterloo (Item 2085)	Local	

Item	Local or state significance	Photo (Google Street View)
<p>"Electricity Substation 174", 336 George Street, Waterloo (Item 2086)</p>	<p>Local</p>	
<p>"Terrace Houses", 229-231 Cope Street, Waterloo (Item 2078)</p>	<p>Local</p>	
<p>"Former Waterloo Pre-School (225 Cope Street) including interior"—225-227 Cope Street, Waterloo (Item 2077)</p>	<p>Local</p>	

Item	Local or state significance	Photo (<i>Google Street View</i>)
<p>Potts Hill to Waterloo Pressure Tunnel and Shafts (SHR ID 01630)</p> <p>Beginning at Potts Hill, the tunnel passes under the suburbs of Chullora, Bankstown, Enfield, Canterbury, Ashfield, Petersham, Marrickville, Erskineville, and Waterloo at a depth below ground level that varies between 15 and 67 metres beneath ground.</p>	State	

Heritage Conservation Areas in the Vicinity of the SSP

“Redfern Estate Heritage Conservation Area” (Item C56), located to the north of the precinct

“A residential subdivision dating from 1842 covering the original grant of William Redfern. The subdivision comprises eight regular blocks with irregular secondary streets dividing these blocks. Redfern Street bisects the area and is the civic and commercial centre of the area, containing major civic, religious and commercial buildings. Shops date from the Victorian, Federation and Interwar period. Housing ranges from early single storey cottages, Victorian terraces, some later terraces and recent medium density developments. The Area is interspersed with factories and warehouses dating from the early twentieth century, some of which are being converted to residential uses. The urban fabric has deteriorated at Phillip Street west area and in the vicinity of the Australia Post complex, where sites have been amalgamated. Redfern Park provides a focus for the area.”

Figure 5 – Selection of views from within the Redfern Estate Heritage Conservation Area (Source: City of Sydney; Database Number 2421496)



Picture 13 – View of George Street.



Picture 14 – View of Great Buckingham Street.



Picture 15 – View of Redfern Street.



Picture 16 – View of Turner Street.

“Waterloo Heritage Conservation Area” (Item C70), located to the east of the precinct

“The area includes several subdivisions of the mid-late Victorian period set on steeply sloping ground, the largest being the Victoria Town Subdivision between Phillip Street, Morehead Street, Wellington Street and Elizabeth Street, which retains highly intact groups of terrace house development c.1880s. Recent infill and redevelopment for public housing affects the integrity of the area particularly in the north and west of the area. Elizabeth Street forms the spine through the area and incorporates the commercial strip and civic / landmark buildings including Mount Carmel, the Uniting Church and former Town Hall.”

Figure 6 – Selection of views from within the Waterloo Heritage Conservation Area (Source: City of Sydney; Database Number 2421505)



Picture 17 – View of Lenton Parade.



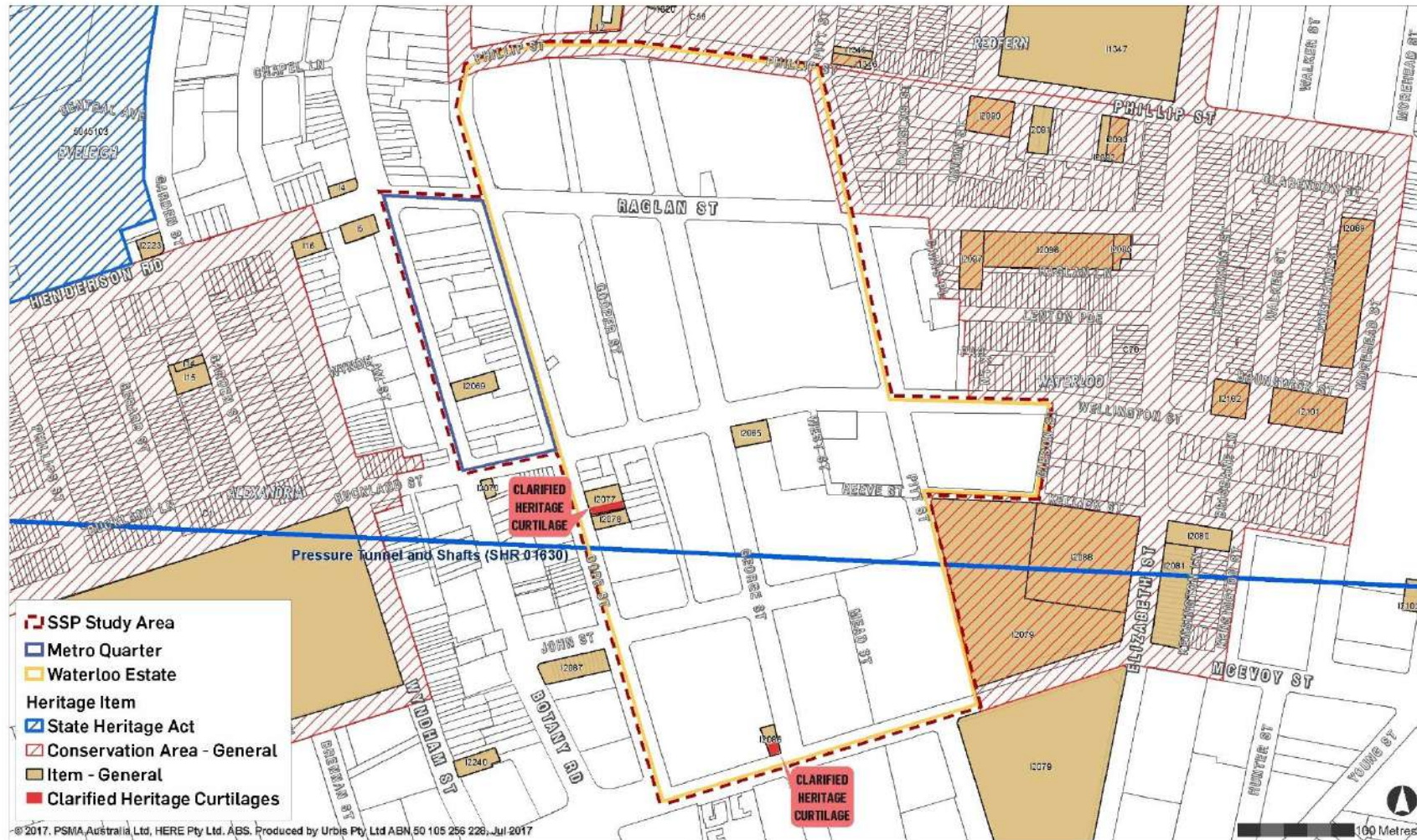
Picture 18 – View of Walker Street.



Picture 19 – View of Clarendon Street.



Picture 20 – View of Kensington Lane.



STAGE 1 HERITAGE ASSESSMENT REPORT: WATERLOO STATE SIGNIFICANT PRECINCT (SSP) STUDY AREA

REVISED HERITAGE MAP FOR THE SSP STUDY AREA

Figure 7 – Heritage map for the SSP study area, showing identified clarifications

Source: Sydney Local Environment Plan (LEP) 2012 Heritage Map (010 and 017) with Urbis overlays

3.3.2. Opportunities and Constraints

3.3.2.1. Heritage Items within and in the Vicinity of the SSP

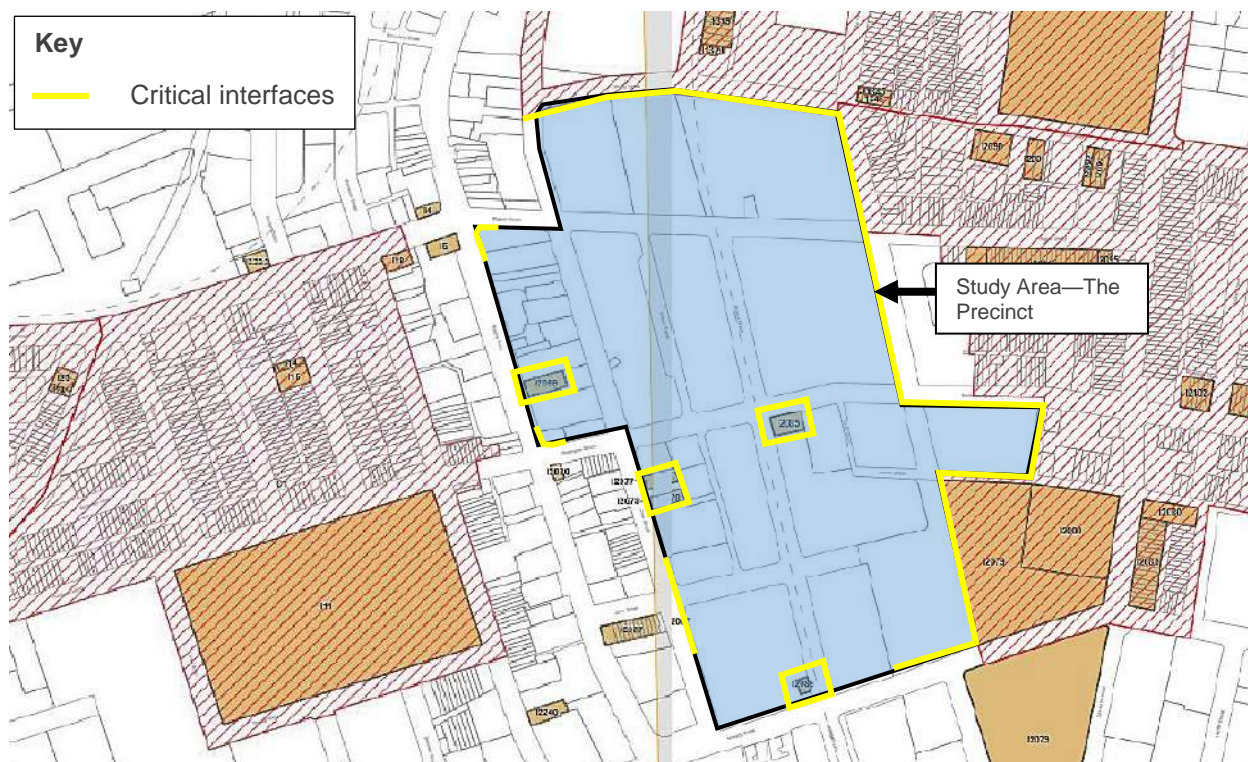
There are a number of listed heritage items and heritage conservation areas (HCAs) located in the vicinity of the SSP study area.

The following opportunities and constraints have been identified with regards to heritage items within and in the immediate vicinity of the SSP study area:

- Items and HCAs in the vicinity will need to be considered as part of any proposed redevelopment schemes. New development that adjoins a HCA or that is located adjacent to a heritage item must have regard for the scale and character of significant buildings/items, and should respond appropriately;
- Appropriate responses include allowing for a development buffer between the Study Area and adjoining/adjacent HCAs/items, and/or providing a transition of scale between new development within the Study Area and existing adjoining development. Critical interface areas have been shown in the below figure;
- Greater development opportunity in terms of scale and density therefore exists in the parts of the Study Area which do not interface directly with listed items or HCAs.

It is understood that heritage advice will be ongoing throughout the project, with design advice to be provided during the relevant stages and in association with the development of the master plan.

Figure 8 – Critical interface areas between the Study Area and heritage items/HCAs in the vicinity



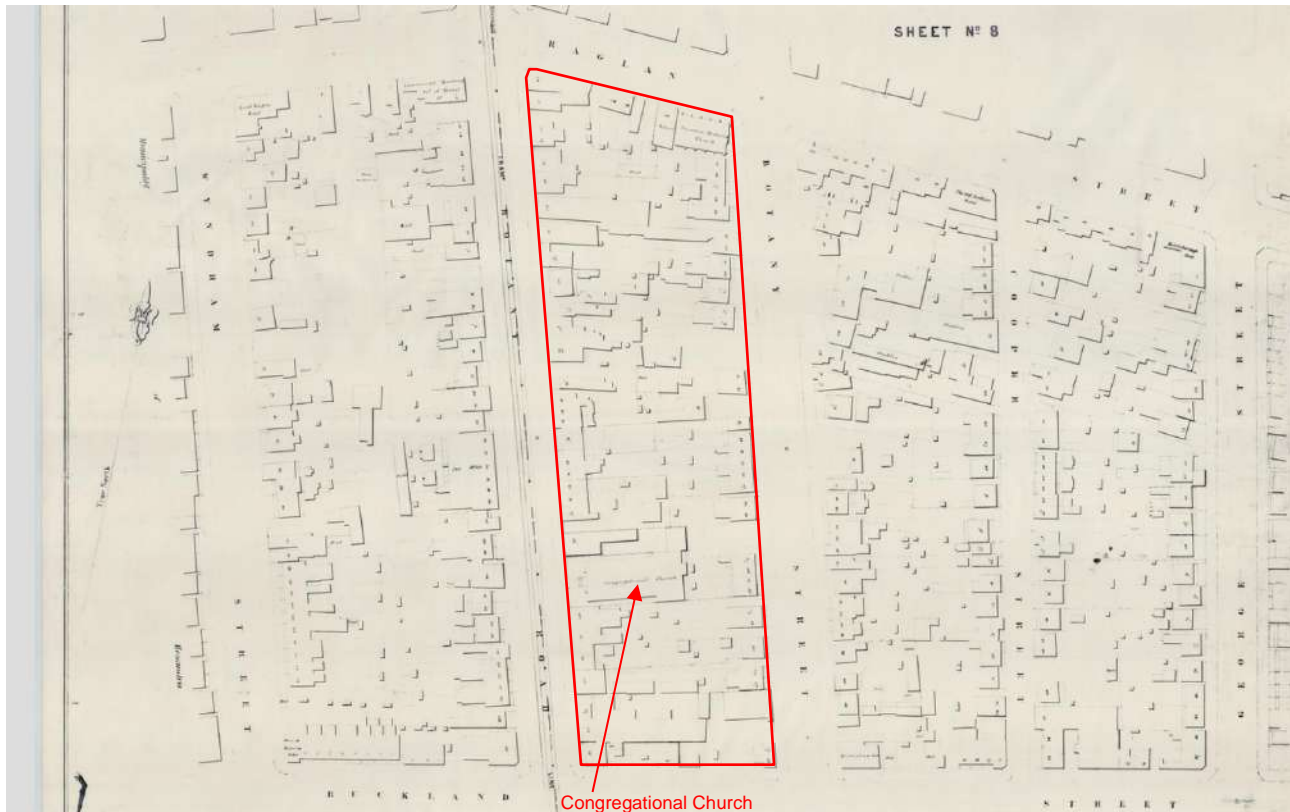
Source: Sydney Local Environment Plan (LEP) 2012 Heritage Map (010 and 017).

3.4. HISTORICAL OVERVIEW OF THE METRO QUARTER

3.4.1. Built Historical Overview – Metro Quarter

An 1895 plan of the area shows terraces and free-standing cottages across what is now the Metro Quarter site, most with outbuildings and backyard toilets. Fronting Botany Road between Raglan and Buckland Street (now Wellington Street) was the Congregational Church which is still standing.

Figure 9 - Metropolitan Detail Series–Waterloo Section 8 (1895) – Metro Quarter outlined in red with heritage item church identified



Source: State Library New South Wales; File Number FL4377348.

A number of hotels were also operating in the suburb, including the Prince of Wales, Old Beehive Hotel, Middleborough, Evening Star and the Cottage of England Hotels all in Raglan Street on the corners of Cooper, George and Pitt Streets respectively. The Australian Hotel stood on the corner of Botany Street (Cope Street) and Buckland Street (Wellington Street), the Duke of Wellington was on the corner of George and Buckland (Wellington) Streets, the Duke of Denmark on the corner of Buckland (Wellington) and Pitt Streets and the Cheerful Home Hotel on the corner of George and John Streets. Of these only the Duke of Wellington Hotel, opened c1883, survives.¹

With the turn of the twentieth century, Waterloo was firmly established as a working-class suburb, with various industries nearby employing most of the working residents. The speculative building that had boomed through the 1880s and 1890s had filled in most of the open space, but the quality of the housing remained variable.

Many of the small cottages and early terraces were without running water in the kitchens, most had backyard toilets with nightsoil collection still prevalent and disease was a major concern. Rubbish and rats were recognised as particular concerns after the outbreak of the bubonic plague in Sydney in 1900. Redfern and

¹ Sands Sydney and Suburban Directory, 1880-1895.

Waterloo recorded 37 cases with 11 deaths during the outbreak, representing the second largest concentration outside of the city wharf area.²

Inspections of houses in Waterloo as part of the plague clean-up revealed poorly maintained and structurally unsound dwellings with leaking roofs, poor ventilation, bad drainage, inadequate sanitation, water and sewerage connections.³ As with many other parts of the city at the time, the authorities labelled these parts of Sydney as slums, a label that once attributed was difficult to remove. Newly appointed City Commissioners labelled Waterloo and other surrounding suburbs as slums as early as 1928, and began to openly discuss widespread demolitions and renewal projects for the district.⁴

The reputation as a slum was enforced, as a recession in the mid-1920s was followed by the Great Depression from 1929 and unemployment rates in Waterloo began to rise sharply as the industries in the area 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 the potential wage earners actually making either no wage or less than the basic wage.

Evictions of families from rental properties became common place in the late 1920s and grew through the 1930s. Ironically, the measures enforced by the NSW Government to try to prevent widespread evictions, through a series of fair rent bills and tenant protection legislation, discouraged landlords on spending much on properties where they could not evict tenants nor could they raise the rents. A slow decline in the quality and upkeep of many rental premises was the result and this continued through to the 1950 reinforcing the idea of the area as a slum.

By the mid twentieth century, the Metro Quarter block was developed predominantly with industrial warehouses and sheds, replacing the earlier terrace housing.

Figure 10 – Extract of 1943 aerial with the Metro Quarter shown outlined in red



Source: SIX Maps 2018

² Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 126-127. The area of Glebe-Balmain-Annandale-Leichhardt recorded 39 cases in the same period.

³ Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 194.

⁴ *The Australian Worker*, 15 February 1928, p.9.

Figure 11 – Extract from the 1938-50 Civic Survey, showing the Metro Quarter shown outlined in red



Source: City of Sydney Historical Atlas of Sydney, City of Sydney – Civic Survey, 1938-1950, Map 24 Zetland

In 2017 and 2018, as part of the NSW Government's Sydney Metro City & Southwest project, all of the buildings on the Metro Quarter site were demolished. The only structure within this block which was retained was the heritage-listed Congregational Church building at 103-105 Botany Road.

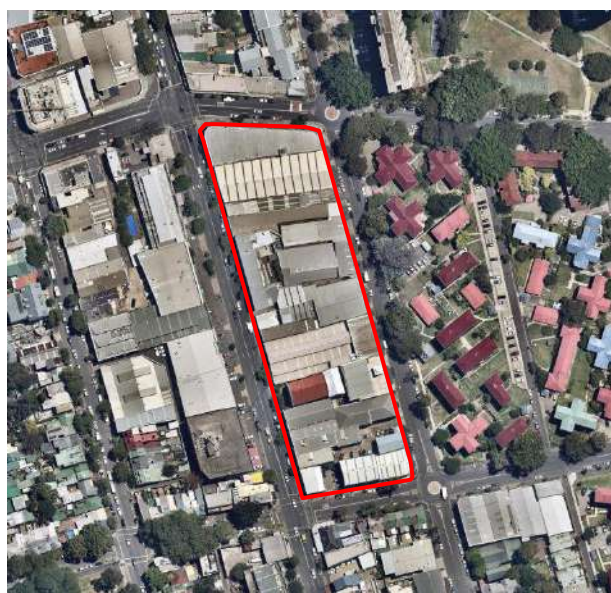


Figure 12 – Extract of Nearmap aerial dated 17 January 2017, showing the Metro Quarter outlined in red

Source: Nearmap 2018



Figure 13 – Extract of Nearmap aerial dated 15 April 2018, showing the Metro Quarter outlined in red

Source: Nearmap 2018

3.4.1.1. The Congregational Church

The foundation stone of the Congregational Church on Botany Road was laid in 1883. The church was designed by Mr Herbert S. Thompson, of Eldon Chambers Pitt Street, and the builder was Mr. F Tucker, of Petersham.⁵ The church was described in an article of the time as follow:

*“built of bricks, cemented, with slated roof...finished inside with coved, boarded, and decorated ceiling, broken into panels by means of principals and mouldings. The sittings to accommodate 470 adults, will be of polished kauri and the rostrum of polished cedar. The choir gallery is to be enclosed along the front with ornamental cast-iron railing, with moulded entablature under. Two vestries are included in the design, and every attention is to be paid to ventilation. The frontage to Botany-road is to be enclosed with dwarf stone wall and piers, with iron railing, gates, and lamp standards.”*⁶

The new church was required due to a growing demand on the church. The church originally commenced in Waterloo in the form of a mission station in 1858, under the supervision of Mr. Slatcher. Due to a ‘rapidly growing congregation’, the church was removed to a new building erected on Botany-street (now Cope Street), which cost £300 to build and opened on Sunday 28 January 1865. This humble building was later renovated and expanded at a cost of £400.⁷

When the need for a new church arose, the congregation could not procure a new site within the adjoining estates at a nominal rent, such as was granted to other denominations. The c.1883 church was built at the same location as the former 1865 church.⁸

The new Congregational Church (as exists today) opened in July 1884.⁹ Upon opening, the building was further described as follows:

*“The church is approached by a broad flight of steps, whilst the frontage to Botany-road, yet in a partially unfinished state, will be enclosed with a dwarf stone wall and piers, with iron railing, gates and lamp standards. The cost of the church, ground inclusive, is said to be about £2,900. Every attention has been paid to ventilation, and building had five double and two single windows on each side, and a large window of stained glass, presented by the architect, in the front. It is also provided with three sunlights.”*¹⁰

A City of Sydney image file provides a photograph of the building in the twentieth century (date unknown), included hereunder, and contains a note which states that *“the fence was removed by Council who provided the present landscaping in the 1950s as the cost of refurbishing the iron fence was too costly”*.¹¹

⁵ 1883 'NEW CONGREGATIONAL CHURCH, BOTANY-ROAD, WATERLOO.', The Sydney Morning Herald (NSW : 1842 - 1954), 26 November, p. 7. , viewed 21 May 2018, <http://nla.gov.au/nla.news-article28371685>

⁶ Ibid

⁷ Ibid

⁸ Ibid

⁹ 1884 'Advertising', The Sydney Morning Herald (NSW: 1842 - 1954), 16 July, p. 16., viewed 21 May 2018, <http://nla.gov.au/nla.news-article13572413>

¹⁰ Ibid

¹¹ City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 046\046347



Picture 21 – Photograph of the church in the 20th century

Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 046\046347



Picture 22 – South Sydney Congregational Church

Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/7, File 046\046346



Picture 23 – Photograph of the church in the 20th century

Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 046\046347

3.5. HERITAGE CONSTRAINTS & OPPORTUNITIES AFFECTING THE SSP

- Heritage items and the Heritage Conservation Areas located within the vicinity of the precinct will need to be considered as part of any proposed redevelopment schemes. Any new development that adjoins a Heritage Conservation Area or that is located adjacent to a heritage item must have regard for the scale and character of significant buildings/items, and should respond appropriately.
- Appropriate responses include allowing for a buffer between any new development and adjoining/adjacent conservation areas and items, and/or providing a transition of scale between new development and existing adjoining development.

Greater development opportunity in terms of scale and density exists in the parts of the SSP which do not interface directly with listed items or heritage conservation areas.

3.6. ABORIGINAL CULTURAL HERITAGE & ARCHAEOLOGICAL ASSESSMENT – METRO QUARTER

3.6.1. Overview and background

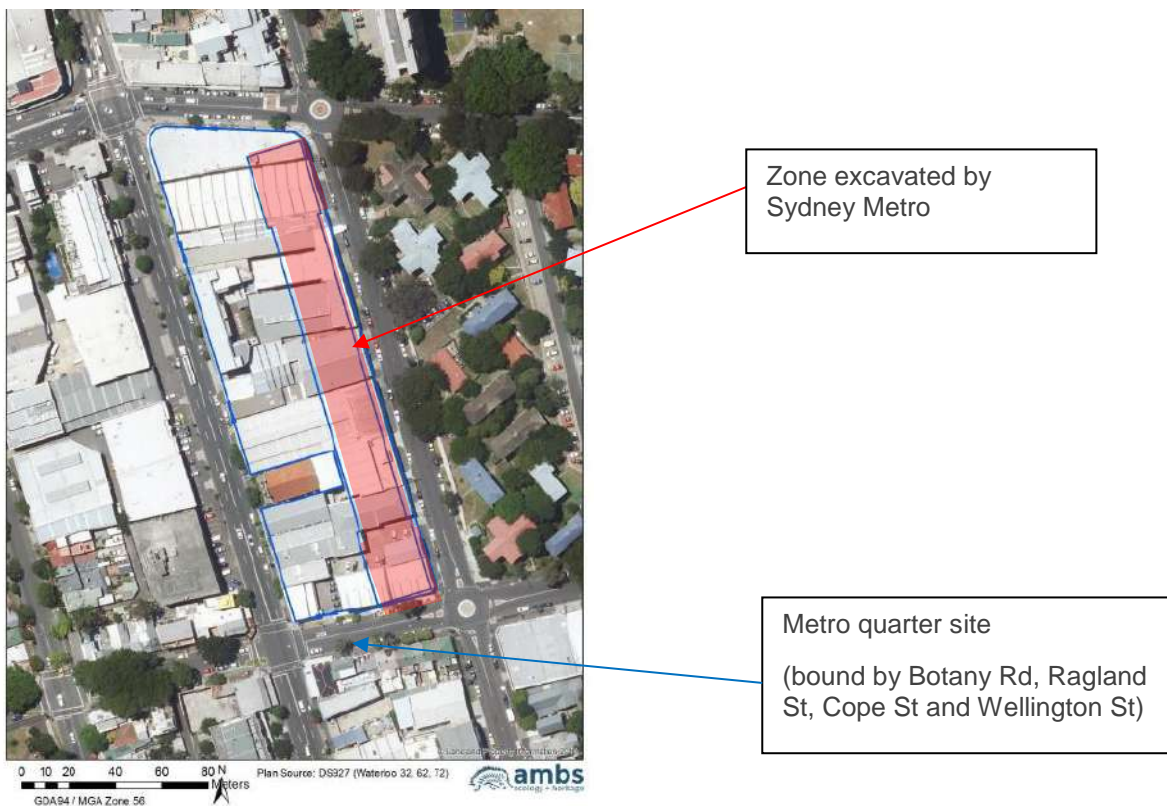
The European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the reports outlined overleaf, as part of the SSI 15_7400 Metro Station approval. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. This report provides a summary of the previously prepared reports available and a summary of known site works to date.

The Waterloo Metro station is being constructed within the Metro Quarter as part of the Sydney Metro City & Southwest - Chatswood to Sydenham. This section of the Sydney Metro project received planning approval in January 2017 (SSI 15_7400), with construction led by Sydney Metro. While most of the metro station will be located beneath finished ground level, two substantial entry and plant structures, with heights equivalent to a 5-storey residential building (up to 20 metres), will protrude above finished ground level; one along the northern end of Cope Street, the other along the southern end of Cope Street.

The construction of the Sydney Metro is currently underway and has included to date (September 2018)

- Demolition of all built structures on the Metro quarter site excluding the locally heritage listed church (bound by Botany Rd, Ragland St, Cope St and Wellington St)
- Excavation for the metro station to the eastern half of the site, outlined at Figure 14
- Archaeological monitoring and provision of clearance certificates are currently underway by AMBS for the eastern half of the site (outlined at Figure 14)
- Commencement of construction of the Metro Station
- A final excavation report is yet to be completed and released outlining archaeological findings in accordance with the Archaeological Method Statement.

Figure 14 – Sydney Metro, Waterloo Station site map showing excavation zone



Source: Sydney Metro, AMBS Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station November 2017

The European and Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, as advised above have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:

- Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
- Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.

A further Archaeological Method Statement was prepared by AMBS to allow the Tunnels and Station Excavation works to proceed, as per the above noted approval.

- AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station.

The above AMBS report includes assessment of the whole Metro Site. Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at <https://www.sydneymetro.info/documents>

The summary findings of this report are included below at Section 3.6.2.

Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included below at Table 3 These reports are available online at <https://www.sydneymetro.info/documents>.

3.6.2. Statement of archaeological significance

The most recent statement of Archaeological significance for the Metro Quarter prepared by AMBS in November 2017 (p40) is outlined below

The archaeological resource associated with the Waterloo Station site, if present with good integrity, has the potential to provide information regarding the mid-nineteenth century development of housing and industry of a local 'slum' community. It may contribute to the debate on the 'perceived' character of the mid- and later-nineteenth century slums and the nature of landlord and tenant relationships and poor housing stock. Physical evidence of houses and outbuildings, as well as artefact assemblages from underfloor deposits, cesspits and rubbish pits, if present with good integrity, have the potential to provide an insight into life in a slum and information regarding population densities, occupations, class and gender. Evidence from the archaeological resource of the Waterloo Station site, such as personal and domestic artefacts, has the potential to be compared with assemblages from similar sites and assist with addressing research questions relating to urbanisation, material culture, consumerism, identity, and everyday life of a mid-nineteenth century slum.

*If evidence of modifications to the landscape to create a more habitable environment survive in the archaeological record this would contribute to our understanding of early land management practices and of contemporary acceptable hygienic site conditions or how site preparation changed across the city block. The archaeological resource associated with the Waterloo Station site, if present with good integrity, would have local significance.*¹²

3.6.3. Summary findings of previous reports

The following table overleaf provides a summary of the outcomes and recommendations from all of the above studies. These reports are available in full online at <https://www.sydneymetro.info/documents>.

¹² AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station p 40

Table 3 – Conclusions from previous aboriginal and historical heritage studies

Report	Conclusions
<p>AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station.</p>	<p>The following conclusions have been drawn directly from the Sydney Metro City and Southwest Archaeological Method Statement for Waterloo Station, Archaeological method Statement for Waterloo Station, Final Report prepared by AMBS 2017.</p> <p>The revised statement of archaeological significance prepared by AMBS in November 2017</p> <p><i>The archaeological resource associated with the Waterloo Station site, if present with good integrity, has the potential to provide information regarding the mid-nineteenth century development of housing and industry of a local 'slum' community. It may contribute to the debate on the 'perceived' character of the mid- and later-nineteenth century slums and the nature of landlord and tenant relationships and poor housing stock.</i></p> <p><i>Physical evidence of houses and outbuildings, as well as artefact assemblages from underfloor deposits, cesspits and rubbish pits, if present with good integrity, have the potential to provide an insight into life in a slum and information regarding population densities, occupations, class and gender. Evidence from the archaeological resource of the Waterloo Station site, such as personal and domestic artefacts, has the potential to be compared with assemblages from similar sites and assist with addressing research questions relating to urbanisation, material culture, consumerism, identity, and everyday life of a mid-nineteenth century slum.</i></p> <p><i>If evidence of modifications to the landscape to create a more habitable environment survive in the archaeological record this would contribute to our understanding of early land management practices and of contemporary acceptable hygienic site conditions or how site preparation changed across the city block.</i></p> <p><i>The archaeological resource associated with the Waterloo Station site, if present with good integrity, would have local significance.</i></p>

Report	Conclusions
<p>Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report</p>	<p>The following conclusions have been drawn directly from the Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report prepared by AHMS in 2015.</p> <p><i>As a general guide, the following principles should be adopted to guide future development:</i></p> <ul style="list-style-type: none"> • <i>Heritage within the precinct provides a unique character that should be embraced, with significant heritage buildings to be considered for adaptive reuse opportunities that allow a focus for public use and community activity.</i> • <i>Conservation Management Plans and heritage studies to be prepared for North Eveleigh West, Redfern Station and South Eveleigh precincts, to be staged in accordance with precinct planning. These should be consistent with Office of Environment and Heritage best practice guidelines.</i> • <i>Prior to the sale of any heritage building:</i> <ul style="list-style-type: none"> ○ <i>provision will be made for the ongoing conservation of any associated moveable heritage items;</i> ○ <i>all heritage information relating to the building will be collated and amassed and lodged with an appropriate permanent conservation repository;</i> ○ <i>any heritage items to be transferred or sold that does not have a current endorsed CMPs will be sold or transferred subject to a CMP being completed within 12 months, in accordance with Heritage Council guidelines.</i> • <i>An Archaeological Assessment and associated Archaeological Zoning Plan (covering both Aboriginal and historic heritage) will be prepared to inform future management and development decisions for areas not previously assessed;</i> • <i>An integrated interpretation strategy will be prepared covering significant heritage items within the corridor focussing on both the common themes and the unique characteristics that contribute to the Aboriginal, historic and industrial heritage narratives of the corridor;</i> • <i>Consideration should be given to urgently undertaking an oral history programme focussing on the links between the surrounding urban communities and the heritage places within the Corridor (this should include but not be limited to Aboriginal oral histories from the area);</i> • <i>Demolition will only be considered where the benefits of demolition enhance the viability of more significant heritage buildings, and where demolition includes other tangible community benefits;</i> • <i>Any demolition or substantial interventions will be preceded with appropriate demolition plans and archival recordings which meet the guidelines specified by the Heritage Branch OEH;</i> • <i>In designing new buildings and infill development due consideration will be made to the heritage significance of buildings and items as a collection addressing issues such as connectivity and relationships between buildings and site features, as well as public access.</i>

Report	Conclusions
<p>Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report</p>	<p>The following conclusions have been drawn directly from the Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report prepared by AHMS in 2015.</p> <p><i>The report concludes that while the highly significant industrial and transport history of the sites associated with the railway have been well developed, three gaps were identified in the existing interpretive themes which understandably focus on the historic development of the railways and the industries and workforce that were associated with them. These were:</i></p> <ul style="list-style-type: none"> <i>The pre and post contact Aboriginal heritage</i> <i>The history of multicultural diversity in the adjoining areas</i> <i>The pre settlement natural landscape and its transformation</i> <p><i>On the basis of the overview of the history of the corridor (see AHMS 2015) and the existing interpretation plans a number of overarching story lines emerge as pertinent to the corridor as whole.</i></p> <p><i>They provide opportunities to connect the individual site based interpretation programmes while allowing the latter to focus on specific areas of relevance to the different heritage places.</i></p> <ul style="list-style-type: none"> <i>The Central to Eveleigh Corridor as a centre for industry;</i> <i>Central to Eveleigh as a transport hub and the role of the railway network in connecting city and country. This should include the histories of workers associated with the Eveleigh Carriage works, Aboriginal diaspora histories, the link provided between country and city centres (for example with mortuary station) and the Railways historical role as a major employer, noting that Eveleigh Railway Workshops was one of the City's largest employer's, including of Aboriginal workers, from its opening in 1886 until its closure.</i> <i>Redfern as a place of freedom, activism and creativity. Aboriginal people were attracted to the study area by the possibility of jobs and of escaping the oppressive government control that Aboriginal people were subjected to on reserves and in country towns. Subsequently Redfern and the surrounding area has become source of Aboriginal creativity, sports prowess and activism.</i> <i>The suburbs surrounding the corridor as a centre of diversity and multiculturalism; o Natural and cultural environment, pre-European settlement;</i> <i>Development of the urban landscape from the early settlement of Sydney and the Devonshire St cemetery through to the corridor, and establishing the construction of the railway line and Central station. This can establish the context for the current development and its role in the evolution of the modern urban landscape.</i> <p><i>A heritage and interpretation strategy for the whole Corridor would present the opportunity to identify the most significant buildings and stories in the precinct, which should influence the character of the Corridor and ensure a holistic approach to the interpretation of all the values represented within the corridor. Examples of innovative interpretive devices are showcased in the report to demonstrate the range of ideas and opportunities that could be utilised to showcase and convey the cultural heritage values of the Corridor and embed this in the broader context of the study area.</i></p>

Report	Conclusions
<p>Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design</p>	<p>The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design report prepared by Artefact in 2016.</p> <p><u>Statement of Archaeological Significance</u></p> <p><i>Archaeological remains associated with the former residential housing across the study area are unlikely to provide unique or important research resources. However, the potential for evidence of light industry and commercial activity from the 1880s to the early twentieth century may have research value and provide knowledge regarding technology, engineering and working life. The potential remains are associated with a rapid phase of suburban and industrial development in the area. Such archaeological remains would be locally significant under Criteria A and E.</i></p> <p><i>Archaeological resources from the later commercial developments along Botany Road are well documented historically. These archaeological resources are also relatively common. They would not provide significant new information for research, and as such would not meet the threshold for local heritage significance.</i></p> <p><u>Potential Archaeological Impacts</u></p> <p><i>Bulk excavation of the cut-and-cover station would result in the complete removal of archaeological remains within the eastern half of the site (Figure 10-14). Ground works and excavation associated with the construction of the site facilities in the western half of the site could result in impacts to archaeological remains, however the extent of these works is not known at this state.</i></p> <p><i>There is generally low-moderate potential for archaeological remains associated with the later nineteenth century and early twentieth century residential occupation and industrial activity (Phase 2).</i></p> <p><i>Should the remains contain artefacts and other evidence which can clearly be associated with light industry and within residential context they would be of local significance, and therefore the bulk excavation would result in impacts to significant archaeological remains.</i></p>
<p>Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment</p>	<p>The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment report prepared by Artefact in 2016.</p> <p><u>Waterloo Station</u></p> <p><i>The Waterloo Station construction site would be located within the block bounded by Raglan Street, Cope Street, Wellington and Botany Road. The site currently contains commercial and residential buildings. Subsurface impact would occur as a result of the excavation of the cut and cover station box, and as a result of construction of ancillary facilities such as offices and laydown areas.</i></p> <p><u>Impacts to Aboriginal Heritage</u></p> <p><i>No identified Aboriginal sites would be impacted by the proposed works at Waterloo Station. There is moderate-high potential for Aboriginal objects to occur in sub-surface archaeological deposits where there are surviving intact soil profiles (deep sand sheets) across the project</i></p>

Report	Conclusions
	<p><i>site. Any Aboriginal objects that may be identified within this area may be considered to be of moderate to high archaeological significance.</i></p>
<p>Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment</p>	<p>The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment report prepared by Artefact in 2016.</p> <p><u>Assessment of archaeological potential</u></p> <p><i>The survivability of Aboriginal archaeological deposits in sites such as Waterloo Station is dependent largely on the extent and nature of subsequent phases of historical construction activities. As demonstrated at archaeological excavations across the Quaternary sand sheet, discrete portions of surviving archaeological deposit containing Aboriginal objects may occur beneath extant buildings and deep layers of introduced fill.</i></p> <p><i>There are likely to have been significant, although not necessarily comprehensive, sub-surface impacts across the Waterloo Station site from 19th and 20th century construction and service installation across the site. The extent of introduced fill and depth of excavation during construction of the extant structures was unknown at the time this report was prepared.</i></p> <p><i>Results from previous archaeological excavations across the Quaternary sand sheet demonstrate the potential for buried Aboriginal sites associated in those contexts. These sites can occur buried beneath areas of surface impact. Results of geotechnical investigations in the vicinity of the Waterloo Station site indicates the presence of buried sand beneath layers of introduced fill overlying Ashfield shale.</i></p> <p><i>There is moderate-high archaeological potential for Aboriginal objects in sub-surface contexts where there have not been extensive sub-surface impacts.</i></p> <p><u>Significance assessment</u></p> <p><i>The assessment of archaeological potential indicates the possible survival of Aboriginal objects in sub-surface contexts in those areas that have not been impacted by construction of basements and underground car parks.</i></p> <p><i>Intact Aboriginal archaeological deposits within the region area are extremely rare and would be of high research significance. It is also possible that out of context Aboriginal artefacts may be present in the layers of fill used in the area. Any such artefacts would not be likely to demonstrate high archaeological significance as they would not have the potential to provide accurate information or answers to relevant research questions.</i></p> <p><u>Impact assessment</u></p> <p><i>No identified Aboriginal sites would be impacted by the proposed works at Waterloo Station.</i></p> <p><i>There is potential for Aboriginal objects to occur in the sub-surface archaeological deposits where there are surviving portions of A horizon sands.</i></p> <p><u>Further archaeological investigation</u></p> <p><i>Further archaeological investigation, which may include archaeological test / salvage excavation, is recommended where surviving Quaternary sands are identified at the Waterloo Station site.</i></p>

3.6.4. Consultation

A newspaper advertisement was placed in addition to a letter sent to the Metropolitan Aboriginal Land Council in accordance with DECCW. No submissions were received.

The below further consultation has been conducted.

The following information has been drawn from the 'Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter' report, prepared by Urbis and dated 2018.

Community Engagement Overview

Between 30 May - 20 June 2018, UrbanGrowth NSW and Sydney Metro ran a period of engagement on a preferred plan for the Waterloo Metro Quarter.

The preferred plan was informed by the visioning engagement held by LAHC in late 2017. During that engagement process, more than 1,570 people provided feedback across more than 40 consultation events.

Prior to this, more than 500 people participated in face-to-face activities run by UrbanGrowth NSW between April 2014 and July 2015 about the Central to Eveleigh corridor, which encompassed the Waterloo Metro Quarter site. Activities included community workshops and briefings, a community panel, interviews, study nights, online feedback, market stalls, doorknocking, a business breakfast and key stakeholder information sessions.

The purpose of this "non-statutory" period of engagement was to enable people to see, and provide feedback on, the preferred plan before it is formally lodged with the NSW Department of Planning and Environment (DPE) in July 2018.

The engagement process clearly stated what was negotiable and not negotiable in the preferred plan, that is those aspects in which UrbanGrowth NSW was informing the community and those on which it was consulting or seeking feedback.

Engagement Outcomes – Culture and Community Life

There was a strong desire to maintain Waterloo's unique character and celebrate its history and heritage, in particular its significant Aboriginal heritage. Responses recorded in relation to Aboriginal culture included:

- *The community suggested changing the name of Metro Station with an Aboriginal name that is significant to the local area.*
- ...
- *People wanted to ensure that the Metro Quarter acknowledges the history and unique character of Waterloo. Suggestions to achieve this outcome included a museum to introduce past and present history of Waterloo as an important land for the Aboriginal community. People also mentioned to name a building after a local Aboriginal leader that has contributed to the area.*
- ...
- *"The history of the area should be celebrated through public art and building names"*
- *"Should celebrate local history & acknowledge Waterloo as an important site for urban indigenous people" ...*

Further detail regarding community consultation is available in the Urbis 2018, Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter report.

Further detail regarding community consultation is available in the Urbis 2018, *Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter* report.

4. PROPOSAL

This report relates to:

- An SSP Study to create a new suite of planning controls; and
 - an Indicative Concept Proposal
- for the Waterloo Metro Quarter ISD.

4.1. PROPOSED PLANNING FRAMEWORK

The existing and proposed planning controls for the Metro Quarter are:

	Existing	Proposed
Zoning	B4 Mixed Use	B4 Mixed Use
Height of Buildings	Part 12, Part 15 metres	- Part RL 116.9 (AHD) - North - Part RL 104.2 (AHD) - Central - Part RL 96.9 (AHD) - South
Floor Space Ratio	1.75:1	6.1:1 (including Metro Station)

4.2. INDICATIVE CONCEPT PROPOSAL

The Indicative Concept Proposal for the Metro Quarter comprises:

- Approximately 69,000 sqm of gross floor area (GFA), comprising:
 - approximately 56,500 sqm GFA of residential accommodation, providing for approximately 700 dwellings, including up to 10 percent affordable housing and up to 10 percent social housing; 5 to 10 percent affordable housing and 70 social housing dwellings;
 - Approximately 4,000 sqm of GFA for retail premises and entertainment facilities.
 - Approximately 8,500 sqm GFA for business and commercial premises and community, health and recreation facilities (indoor).
- Publicly accessible plazas fronting Cope Street (approximately 1,400 sqm) and Raglan Street (580sqm).
- A three storey mixed-use, non-residential podium, including a free standing building within the Cope Street Plaza.
- Three taller residential buildings of 23, 25 and 29 storeys, and four mid-rise buildings of four to ten storeys above the podium and/or the approved metro station infrastructure.
- Parking for approximately 65 cars, 700 residential bicycles and 520 public bicycles.
- Two east-west, through-block pedestrian connections.

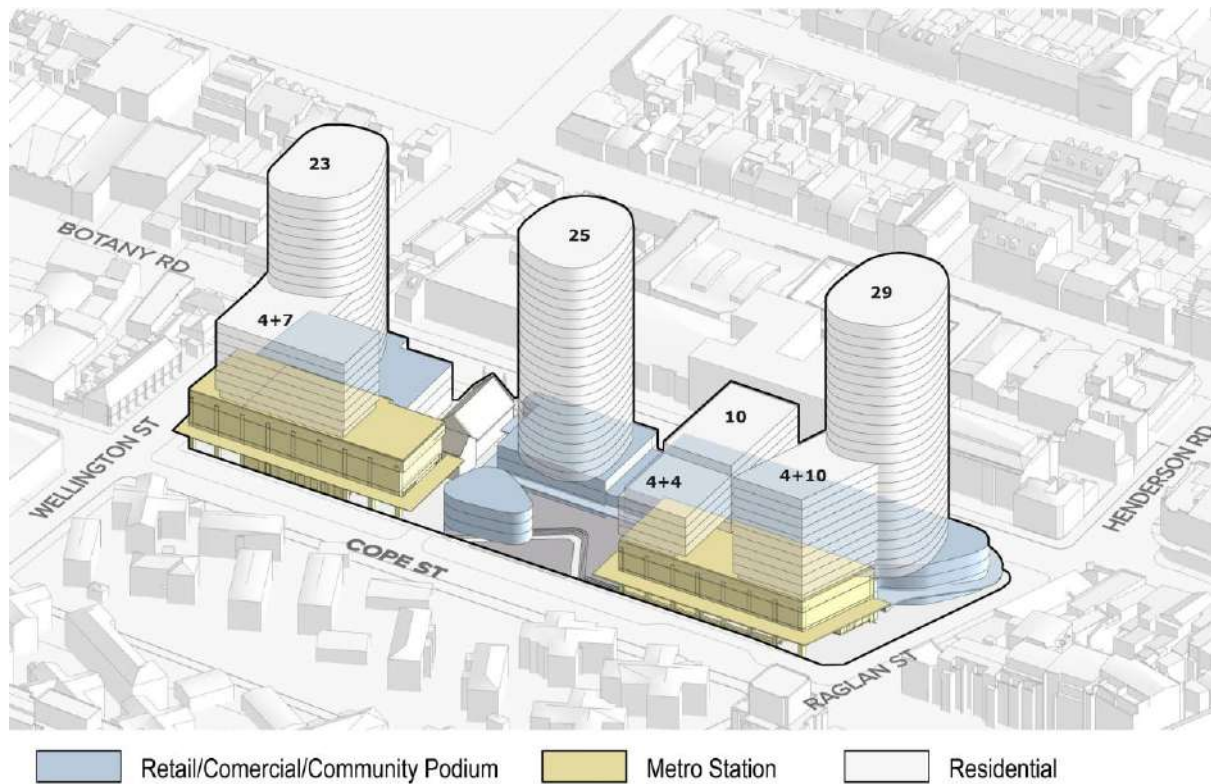
Approval has already been separately granted for a Sydney Metro station on the site, which will comprise approximately 8,415 sqm of GFA. The total GFA for the ISD, including the metro station GFA is approximately 77,500 sqm. Transport interchange facilities including bus stops on Botany Road and kiss and ride facilities on Cope Street will be provided under the existing CSSI Approval.

The above figures are deliberately approximate to accommodate detailed design resolution.

While the existing heritage listed Waterloo Congregational Church is within the block of the Metro Quarter SSP, it does not form part of the Metro Quarter SSP and there are no proposals for physical works or changes to the planning framework applicable to the church.

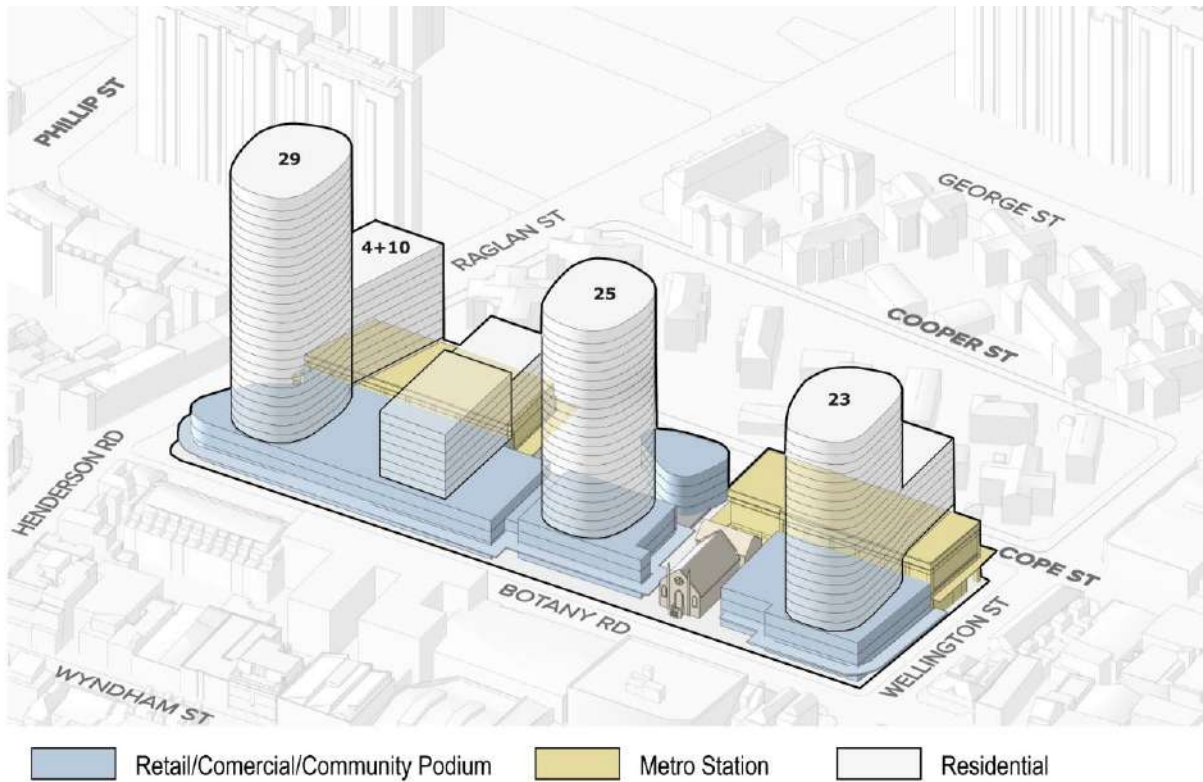
Three dimensional drawings of the Concept Proposal are included at Figure 15 and Figure 16.

Figure 15 - Three-dimensional drawing of the Indicative Concept Proposal, viewed from the East



Source: UrbanGrowth NSW

Figure 16 - Three-dimensional drawing of the Indicative Concept Proposal, viewed from the West



Source: UrbanGrowth NSW

Figure 17 – Indicative render of the type and form of future development which may be provided for under the proposed new planning framework – view of potential future development adjoining the Congregational Church, showing proposed setbacks (building design and articulation to form part of a future application).



Source: UrbanGrowth NSW 2018

Figure 18 – Indicative render of the type and form of future development which may be provided for under the proposed new planning framework – view of potential future development at Raglan Street to the underground metro entrance (building design and articulation to form part of a future application).



Source: UrbanGrowth NSW 2018

Figure 19 – Indicative render of the type and form of future development which may be provided for under the proposed new planning framework – view of a potential future public square adjacent to the metro (building design and articulation to form part of a future application).



Source: UrbanGrowth NSW 2018

5. IMPLEMENTATION PLAN & STRATEGY

5.1. HERITAGE PRINCIPLES

The following heritage-related principles should inform the proposed planning framework and design of future development within the Metro Quarter.

- The Waterloo Congregational Church heritage item is located within the Waterloo Metro Quarter and is locally significant
- There are no other items of heritage significance located within the Waterloo Metro Quarter, and as such, there are no heritage items to be listed on future Environmental Planning Instruments.
- A number of significant heritage items are located within the vicinity of the Metro Quarter, including the Cauliflower Hotel, the former CBC Bank Building, the Cricketers' Arms Hotel, and Alexandria Park.

Specific development controls relating to heritage are included overleaf at Section 5.2 and have been informed by the above heritage principles.

5.2. DEVELOPMENT CONTROL PLAN PROVISIONS

In accordance with the Study Requirements, the following recommended DCP provisions have been developed for the Metro Quarter, to guide future development on the precinct. These provisions are heritage-related to ensure that heritage items and conservation areas within proximity to the Metro Quarter are protected and conserved. The DCP provisions have been developed with reference to existing heritage DCP provisions under the Sydney DCP 2012 to ensure consistency across the Local Government Area (LGA).

5.9.8 HERITAGE

Objectives

- (a) *Development retains significant heritage items within the Waterloo Metro Quarter.*
- (b) *Development respects the heritage values of the Waterloo Metro Quarter and its setting.*
- (c) *Development enhances the heritage values of the Waterloo Metro Quarter and its setting by removing unsympathetic surrounding development.*
- (d) *Development exposes and celebrates significant elements within the Waterloo Metro Quarter and its setting.*
- (e) *Development provides appropriate setbacks from heritage items.*
- (f) *Development provides appropriate building form and scale with consideration for heritage items in the vicinity of the Waterloo Metro Quarter.*
- (g) *Development enhances and complements existing character in its design but not replicate heritage buildings.*
- (h) *Development responds appropriately to heritage items and conservation areas in the vicinity of the Waterloo Metro Quarter.*
- (i) *Development responds to significant corner typologies in the vicinity of the Waterloo Metro Quarter.*

Provisions

5.9.8.1 Setbacks

- 1. *Development is setback:*
 - (j) *A minimum of 10 metres from the Botany Road street alignment on either side (north and south) of the Waterloo Congregational Church, at the ground level, as shown in Figure 18 – Waterloo Metro Quarter Setbacks.*
 - (k) *A minimum of 6.5 metres from the northern face of the Waterloo Congregational Church at the ground level.*
 - (l) *A minimum of 4 metres from the southern face of the Waterloo Congregational Church at the ground level.*
 - (m) *A minimum of 3 metres from the Wellington Street alignment at tower level.*
 - (n) *A minimum of 13 metres from the northern face of the Waterloo Congregational Church at tower level.*
 - (o) *A minimum of 14 metres from the southern face of the Waterloo Congregational Church at tower level.*

5.9.8.2 Bulk, scale & height

1. *The height and façade articulation of the Botany Road ground level development and any awnings must consider the proportion scale and architectural features of the Congregational Church.*
2. *The height, proportion, scale and architectural articulation of the Botany Road Podium for new development must consider the proportion scale and architectural features of the Congregational Church.*
3. *The height, proportion, scale and architectural articulation of any adjacent new development to the Congregational Church must consider the proportion scale and architectural features of the Church.*

5.9.8.3 Layout and design

1. *Development incorporates articulated corner forms which define each corner in its context, having specific regard to heritage items in the vicinity, including;*
 - (p) *The Cauliflower Hotel at 123 Botany Road, Waterloo;*
 - (q) *The Former CBC Bank at 60 Botany Road, Alexandria; and*
 - (r) *The Cricketers Arms Hotel at 56-58 Botany Road, Alexandria.*

5.9.8.4 Materiality

1. *Development incorporates materiality that appropriately responds to heritage items in the vicinity, and also reflects the industrial heritage and character of Waterloo.*

5.9.8.5 Public domain

2. *Development incorporates a publicly accessible shared way to the immediate north of the Waterloo Congregational Church to significantly enhances visibility of the church as a distinct built form item.*
3. *Subject to landowner's consent, the existing later fence and vegetation at the front of the Waterloo Congregational Church site is removed to enable greater visibility from the Botany Road public domain.*
4. *Subject to landowner's consent, the setting of the Waterloo Congregational Church is integrated into the public domain design for the Metro Quarter, in particular through selection of consistent paving materials.*
5. *Development incorporates the Waterloo Congregational Church through the provision of visual and physical connections between the Church, the Metro Station, and the public domain.*
6. *Public domain and built form incorporates materials that reference the industrial heritage of the Metro Quarter, including brickwork.*
7. *The public domain incorporates public art that celebrates the heritage values of the Metro Quarter.*

5.9.8.6 Excavation in the vicinity of heritage items

1. *Excavation beneath or adjacent to heritage items and/or buildings in heritage conservation areas will only be permitted if it is supported by both a Geotechnical Engineering report and a Structural Engineering report.*

5.9.8.7 Heritage assessments

1. *A Heritage Impact Statement is to be submitted for development applications which have the potential to impact heritage items or buildings within heritage conservation areas.*
2. *The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years, until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the proposed development has on the building and its setting.*

3. *The Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant. Guidelines for the preparation of Statements of Heritage Impact are available on the website of the Heritage Branch, NSW Department of Planning at www.heritage.nsw.gov.au.*
4. *The Heritage Impact Statement is to address:*
 - (s) *the heritage significance of the building or its contribution to a heritage conservation area;*
 - (t) *the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;*
 - (u) *the impact of the proposed development on the heritage significance of the heritage items or buildings within heritage conservation areas; and*
 - (v) *the compatibility of the development with conservation policies contained within a Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report, as applicable.*

5.9.8.8 Archaeological assessments

1. *An archaeological assessment is to be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the NSW Office and Environment and Heritage.*
2. *An archaeological assessment is to be submitted as part of the Statement of Environmental Effects for development applications affecting an archaeological site or a place of Aboriginal heritage significance, or potential archaeological site that is likely to have heritage significance.*
3. *An archaeological assessment is to include:*
 - (w) *an assessment of the archaeological potential of the archaeological site or place of Aboriginal heritage significance;*
 - (x) *the heritage significance of the archaeological site or place of Aboriginal heritage significance;*
 - (y) *the probable impact of the proposed development on the heritage significance of the archaeological site or place of Aboriginal heritage significance;*
 - (z) *the compatibility of the development with conservation policies contained within an applicable conservation management plan or conservation management strategy; and*
 - (aa) *a management strategy to conserve the heritage significance of the archaeological site or place of Aboriginal heritage significance.*
4. *If there is any likelihood that the development will have an impact on significant archaeological relics, development is to ensure that the impact is managed according to the assessed level of significance of those relics.*

5.3. INTERPRETATION PLAN

In accordance with the Study Requirements, an interpretation report is included at **Appendix A**. We have provided this report in the form of an Interpretation Strategy (as opposed to an Interpretation Plan), relating to the Metro Quarter portion of the precinct only.

An Interpretation Strategy identifies historical themes and narratives to inform future interpretative devices, while an Interpretation Plan is usually prepared in conjunction with detailed development design, identifying the type, location and specific content of interpretation devices.

The Study Requirements identify that an Interpretation Plan is required, however, until final design of new development is undertaken, an Interpretation Plan cannot be prepared. Accordingly, we have provided this report in the form of an Interpretation Strategy.

6. ASSESSMENT

The following heritage impact assessment has regard to the potential impact of the proposal outlined in Section 4, being a new planning framework for the Metro Quarter. Where applicable, our heritage impact assessment considers the impact of the Indicative Concept Proposal, which has been provided as an example of the potential future development outcome which would be facilitated by this change new planning framework. This heritage impact assessment has been undertaken to address the Study Requirements outlined in Section 2 **Error! Reference source not found.**

Overall the proposal is considered acceptable from a heritage perspective. While the proposal facilitates an intensification of use and scale across the Metro Quarter, the heritage principles and DCP provisions outlined in this report are considered to ameliorate any negative impact of the potential future development, by providing appropriate guidelines and development parameters as are required to protect the heritage significance of heritage items in the vicinity.

Consent is not being sought for any physical building works at this stage. Excavation of the eastern portion of the Metro Quarter site and construction of the underground metro station was approved under a previous application and is excluded from this proposal. Appropriate methodologies for construction of the underground metro station and excavation in the proximity to the heritage-listed church are being undertaken by Sydney Metro

Assessment of the Waterloo Metro Quarter's Aboriginal cultural heritage, and its archaeological potential, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:

- Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
- Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.

Accordingly, this report has not provided an additional or supplementary assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at <https://www.sydneymetro.info/documents>.

6.1. BUILT HERITAGE SIGNIFICANCE ASSESSMENT – METRO QUARTER

Before making decisions to change a heritage item, an item within a heritage conservation area, an item located in proximity to a heritage listed item, or an item of potential heritage significance, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise a place's heritage values – why it is important, why a statutory listing was made to protect these values.

The Heritage Council of NSW recognises four levels of heritage significance in NSW: local, state, national and world. The level indicates the context in which a heritage place/item is important (e.g. local heritage means it is important to the local area or region). Heritage places that are rare, exceptional or outstanding beyond the local area or region may be of state significance. In most cases, the level of heritage significance for a place/item has a corresponding statutory listing and responsible authority for conserving them.

The Heritage Council of NSW has also developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. These seven criteria are outlined below:

- Criterion A – Historical Significance: an item is important in the course or pattern of the local area's cultural or natural history;
- Criterion 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;
- Criterion C – Aesthetic Significance: an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.
- Criterion 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.
- Criterion 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.
- Criterion F – Rarity: an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history
- Criterion G – Representative: an item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's): cultural or natural places; or cultural or natural environments.

6.1.1. Metro Quarter – Significance Assessment

The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' guides.

Table 4 – Assessment of heritage significance

Criteria	Significance Assessment
A – Historical Significance <i>An item is important in the course or pattern of the local area's cultural or natural history.</i>	<p>The broader Metro Quarter site has been occupied for a variety of uses over the nineteenth and twentieth centuries, including both residential and industrial phases of development. None of these occupants or uses have been identified to be of particular historic significance.</p> <p>The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>
B – Associative Significance <i>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.</i>	<p>The broader Metro Quarter site has been occupied for a variety of uses over the nineteenth and twentieth centuries, including both residential and industrial phases of development. None of these occupants or uses have been identified to have significant associations.</p> <p>The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>
C – Aesthetic Significance <i>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	<p>The broader Metro Quarter is predominantly vacant land, and does not contain any built structures of aesthetic distinction.</p> <p>The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>

Criteria	Significance Assessment
<p>D – Social Significance</p> <p><i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i></p>	<p>The broader Metro Quarter site has been occupied for a variety of uses over the nineteenth and twentieth centuries, including both residential and industrial phases of development. None of these occupants or uses have been identified to have social significance.</p> <p>The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>
<p>E – Research Potential</p> <p><i>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i></p>	<p>Aboriginal cultural heritage, and the archaeological potential of the Waterloo Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:</p> <ul style="list-style-type: none"> • Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report. • Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment. • Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment. <p>Accordingly, this report has not provided an additional assessment of the Aboriginal cultural heritage or archaeological potential of the Waterloo Metro Quarter. Conclusions from the above reports are included at Section 3.6. These reports are available online at https://www.sydneymetro.info/documents.</p>
<p>F – Rarity</p> <p><i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i></p>	<p>The broader Metro Quarter has no rare or endangered elements. The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):</i></p> <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments. 	<p>The broader Metro Quarter site has no representative significance.</p> <p>The broader Metro Quarter does not meet the requisite threshold for heritage listing for this criterion.</p>

Based on the above assessment, the broader Metro Quarter is not considered to meet the requisite threshold for heritage listing at the local or state level.

6.1.2. Metro Quarter – Statement of Significance

Based on the above assessment, the broader Waterloo Metro Quarter is not considered to meet the requisite threshold for heritage listing at the local or state level.

6.2. HERITAGE IMPACT ASSESSMENT

6.2.1. Waterloo Congregational Church

The Waterloo Congregational Church on Botany Road is the only heritage item located within the Waterloo Metro Quarter. This significant heritage item would be wholly retained and conserved as part of any future potential development provided for by this new planning framework application. No physical works to this heritage item are proposed.

Potential future development, as provided for by this proposed new planning framework, would need to respond appropriately and sympathetically to the Church building, and final design of any future development will be guided by the Heritage Principles at Section 5.1 and the proposed Development Control Plan provisions at Section 5.2.

The Indicative Concept Proposal detailed at Section 4.2 has been designed with reference to these heritage principles and DCP provisions, to provide an indication of the form of development which may be possible, and to test the application of the heritage principles and DCP provisions.

This Indicative Concept Proposal has provided for suitable setbacks to the Church, including a generous publicly accessible laneway along the northern boundary of the Church for pedestrian use. The design of this laneway ensures that the Church building will be accessible visually to the most people possible, including residents, commuters and business operators within the Waterloo Metro Quarter. The laneway also provides for the exposure of the northern elevation of the Church building by preventing built form from being developed in close proximity, allowing for the users of the space to observe and appreciate this significant fabric.

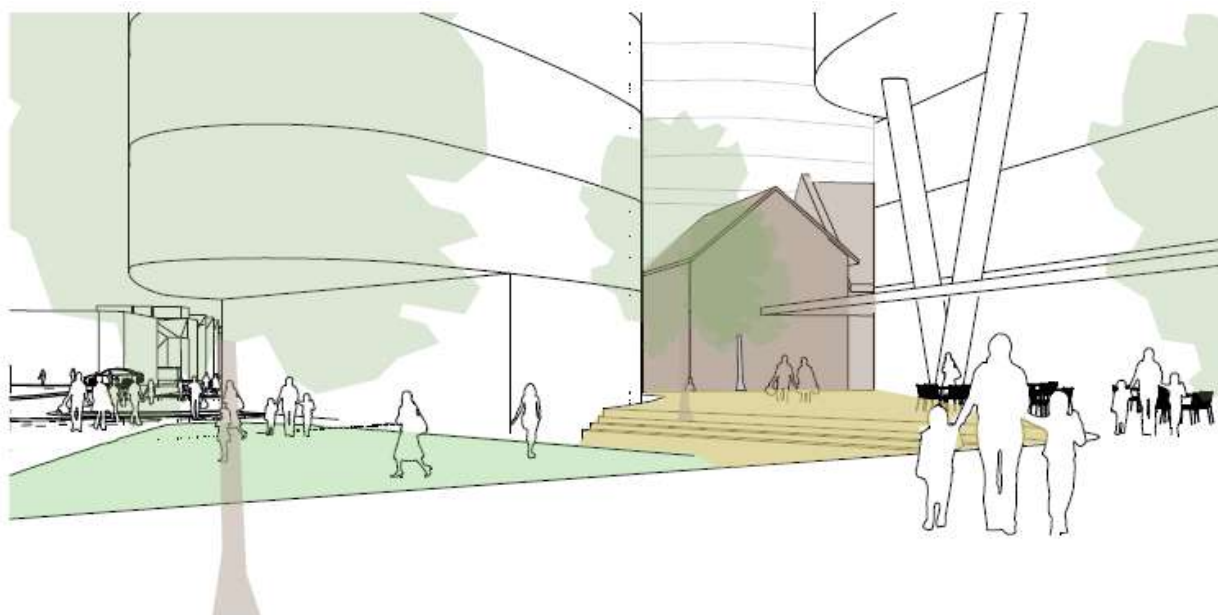
Figure 20 – Extract of figure showing the potential built outcome and provision of open space around the Waterloo Congregational Church, as provided for in the planning framework



Source: UrbanGrowth NSW

The Indicative Concept Proposal has also included a further visual connection with the Church building, by providing an 'undeveloped' visual and pedestrian corridor linking the Church with a new public plaza to the east of the Waterloo Metro Quarter site. This visual connection will enable a greater number of people to visually connect with and interpret the history of the site, beyond those people using the proposed laneway. This is a positive heritage outcome and shows how the Church can be meaningfully integrated into a potential future development scenario, instead of being isolated and obscured in between new built form.

Figure 21 – Extract of figure showing the potential built outcome and provision of visual connection with the Waterloo Congregational Church, as provided for in the planning framework



Source: UrbanGrowth NSW

The above setbacks and visual corridors being adopted in the Indicative Concept Proposal and DCP provisions enable the greater exposure and appreciation of significant fabric of the Church building, and identification of heritage interpretation opportunities.

New development along Botany Road has been designed in the Indicative Concept Proposal to be of a lower scale at the podium form, similar in height to the Church building. The street setback is also increased from 6 metres to 10 metres for a considerable distance along Botany Road to both the north and south of the Church. This prevents the podium form along Botany Road from overwhelming and dominating the heritage-listed Church, and also provides a stepped development form whereby the higher-scale development may be located further back from the street front.

Views towards the Church building will be altered as a result of future development allowed for by the proposed planning framework. However, the proposed planning controls, including podium forms and heights, retention of the air space over the Church, and adoption of significant setbacks and view lines, mean that potential future development will not obscure any existing views of the Church. Moreover, the provision of large setbacks from the Church, and the visual corridors being adopted in the Indicative Concept Plan, mean that new views and vistas towards the Church building will be introduced. This will increase the Church's exposure to the public and help to provide important historical layering to the site, that can be accessed by site users.

Figure 22 – Extract of figure showing the potential built outcome and streetscape context of the Waterloo Congregational Church, as provided for in the planning framework



Source: UrbanGrowth NSW

Overall the proposal is considered acceptable from a heritage perspective as there are no proposed alterations or additions to the heritage-listed Congregational Church building as a result of this proposal. This significant community building is being wholly retained, and the proposed new planning framework will provide the Church with an expanded setting and curtilage to enable greater public appreciation and interpretation of the item's significance.

6.2.2. North-west Corner

The north-west corner of the Metro Quarter is located opposite two listed heritage items of local significance, being;

- Item 4 under the Sydney LEP 2012, "Cricketers Arms Hotel including interior", at 56-58 Botany Road, Alexandria; and,
- Item 5 under the Sydney LEP 2012, "Former CBC Bank, including interior", at 60 Botany Road, Alexandria.

Both of these significant properties will be unaffected physically by the proposal, or by future development provided for by the proposed new planning framework. Both of these heritage items are located outside of the boundary of the Metro Quarter, and are both outside of the broader Waterloo SSP boundary.

It is acknowledged that the proposed new planning framework will facilitate future development at the Metro Quarter that will be of a significantly larger scale than that previously known at the site. This means that vicinity heritage items will have altered outward views towards a new mixed-use urban precinct. However, any potential future development provided for by the proposed new planning framework would not obscure significant views and view corridors towards vicinity heritage items. All vicinity heritage items would be fully retained as part of any potential future development at the Waterloo Metro Quarter.

The lower three-storey height of the podium to Botany Road responds to the traditional, lower height of heritage items in the vicinity, generally located on corners opposite the Waterloo Metro Quarter site.

The heritage principles and proposed DCP provisions included in this report stipulate that any potential future development at the Metro Quarter, which would be permissible under the proposed planning framework, must respond appropriately to significant corner typologies in the vicinity of the site, including the Cricketers Arms Hotel and former CBC Bank building at the north-west corner.

Overall, the scale and form of potential future development provided for by this proposed new planning framework, is not considered to have any detrimental impacts on the proximate heritage items at the north-west corner of the Metro Quarter.

6.2.3. South-west Corner

The south-west corner of the Metro Quarter is located opposite one listed heritage item of local significance, being Item 2070 under the Sydney LEP 2012, "Cauliflower Hotel including interiors", at 123 Botany Road, Waterloo.

This significant property will be unaffected physically by the proposal, or by future development provided for by the proposed new planning framework. This heritage item is located outside the boundary of the Metro Quarter, and outside the broader Waterloo SSP boundary.

It is acknowledged that the proposed new planning framework will facilitate future development at the Metro Quarter that will be of a significantly larger scale than that previously known at the site. This means that vicinity heritage items will have altered outward views towards a new mixed-use urban precinct. However, any potential future development provided for by the proposed new planning framework, would not obscure significant views and view corridors towards vicinity heritage items. All vicinity heritage items including the Cauliflower Hotel, would be fully retained as part of any potential future development at Waterloo Metro Quarter.

The heritage principles and proposed DCP provisions included in this report stipulate that any potential future development at the Metro Quarter, which would be permissible under the proposed planning framework, must respond appropriately to significant corner typologies in the vicinity of the site, including the Cauliflower Hotel at the south-west corner.

Overall, the scale and form of potential future development provided for by this proposed new planning framework, is not considered to have any detrimental impacts on the proximate heritage items at the south-west corner of the Metro Quarter.

6.2.4. Heritage Conservation Areas

The scale and form of potential future development provided for by this proposed new planning framework, is not considered to have any detrimental impacts on proximate heritage conservation areas.

Potential future development provided for by this proposed new planning framework, will have no impact on the significance of the C1 Alexandria Park heritage conservation area (HCA) to the west. This conservation area is identified to be significant for its collection of nineteenth century terrace and cottage building stock, which will not be physically affected by potential future development at Waterloo Metro Quarter. This conservation area generally consists of single and two storey small scale dwellings with minimal setbacks and street trees throughout. This small scale at pedestrian level creates an insular streetscape with minimal views beyond the immediate context.

The street orientation within the HCA is principally north-south alignment, with Waterloo Metro Quarter being located to the east, therefore distant views along view corridors within the conservation area are rare towards Waterloo Metro Quarter. As such, potential future development provided for by this new planning framework would have a negligible, if any, visual impact on the conservation area.

The Visual Impact Study prepared for the proposal by Cardno and dated 5 July 2018, confirms that while the future development which would be facilitated by the proposal would be visible from Alexandria Park itself, the views are distant and the new development would form part of an evolving urban skyline. Distant views of the upper portions of future development would not impact on the significance of Alexandria Park as a heritage item and would not obscure significant views to or within the park. From the north eastern portion of the park, the future potential development would be almost entirely screened by existing trees and buildings, likewise for views within the C1 Alexandria Park heritage conservation area.

Figure 23 – Comparison showing existing view and future potential view (photomontage) of the form of development which would be facilitated by the proposed planning framework



Source: Cardno 2018

Figure 24 – Comparison showing existing view and future potential view (photomontage) of the form of development which would be facilitated by the proposed planning framework



Source: Cardno 2018

There would be no impact of the potential future development provided for by this new planning framework on the C70 Waterloo heritage conservation area to the east, as it is substantially separated physically and visually from the Waterloo Metro Quarter by the Waterloo Estate site.

As discussed above, views from the vicinity conservation areas to the Waterloo Metro Quarter (and any future development thereon provided for by this proposed new planning framework), would be limited if not non-existent, and screened by existing development and vegetation. Where potential future development might be available, any future development on the Waterloo Metro Quarter (as provided for by this new planning framework) would form part of a broader transformational precinct which is distinct and separate from the building stock in the conservation areas. This distinction will not impact on the conservation areas, which in themselves would remain fully intact, with protected significant internal view corridors.

7. CONCLUSION

7.1. SUMMARY ASSESSMENT

Overall, the proposal is for a new planning framework which will inform the potential future development of the Waterloo Metro Quarter. These proposed planning changes will provide for potential future development uplift across the Waterloo Metro Quarter, which forms part of a wider urban renewal of the Waterloo State Significant Precinct, to deliver increased housing, community facilities and urban vitality for the region.

The scale and form of potential future development provided for by the proposed new planning framework is not considered to have any detrimental impacts on the proximate heritage items or heritage conservation areas.

Potential future development provided for by this proposed new planning framework will have no impact on the significance of the C1 Alexandria Park heritage conservation area (HCA) to the west. This conservation area is identified to be significant for its collection of nineteenth century terrace and cottage building stock, which will not be physically affected by potential future development at Waterloo Metro Quarter. This conservation area generally consists of single and two storey small scale dwellings with minimal setbacks and street trees throughout. This small scale at pedestrian level creates an insular streetscape with minimal views beyond the immediate context. The street orientation within the HCA is principally north-south alignment, with the Metro Quarter being located to the east, therefore distant views along view corridors within the conservation area are rare towards the Metro Quarter. As such, potential future development provided for by this new planning framework would have a negligible, if any, visual impact on the conservation area.

There would be no impact of the potential future development provided for by this new planning framework on the C70 Waterloo heritage conservation area to the east, as it is substantially separated physically and visually from the Metro Quarter by the Waterloo Estate.

As discussed above, views from the vicinity conservation areas to the Metro Quarter (and any future development thereon provided for by this proposed new planning framework), would be limited if not non-existent, and screened by existing development and vegetation. Where potential future development might be available, any future development on the Waterloo Metro Quarter (as provided for by this new planning framework) would form part of a broader transformational precinct which is distinct and separate from the building stock in the conservation areas. This distinction will not impact on the conservation areas, which in themselves would remain fully intact, with protected significant internal view corridors.

The Waterloo Congregational Church on Botany Road is the only heritage item within the Metro Quarter. This significant heritage item would be wholly retained and conserved as part of any future potential development provided for by this new planning framework. No physical works or interventions to this heritage item would be facilitated by the proposed new planning framework.

Potential future development as provided for by this proposed new planning framework would need to respond appropriately and sympathetically to the Church building, and final design of this potential future development will be guided by the Heritage Principles at Section 5.1 and the proposed Development Control Plan provisions at Section 5.2. The principles and DCP provisions provide for significant setbacks to be applied to the Church building as part of any potential future development on the Metro Quarter.

The Indicative Concept Proposal included at Section 4.2 provides an indicative potential outcome which could be facilitated through the proposed new planning framework. This Indicative Concept Proposal has provided for significant setbacks to the Church building including public laneways, articulated and modulated lower scale podiums, and through-site links to a public plaza. These are the types of positive outcomes achievable from the application of the proposed new planning framework. The proposed new planning framework in this application allows for the adoption of substantial built setbacks to the Church heritage item, enabling greater exposure and appreciation of significant fabric, and identification of heritage interpretation opportunities.

It is acknowledged that the proposed new planning framework will facilitate future development at Metro Quarter that will be of a significantly larger scale than that previously known at the site. This means that vicinity heritage items will have altered outward views towards a new mixed-use urban precinct. However, any potential future development provided for by the proposed new planning framework, would not obscure

significant views and view corridors towards vicinity heritage items. No heritage items would be altered as part of any potential future development at the Metro Quarter.

7.2. IMPLEMENTATION PLAN AND STRATEGY

As part of this report, we have included the following sections as part of the 'implementation plan and strategy', in accordance with the Study Requirements:

- Heritage Principles to inform future potential development at the Metro Quarter, are included at Section 5.1. The heritage-related principles should be adopted to inform the planning framework and design of future development within the Metro Quarter.
- Development Control Plan (DCP) heritage provisions, are outlined at Section 5.2. These have been developed for the Metro Quarter, to guide future development on the site and are derived from the above principles. These provisions are heritage-related to ensure that heritage items and conservation areas within proximity to the Metro Quarter are protected and conserved.
- An Interpretation strategy report for the Metro Quarter is included at Appendix A.

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

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APPENDIX A INTERPRETATION STRATEGY – WATERLOO METRO QUARTER

APPENDIX B DETAILED DESCRIPTION – WATERLOO ESTATE

SINGLE-STOREY UNITS FOR AGED TENANTS

From the early 1950s onwards, single-storey units for aged tenants became an increasingly common feature of the public housing program; by 1963 the 1000th such unit had been constructed within the SSP study area.

These units were specifically designed for aged tenants, with the most common typologies being the single-storey 'triplex or duplex' units, whereby two to three self-contained units were incorporated into single-storey, brick buildings designed to 'achieve a mass and silhouette comparable to a Commission standard cottage'.¹³

These cottages typically featured living spaces that were 145 square feet in size, with bed recesses that were 70 square feet in size, with the recesses designed to allow the installation for curtains or similar for privacy. Units were designed with individual entrances, kitchenettes and 'roomy bathrooms'.

Units were typically fitted with slow-combustion stoves and built-in linen cupboards, with shared laundry facilities and front and rear gardens. Overall, the units were designed 'most compactly', to reflect the 'complete and simple living needs of their tenants'.¹⁴

Figure 25 – Photographs of single storey units for aged tenants, constructed c. 1962-63 (Urbis 2017)



Picture 24 – Single storey units dated c. 1963, located on the eastern side of Cooper Street



Picture 25 – Single storey units dated c. 1963, located on the western side of Cooper Street

WALK-UP APARTMENT BUILDINGS

Two and three storey walk-up apartment buildings were first used as public housing at the Erskineville Estate; these flats were based on European influences, and were later adopted as a standardised dwelling typology by the Commission, particularly in inner-city areas where higher housing density was required. They were, however, also constructed in outer suburbs and in major country centres throughout the 1950s and 1960s. Over time, the typology was expanded to include slight variations to unit configurations, and to allow for additional storeys. As early as 1951, 932 units had been completed, with construction having commenced on another 1,296.

¹³ NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.21.

¹⁴ NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.22.

Figure 26 – The first three-storey walk-up apartment buildings constructed Estate, c. 1949 to 1952. Note, the balconies are later additions, likely c. 1980s (Urbis 2017)



Picture 26 – Eastern elevation of one of three of the first blocks, as viewed from George Street



Picture 27 – Northern elevation of one of three of the first blocks, as viewed from Raglan Street

Walk-up apartment buildings were included in the Housing Commission's construction program as a way to meet the main housing needs of married couples without children, or families with grown children (over 9 years of age), and to therefore augment the 'cottage program' and provide a higher density of housing in areas that required it. By 1952-53, the number of completed units had increased to 2,271, with many more constructed over the following decades.

Figure 27 – Photograph of 'Camelia Grove', constructed c. 1968



Source: Urbis 2017

Throughout NSW, such dwelling types are extremely common with, as noted above, only slight variations to their internal configuration or the incorporation of additional storeys. These were referred to as 'the Commission's standard flats' or 'standard blocks'.¹⁵ Typically, units within these buildings were self-

¹⁵ NSW Housing Commission Annual Report for Year Ending 30 June 1959, p.17.

contained, with careful attention paid to soundproofing and fire prevention, as well as ‘open layout planning’; intended to maximise internal living space.¹⁶

Examples of these building types present at the SSP study area are of the established, standardised typology, with slight variations between the buildings in terms of internal configuration and façade presentation (variations to fenestration, principal entryways, and balconies, if present). All are of face brick construction.

Madden Place (below) and Camelia Grove (above) are indicative of the design variations commonly made to the standardised ‘walk-up apartment building’ typology to facilitate higher density. These flat buildings were constructed in 1966 and 1968 respectively, and are reflective of the increasing demands for housing in the area, and the ways in which the Commission modified their program to facilitate this.

Figure 28 – Multi-storey walk-up apartment buildings located in the Estate, constructed in the 1960s (Urbis 2017)



Picture 28 – ‘Madden Place’ (c. 1966), located on the western side of Pitt Street/southern side of Kellick Street



Picture 29 – The southern elevation of the walk-up flat building at 339-341 George Street, taking from McEvoy Street



Picture 30 – Southern elevation of walk-up flats at 247-251 Cope Street, facing north from McEvoy Street



Picture 31 – 249 Cope Street, facing east

¹⁶ NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.25.



Picture 32 – Typical walk-up buildings at 6-8 John Avenue



Picture 33 – Typical walk-up buildings facing north along Cooper Street, with Matavai and Turanga visible in the background

Dobell and Drysdale

Variations to the standardised typology within the Waterloo Estate were most pronounced in the 1980s and in association with the public opposition and 'Green Bans' that sought to limit the density and scale of further development at Waterloo, following the construction of the Endeavour Estate.

In response to these events, the Housing Commission constructed 'Dobell and 'Drysdale', walk-up apartment buildings designed to meet the brief of 'the provision of high density family accommodation in a low-rise development.' The buildings are of a 'walk-up' construction, with heights of up to seven storeys comfortably incorporated by taking advantage of the site's sloping landform.

These buildings were designed to address the demand for larger family units of three to four bedrooms with large adjoining private courtyard spaces; the provision of such open space enabled the designers to achieve a higher density of development, as the Council accepted the outdoor living spaces in lieu of normal open space requirements.¹⁷ The Housing Commission design team responsible for the buildings included Tao Gofers (also involved in the design of the Sirius Building in The Rocks), Penny Rosier, Bernard Connell, Anthony Foran and Greg Turner.

Named after Australian artists "Dobell" and "Drysdale", the buildings incorporated 130 units and a child care centre, and were completed and occupied by 1983. Their design was influenced by 'The Penthouses' in Darling Point, which were designed by Ancher, Mortlock & Woolley and incorporated a similar terraced form.

¹⁷ The Housing Commission of NSW, 1980, *Job No. 4/3066/13/1 Waterloo – Tenders for 95 Maisonette Style Apartments*, p. 5.

Figure 29 – Dobell and Drysdale, constructed c. 1983 (Urbis 2017)



Picture 34 – Principal elevation of 'Drysdale' from Pitt Street



Picture 35 – Detailed view of the principal elevation of 'Drysdale' from Pitt Street

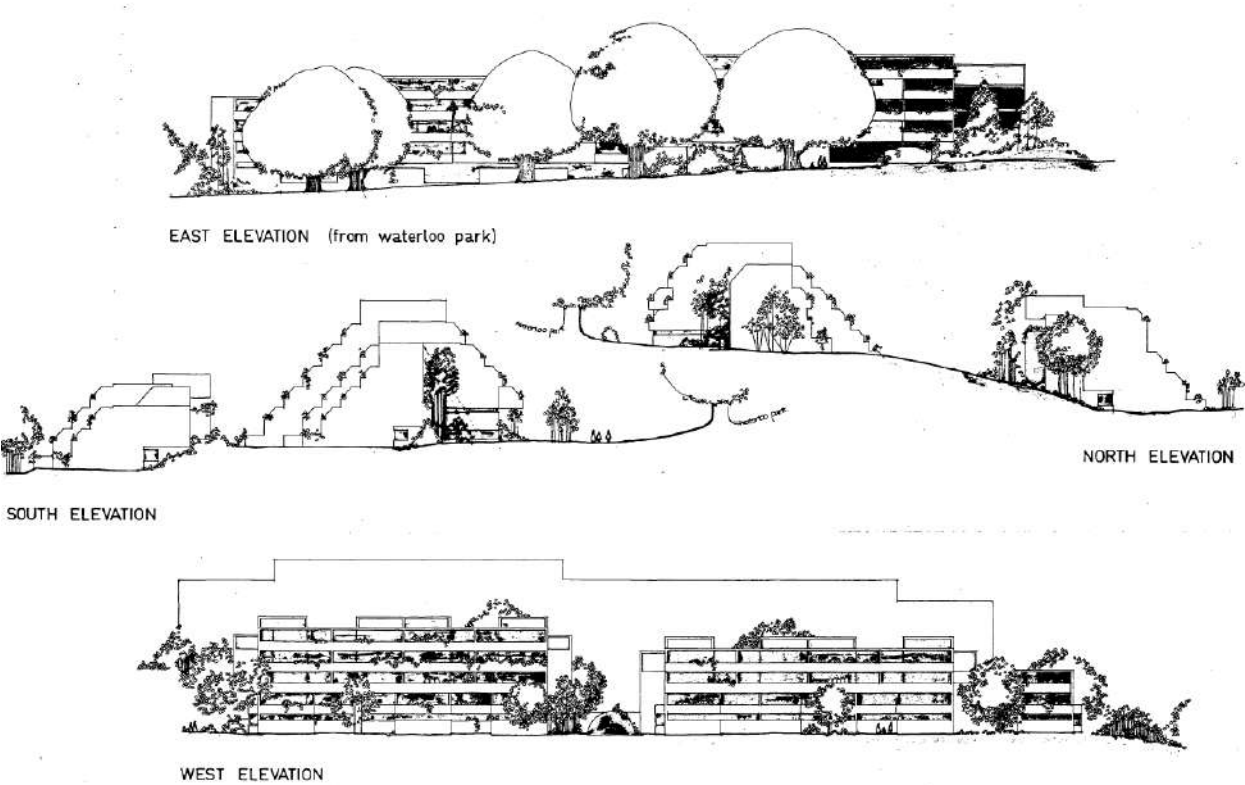


Picture 36 – Eastern elevation of 'Dobell', facing south along Pitt Street



Picture 37 – Southern elevation of 'Dobell', taken from McEvoy Street

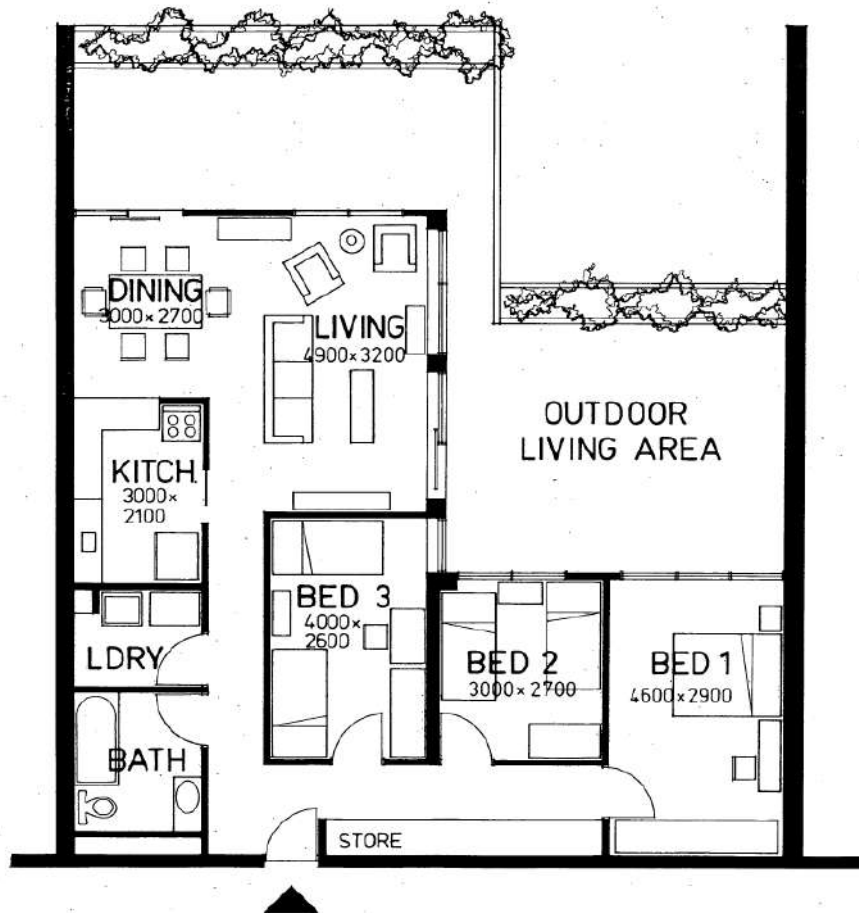
Figure 30 – Elevations of 'Dobell'



SCALE 1:200

Source: Waterloo Site 3066, Precinct 1, NSW Housing Commission

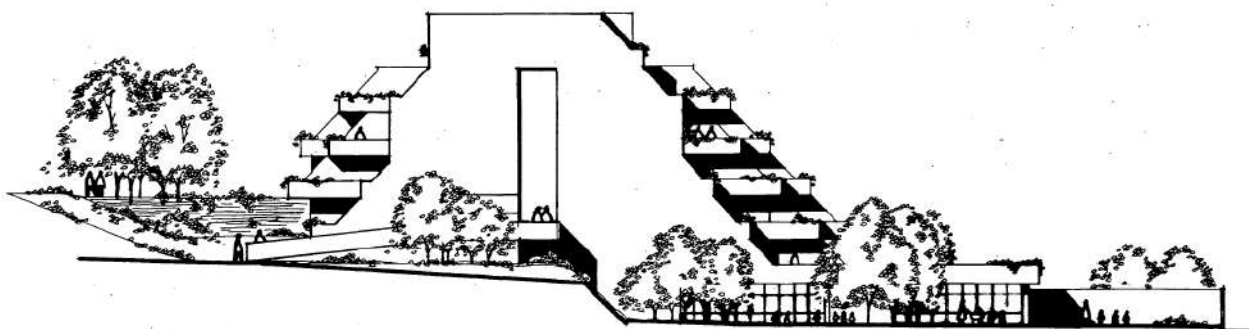
Figure 31 – Typical three-bedroom apartment layout within 'Dobell' and 'Drysedale'



TYPICAL 3 BEDROOM APARTMENT

Source: Waterloo Site 3066, Precinct 1, NSW Housing Commission

Figure 32 – North elevation of 'Drysedale'



NORTH ELEVATION

SCALE 1 : 200

Source: Waterloo Site 3066, Precinct 1, NSW Housing Commission

THE ENDEAVOUR ESTATE

The Four 17-Storey Buildings: Marton, Solander, Cook and Banks

The four 17-storey high-rise apartment buildings that form part of the Endeavour Estate are known as Marton, Solander, Cook and Banks. They were designed by the architectural firm Stafford, Moor & Farrington, and constructed between 1967 and 1973.

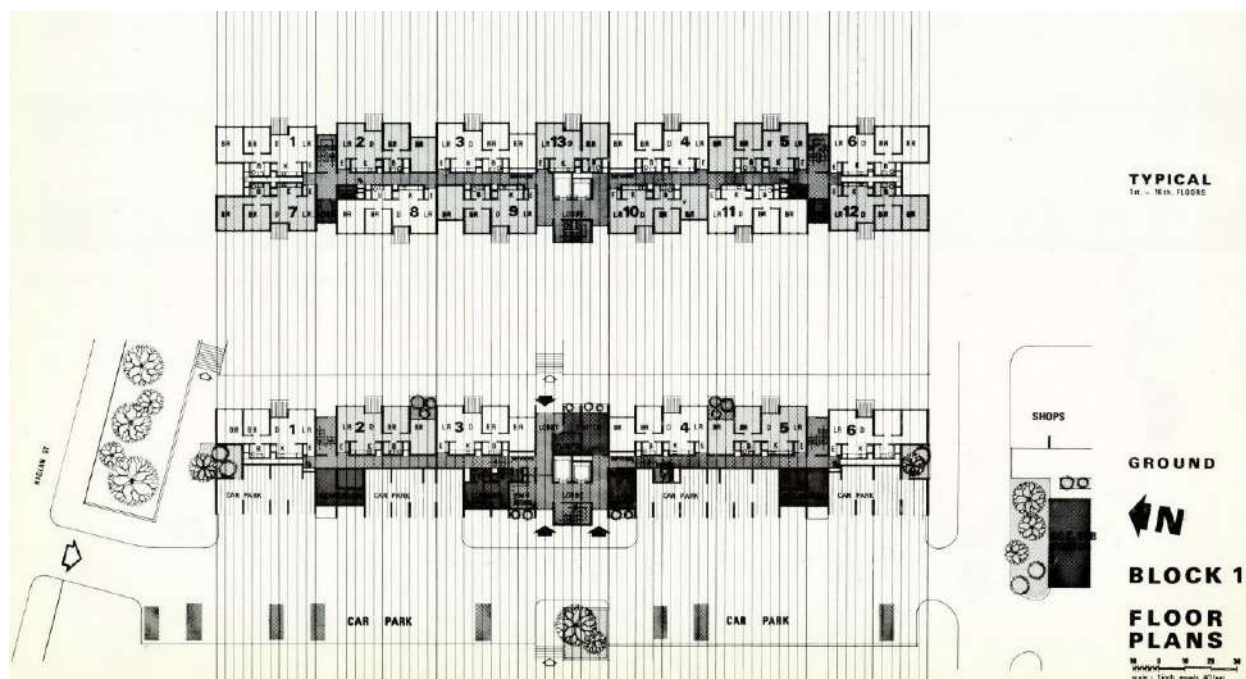
These buildings are approximately 45 metres high and comprise 17 storeys above ground level; this includes 16 identical floors of flats above the ground floor levels, which contain entrance lobbies and service areas including offices, switch rooms, garbage incinerator rooms and car-parking. They are approximately 84 metres long and 13 metres wide. Open landscaped areas around the buildings were incorporated into the design.

The flats themselves have corridor access from two centrally located lifts, and are also served by three flights of fire stairs, one in the lift lobby and one in each of the two wings of each building. Ceiling heights to the ground floor are approximately 3.6 metres, while the flats have ceiling heights of 2.4 metres. Modular planning was used in layout of the flats, in order to assist in

*'producing an orderly and efficient arrangement of flats which, combined with the concrete in-situ bearing wall construction, must make the structural design simple, construction quicker, and materially reduce the cost.'*¹⁸

Bathrooms, kitchens and other service rooms were placed against the corridor wall, so as to enable living and dining rooms, bedrooms and balconies to be positioned against external window walls. This also enabled all services to be placed in a service core and away from external walls. Where bathrooms or other service rooms were not required in the service core, the bedrooms were designed with a setback from the external wall to the corridor wall, in order to form a recess the width of the bedroom on the external wall. The purpose of these set-backs was to give a measured system of projections and recesses which, with the accent of the indented balconies, was intended to create 'a bold sculptured yet light mass', which was to be emphasised by the deeply troughed vertical treatment of the end walls.¹⁹

Figure 33 – Floor plan of the 17-storey high-rise buildings



Source: Stafford, Moor & Farrington, date unknown, *The Housing Commission of NSW: Flats Project at Waterloo*, prepared for the NSW Housing Commission.

¹⁸ Stafford, Moor & Farrington, date unknown, *The Housing Commission of NSW: Flats Project at Waterloo*, prepared for the NSW Housing Commission.

¹⁹ Stafford, Moor & Farrington, date unknown, *The Housing Commission of NSW: Flats Project at Waterloo*, prepared for the NSW Housing Commission.

The buildings generally contain 12 two-bedroom flats and one one-bedroom flat per level. Each level also contained two communal laundries, one in each wing. Within each bathroom, one bath, one basin, one low down suite and one electric bath-heater was installed, while within the kitchens an electric range, stainless steel sink and drainer with cupboards over and under bench were installed. Internal walls and ceilings are finished with cement render, and flooring of both corridors and flats was originally vinyl asbestos tiles.

Structurally, the buildings are of reinforced concrete in-situ load bearing construction, which was chosen on the basis of it being the most economical choice from both a planning and cost perspective. It was noted in the design brief prepared by the architects that this materiality was considered suitable for the apartments, in that they were considered 'unlikely to be altered or replanned in the future'. They also described this as a 'simple orthodox method of construction'. External walls are of pre-cast concrete slabs decorated with exposed quartz and river gravel.

As part of the construction of Banks and Cook from 1967 onwards, a group of five shops was also designed and located on the corner of George and Wellington Streets. The design included one larger shop and four smaller shops, separated by a pedestrian mall that opens out onto Wellington Street. The shops are steel framed with precast concrete wall panels, and feature flat roofs, aluminium framed shop windows and quarry tile pavement.

Figure 34 – Photographs of the four 17-storey buildings of the 'Endeavour Estate' (Urbis 2017)



Picture 38 – View of the Solander, facing south from Phillip Street



Picture 39 – View of the principal façade of the Solander building



Picture 40 – View of the lobby entrance of Solander



Picture 41 – View of the lift lobby of Solander



Picture 42 – View of Marton, facing west from the towers



Picture 43 – View of the principal façade of the Marton building



Picture 44 – The Banks and Cook buildings, facing southwest from the intersection of Raglan and Pitt Streets



Picture 45 – View of the principal façade of the Banks building

The Two 30-Storey Towers: Matavai and Turanga

Matavai and Turanga were constructed between 1973 and 1976, and comprise 30 storeys including a ground level and 29 floors of units. They were purpose-built for aged tenants, and have a maximum occupation capacity of 522 people. At approximately 97 meters tall, the towers were envisioned as a *'focal point in the housing estate and a South Sydney landmark'*.²⁰

The towers were christened "Matavai" after a harbour in Tahiti that Captain Cook visited on his first voyage in 1770 and "Turanga" after the Maori word for "landing place".

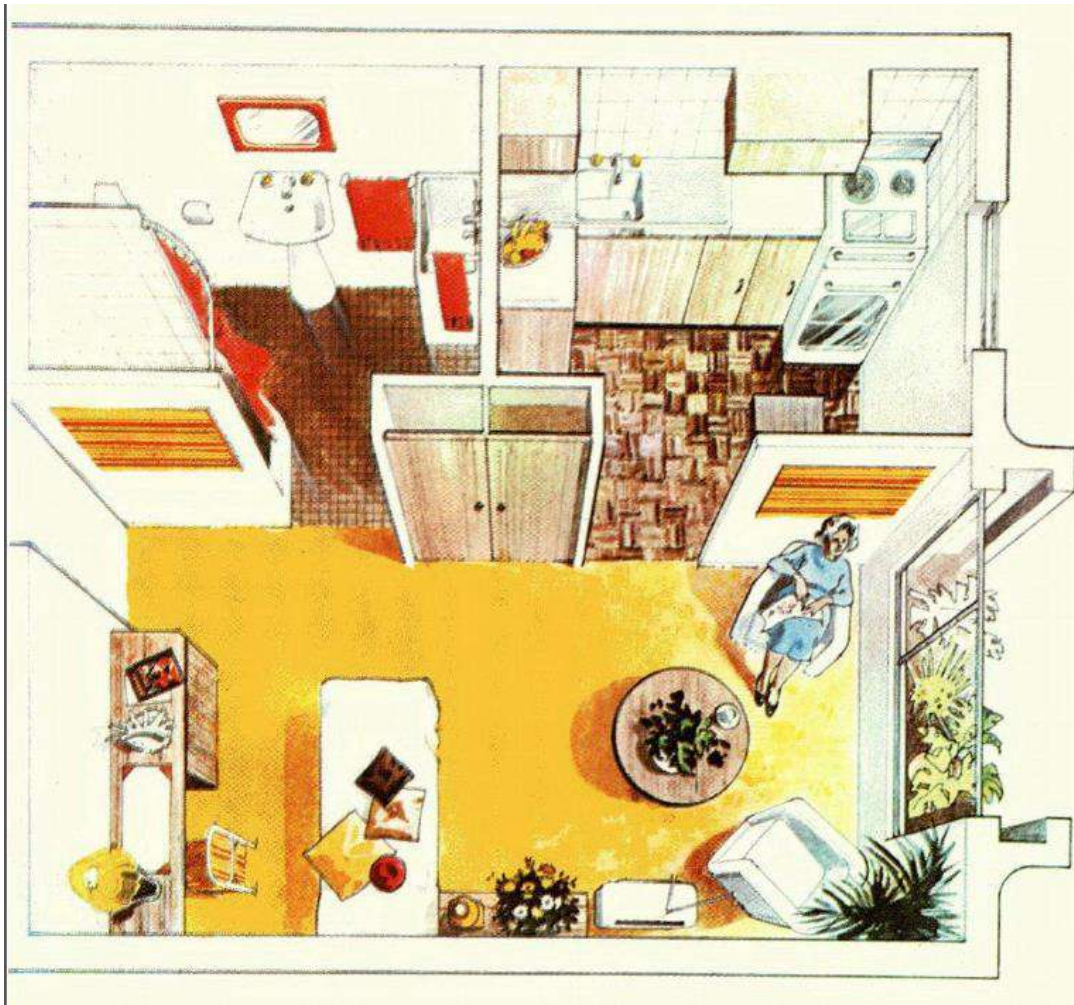
The buildings were designed by the architectural firm of Stafford, Moor & Farrington in the late 20th century international style. Brutalist influences are evident in Matavai and Turanga, in the manner in which concrete is utilised in the towers. The towers are supported by reinforced concrete pile and beam foundations, have reinforced in-situ load bearing concrete to the central core, roof and stairways, and are constructed of reinforced pre-cast concrete components (walls and floors) above the ground levels. The precast panels are finished externally in white quartz exposed aggregate flecked with ochre and light brown aggregate. The horizontal joints of the floor height panels are expressed by a fine joint. The vertical joints are disguised.

The towers are mainly cruciform in plan and symmetrical along one axis. The emphasis of the vertical wall planes achieved through the cruciform plan is further enhanced by a subtle modelling in the plan form so that the vertical planes step in and out with the vertically stacked repetitive windows. Some side walls of the projecting wings are blank allowing the adjacent side to have windows without privacy issues.

The "balcony" elements project from the facades in a subtle curved projection with a tapered cantilevered bay detail at first floor level. The balconies are not accessible but allow full height glazing to be recessed into a rounded square frame providing some a proposed planting area, shading and maintenance access. A minimalist elegant double handle rail provides a visual sense of security for the elderly residents.

²⁰ The Housing Commission of NSW, date unknown, "Sirius and Endeavour" Twin Towers – 30 Storey Units for Elderly People, p. 1.

Figure 35 – Floor plan of single units (studios) within Matavai and Turanga



Source: NSW Housing Commission

The proportioning of all the window openings has been carefully considered both in their placement in the planar facades and in their own subdivision into fixed and operable panes. A band of horizontal windows takes up the innermost recessed plane on each floor. All the fenestration is framed in substantial aluminium sections with more slender framing for the operable sashes. Vertical angled louvres are provided to the utility rooms on each floor.

The roof silhouette is highly planar with the lift and plant areas reading as a cube which extends the central square of the cruciform plan above each of the four “wings” of the building. There is an observation room on the 30th floor of Matavai that has glass walls to enable views of the Sydney Harbour, south coast and Blue Mountains.

The ground floors of the buildings comprise an entrance foyer, lift lobby, lifts, letterbox area, corridors and office, and a large furnished community room, as well as service rooms; the ceiling height at the ground floor level is three metres. A visual inspection of the ground floor community rooms demonstrates that much of the original decoration has been retained *in-situ*. Lifts were designed to have slow-operating doors suitable for aged tenants, and were sized to as to be able to accommodate stretchers. They also feature seating and padded rails.

Each floor of the buildings originally contained seven single and one double unit, arranged around a central service core of lifts and stairways. Single units were 311 square feet in size, while double units were 387 square feet in size. The single units (or studios) comprise a bed sitting-room, kitchen, and combined bathroom/laundry. The double units follow the same layout as the single units, but with a separate double bedroom. The ceiling height on these levels is 2.4 metres.

Each floor also has a drying room, originally furnished with both an electric warm-air tumble dryer and drying lines at graduated heights. The lifts open on to a communal area on each floor, and each communal area

has a designated 'theme' associated with Captain James Cook. These themes are reflected in each floor having been given a different name (rather than numbers), and in furnishings and decorations that reflect these names.

Such elements include murals, printed screens, enlarged photographs, tapestries, timber panelling to represent the inside of a ship, custom made furniture, statues, a totem pole and artefacts were all used. Though it appears that the majority of moveable items have been removed from the buildings, a large number of the original murals are present in varying conditions, as is much of the decorative fit-out and some furnishings. These themes continue into the open space associated with the towers, which are similarly decorated. As was the case with the four 17-storey buildings, maximum open space between the towers was allowed for the accent the 'landscaped, park environment'.²¹

Figure 36 – Photographs of the Matavai tower of the 'Endeavour Estate' (Urbis 2017)



Picture 46 – View of Matavai, facing east from Turanga



Picture 47 – Detail view of Matavai's southern façade

²¹ The Housing Commission of NSW, date unknown, "Sirius and Endeavour" Twin Towers – 30 Storey Units for Elderly People, p. 1.

REFERENTIAL INFILL DEVELOPMENT

Throughout the 1970s to 1990s, the NSW Housing Commission shifted focus away from high-density housing to the idea of 'urban renewal'. This was a direct consequence of the public opposition to high rise public housing and associated Green Bans that occurring in the 1970s.

As part of the wider 'urban renewal' program, the Commission instigated a comparatively restrained renewal program at established estates, which was based on renovating existing dwellings and introducing appropriate and sympathetic low-scale infill housing designed in a referential style, rather than wholesale demolition of older housing stock and replacement with medium and high density development. Examples of referential infill development are available at Woolloomooloo, Glebe, Daceyville and Redfern, as well as within the current SSP study area.

Within the current SSP study area, referential infill development is relatively limited, being present only in Cooper Street. These buildings are, as stated, of a design that references earlier and historic terrace housing typologies. No. 111 Cooper Street was constructed in 1990 and records suggest that it was sold to a private owner in 2009; it comprises two storey with a street-front garage, and is of rendered masonry construction.

No.'s 97-109 Cooper Street were acquired by the NSW Housing Commission between 1976 and 1987, with the current referential infill housing constructed some time after this acquisition. They dwellings appear to comprise a mixture of two and three storey adjoined terraces arranged in pairs with central access ways between. There is access to rear courtyards and parking facilities via Cooper Street to the northern elevation of the group. They are of face brick construction with timber cantilevered verandahs to the second floor, corrugated iron awnings to windows, and high, regular parapets.

Figure 37 – Aerial view of the referential infill development on Cooper Street



Source: Google Satellite Image; 2017

Figure 38 – 1980s referential infill development on Cooper Street (Urbis 2017)



Picture 48 – Referential infill development at 97-109 Cooper Street



Picture 49 – Referential infill development at 111 Cooper Street

PRIVATELY OWNED BUILDINGS AND/OR HERITAGE ITEMS LOCATED WITHIN THE SSP STUDY AREA

A number of privately owned buildings and/or locally listed heritage items are located within the SSP study area. These buildings comprise a mixture of development types, including:

- The locally heritage listed Duke of Wellington Hotel and associated contemporary residential development to the east, located at 291 George Street and 110 Wellington Street;
- The locally heritage listed electricity substation at 336 George Street;
- Contemporary residential development at 223-239 Cope Street/115-123 Cooper Street;
- Commercial warehouse buildings at 221-223 Cope Street and 116 Wellington Street;
- Locally heritage listed former childcare centre located at 225-227 Cope Street;
- Locally heritage listed rehabilitated terrace housing located at 229-231 Cope Street.

Photographs of these items are provided below.

Figure 39 – Privately owned buildings and/or locally heritage listed items located within the SSP study area (Urbis 2017)



Picture 50 – Privately owned commercial warehouse building at 116 Wellington Street



Picture 51 – Privately owned commercial warehouse building at 221-223 Cope Street



Picture 52 – Privately owned buildings (former childcare centre) which are also heritage listed, located at 225-227 Cope Street



Picture 53 – Rehabilitated terrace houses, which are also locally heritage listed, located at 229-231 Cope Street



Picture 54 – Privately owned land at 233 Cope Street



Picture 55 – Rear elevation of privately owned land at 233 Cope Street



Picture 56 – Privately owned and locally heritage listed sub-station fronting McEvoy Street (address being 336 George Street)



Picture 57 – Privately owned and locally heritage listed Duke of Wellington Hotel with associated contemporary residential development to the left of frame

Figure 41 - 1949 aerial, showing earlier street pattern. Streets removed and added since this time are indicated



Source: Six Maps; 1949 Aerial View; <https://maps.six.nsw.gov.au/>

Figure 42 – Typical streetscapes and general views within the Waterloo Estate (Urbis 2017)



Picture 58 – Facing north along Pitt Street from Kellick Street



Picture 59 – Facing west along Wellington Street



Picture 60 – Facing south from the Endeavour Estate towards Raglan Street



Picture 61 – Facing north along George Street from McEvoy Street, showing a pedestrianised section of road

PUBLIC ART

Within the study area there are several public art pieces, predominately located in proximity to buildings that form part of the Endeavour Estate (being the four 17-storey buildings and the two towers). Historical research suggests that these pieces were installed as part of the more contemporary redevelopment that occurred on the site from the 1970s onwards, or in association with specific, contemporary events.

These public art pieces are also subject to a separate *Arts and Culture Study and Plan* being prepared by Greg Stonehouse from Milne and Stonehouse with Sue Boaden, Cultural Planner. The following summary table has been provided directly by these authors. Select photographs have been provided below.

Table 5 – Summary of public art pieces within the study area

Name	Description	Location and Date	Comment
Anchor	An actual cast iron anchor from an old ship	Between Matavai and Turanga Towers Date unknown	The standing anchor is part of the maritime references of the nearby Towers
Matavai, named after Cook's berth in Tahiti and Turanga after the landing in New Zealand. Each tower integrates internal art and decoration	Cook's life and journey has been interpreted with each floor in the towers named after a significant place in his life and maritime journey	Each lobby and communal room is decorated with carpet, upholstery, wall hangings and art in reference to the name of the floor eg. Botany Bay on Floor 3 of the Turanga building Completed in 1976	A thoughtful stylised design integration of Cook's life as a thematic framework for the collective spaces in each tower. The designs consider materials, colour for floor, wall, ceiling and furniture.
TJ Hickey memorial sign with anticipated permanent memorial	A sign identifying the park as the 'TJ Hickey Memorial Park' is located under a tree	The rear of the Turanga Tower c. 2004	This area was initiated and named by the family and local community commemorating the death of TJ Hickey
The "Rock"	A large sandstone rock with the plaque commemorating the queen's opening of the towers in 1977	It stands between the two towers Matavai and Turanga Date unknown – post 1977	This monument refers to the role of the monarchy and is in good shape given its age.
Captain Cook Sundial and Plaque	Made by Sundials Australia, it commemorates the Bicentenary of Cook's landing in Botany Bay	Park in Raglan St 1970	The artwork was conceptually linked to the names of the buildings with their maritime exploration and early colonial references
Mural in disused basketball court Wellington Street	Three walls with a collage of graffiti with a portrait towards the corner. Street artists unknown as yet spray paint	Wellington St Date unknown - contemporary	While the basketball courts are no longer used, the mural has a strong graphic presence combining the portrait as a memorial with a graffiti collage

Name	Description	Location and Date	Comment
Cook Community Garden entrance mosaic	Community mosaic framing garden's entrance	Corner of Raglan and Pitt Street c. 1970s	A naïve artwork in good condition
Mosaic in Waterloo Park	The mosaic was made by residents and young people with lead artists Angela Yeend, Marily Cintra and Malcolm Cooke	Framing the playground on the Piitt Street boundary of the park Date unknown - contemporary	A considered artwork which wraps around the level slice of playground
Tree relief mural	Stylised tree shadows with a blue background and clusters of leaves by an unknown artist as yet	Main entrance of the Dobell building in Pitt Street Date unknown - contemporary	In good condition discreet work in shadow
Architectural façade	Architectural façade with accretion and a math formula by unknown designer	180 Cope Street Date unknown - contemporary	Contemporary façade on the edge of the precinct
Mural on Nussinov gallery	Dark hues with acrylic paint	56 Cope Street Date unknown - contemporary	Gallery façade in good condition done before the current tenure

Figure 43 – Select examples of public art pieces within the SSP study area



Picture 62 – The 'Rock', located between Matavai and Turanga and installed to commemorate the queen's opening of the towers in 1967



Picture 63 – The 'Anchor', located between Matavai and Turanga, which forms part of the overarching maritime motif also expressed by the two towers



Picture 64 – TJ Hickey memorial sign with anticipated permanent memorial (Source: <https://nsw.greens.org.au/sites/nsw.greens.org.au/files/TJ%20Hickey%20Park.jpg>)



Picture 65 – Captain Cook Sundial and Plaque (Source: <http://www.cityartsydney.com.au/artwork/captain-cook-sundial-and-plaque/>)

LANDSCAPING AND VEGETATION

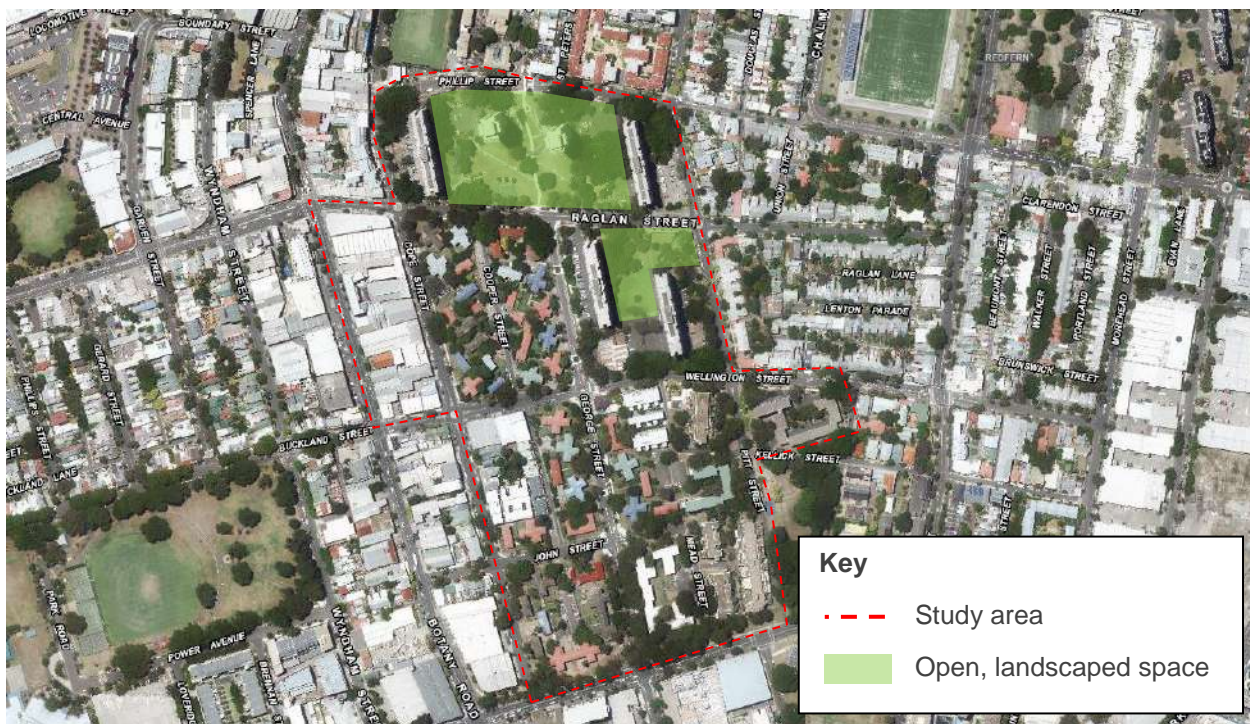
The entirety of the Waterloo Estate was initially cleared of vegetation as part of early subdivision and development in the last decades of the 19th century, and complete site clearance again occurred from the 1940s onwards to allow for 'slum clearance' activity and public housing development. Vegetation within the SSP study area is therefore not historic.

An assessment of vegetation within the SSP study area from an environmental and botanical perspective has been subject to separate studies including the *Waterloo Urban Forest Study* and *Waterloo Urban Forest -Tree Retention Values*, prepared by Arterra Design Pty Ltd. For further consideration and assessment of vegetation within the SSP study area, reference should therefore be made to the Arterra assessments.

With regards to landscaping, it is noted that areas of open, landscaped space are present in association with the Endeavour Estate, and within the north/north-eastern portion of the site. This open space was a deliberate design feature of the Endeavour Estate, and was intended to offset the high-density of the high-rise buildings and towers through the provision of appropriate amenity to the ground plane. This open space also emphasises the visual prominence of the larger-scale buildings within the study area, and enables the towers specifically to be viewed in-the-round.

This provision of open space in this context is a deliberate design feature that is reflective of the influences of Le Corbusier.

Figure 44 – Aerial view of open, landscaped areas within the SSP study area



Source: Six Maps, <https://maps.six.nsw.gov.au/>

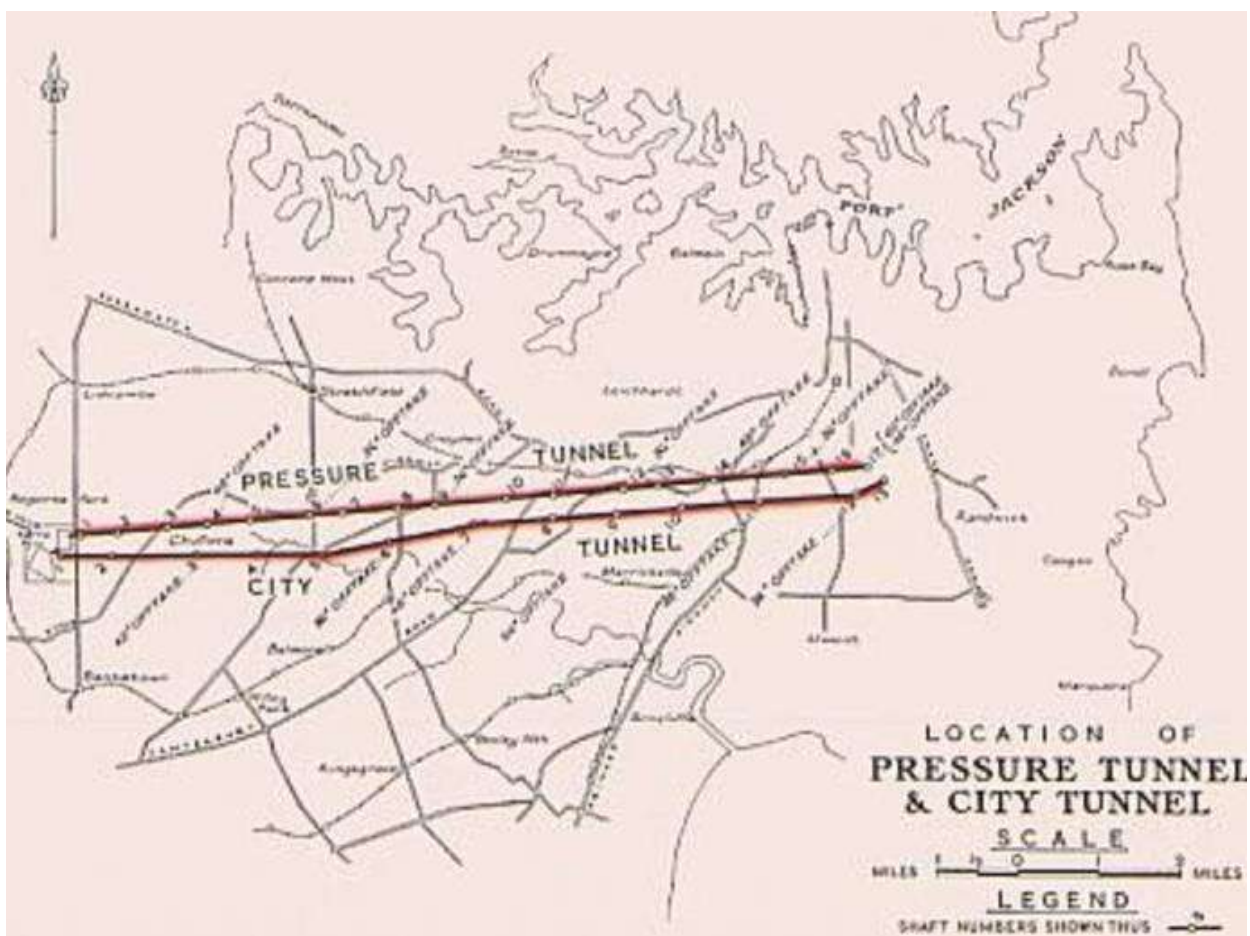
SERVICES

A known historical service, being The Potts Hill to Waterloo Pressure Tunnel and Shafts, are located within the SSP study area; the Pressure Tunnel extends east-west across the SSP study area in its southern portion, as shown in Figure 45, below. The Pressure Tunnel and Shafts are listed on the state heritage register (SHR) as an item of state heritage significance (SHR ID 01630), and are also listed on the Sydney Water s170 Heritage and Conservation Register.

Constructed between 1921 and 1935, and beginning at Potts Hill, the tunnel passes under the suburbs of Chullora, Bankstown, Enfield, Canterbury, Ashfield, Petersham, Marrickville, Erskineville, and Waterloo at a depth below ground level that varies between 15 and 67 metres beneath high ground at Ashfield. Its maximum grade is 1 in 100, and its minimum grade is 1 in 2000. Its total length is approximately 16 kilometres.

The pipes are lined with sand-cement mortar and the space between the liners and walls of the tunnel is filled with concrete to support the liner against deformation from internal pressures and as a protection against corrosion. Its delivery capacity can be increased by booster pumps at Potts Hill.

Figure 45 – Alignment of the state listed Pressure Tunnel and Shafts



Source: Office of Environment & Heritage Undated

<http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=5053868#ad-image-5>, Accessed August 2017

APPENDIX C BUILT HISTORICAL OVERVIEW – WATERLOO ESTATE

In 1821, it was combined with the neighbouring Lachlan Mill under the management of Hutchinson, Terry & Co. The new venture raised enough capital for the partnership to build a large warehouse in the city from which they could sell its produce.²²

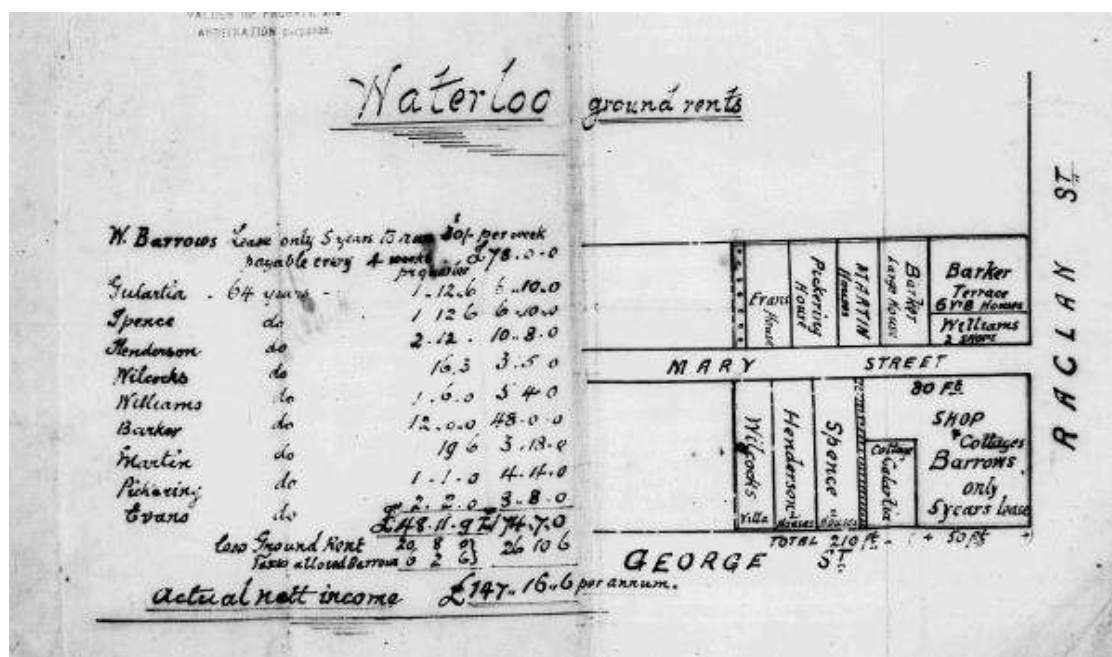
In 1825 Hutchinson sold his Waterloo Estate to Daniel Cooper and Solomon Levey, including the watermill. After Levey died in 1833 the entire estate passed to Cooper. The Cooper family retained complete ownership of the estate into the 1890s. While there was some early subdivision activity in the northern portion of the estate in the mid-1850s, prompted by the construction of the Sydney to Parramatta railway, and some ribbon development along Botany Road (including the Sportsman's Arms Inn on the corner of Ragland Street and Botany Road by c. 1860), much of the remainder of the estate remained undeveloped until the 1880s.

In 1864 one reporter described Botany Road as "perhaps the most villainous piece of highway within a day's ride of the capital", while Waterloo was "an unpicturesque collection of the smallest class of houses—a town in its babyhood".²³ The ownership by the Cooper family coupled with the relative isolation of the estate, with Botany Road being the only road passing through it, and the fact that most of the land was a mix of sand hills and swamp restricted any large-scale development or subdivision taking place.

Nineteenth Century Suburbanisation and Twentieth Century Decline

In 1858 the colonial government passed the Municipalities Act allowing for the formation of local councils. To form a council, at least fifty households in one area were required to sign a petition in favour of the proposal, with fewer objectors. In early 1859 the first attempt to incorporate the combined Redfern and Waterloo Estate was defeated with 160 signatures for but a counter petition of 494 residents against. A second attempt attracted 600 supporting residents and the Redfern Municipality was proclaimed in August 1859. The boundaries extended across the entire suburb of Redfern and as far as the Waterloo Dam, just south of McEvoy Street.

Figure 47 - Plan of allotments and the rents charged in Waterloo, c1890. Mary Street was closed and removed as part of the twentieth century Housing Commission developments



Source: State Library New South Wales; Waterloo Subdivision Plans

Although the proprietor of the Waterloo Mills, Thomas Hayes, was duly elected as the first chairman, the process had been fraught with allegations of electoral fraud and fears that Waterloo would be overlooked by its more developed neighbours in Redfern. Agitation to secede quickly took hold and in May 1860 the new

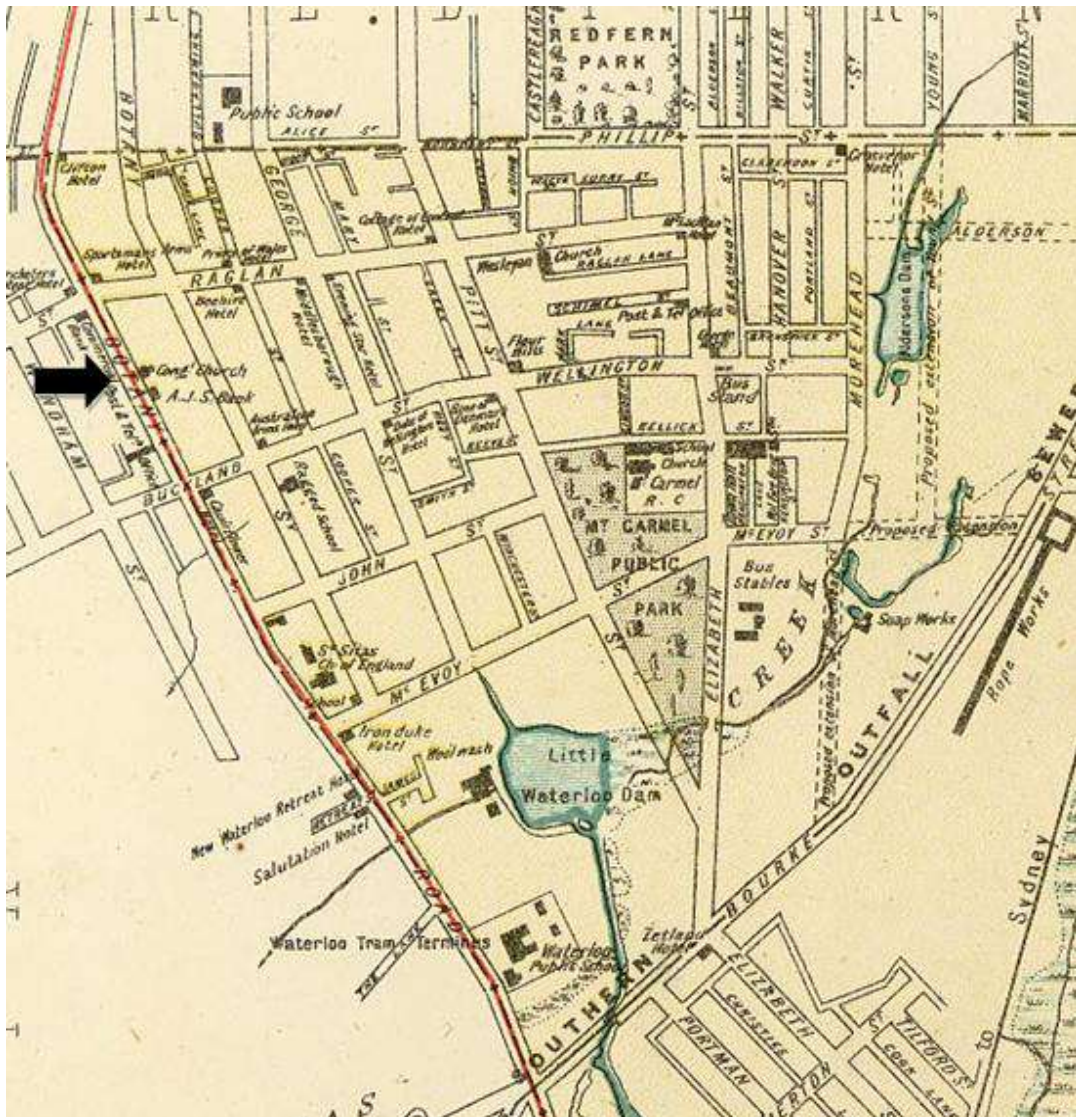
²² Annable, R. & K. Cable, *South Sydney Heritage Study Historical Material*, prepared in conjunction with Tropman & Tropman for South Sydney City Council, November 1995, p. 221.

²³ *Sydney Morning Herald*, 5 August 1864, p. 8.

Waterloo Municipality, with 1500 residents was proclaimed.²⁴ The first meetings were held in a building on Botany Road south of Buckland Street, before removing to a room attached to a bakery on the corner of Wellington Street and Botany Road on the site of the Cauliflower Hotel and then eventually to a new town hall in Elizabeth Street in 1887.

The establishment of a council with its ability to collect rates and improve the general infrastructure of the suburb, encouraged the subdivision of the Waterloo Estate by the Cooper family. Although much of the land was offered as leasehold, from the second half of the 1880s and into the 1890s, substantial portions of the estate were freed up. Many of the subdivisions were being managed by Building and Land Investment companies, offering land with minimum deposits and interest loans.

Figure 48 - Detail of a plan of Waterloo, Parish of Alexandria in 1890 showing the hotels, churches and schools then in Waterloo. The Waterloo Congregational Church on Botany Road, inside the area for the Metro is shown between Raglan and Buckland Street. Notice that south of McEvoy Street the area is less developed, with dams and swamps still dominating the suburb



Source: City of Sydney Archives; Atlas of the Suburbs of Sydney, <https://dictionaryofsydney.org/media/3938>, Accessed August 2017

The blocks were offered to working men as an opportunity to build their own home and escape the developing slums of areas closer to the city. Although that was the sales pitch, the reality was that the majority of the suburb was in fact tenanted, with Waterloo being one of the cheapest suburbs to rent in the southern reaches of the city.

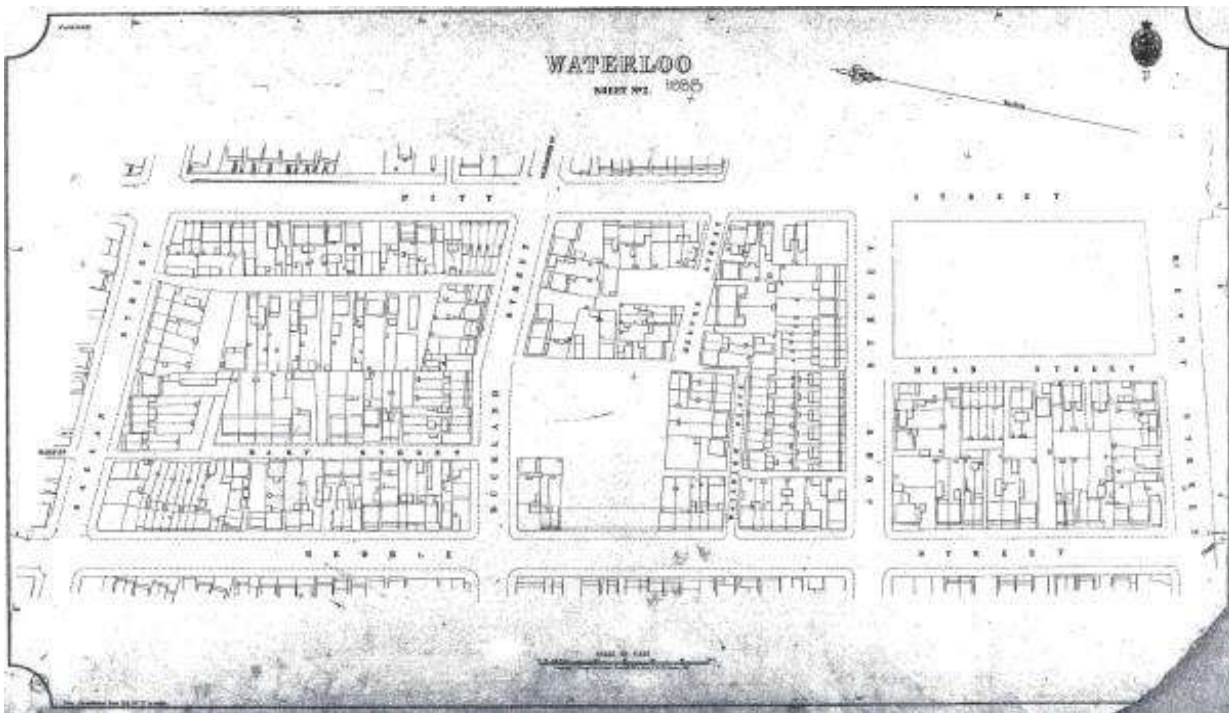
²⁴ Waterloo 1860-1920 Jubilee, Waterloo Municipal Council, p.14

By 1890 most of the block bounded by McEvoy Street, Pitt Street, Raglan Street and Botany Street (now Cope Street) had been developed. Some empty blocks remained in Buckland Street and a block between McEvoy, Pitt, John and Mead Streets. The blocks fronting Botany Road, now proposed as part of the Waterloo Metro station area was also fully occupied by this time, with a cable tram running along the road as well. The development of Waterloo was reflected in the population which had risen from 1,222 in 1861 to 5,762 in 1881, to 8,701 by 1891, living in approximately 1,700 houses.²⁵

Plans of the area show terraces and free standing cottages across what is now the Waterloo Urban Renewal site and Waterloo Metro site, most with outbuildings and backyard toilets. Stables were scattered throughout the area, with three large stable complexes between Cooper and Botany (Cope) Streets. A Primitive Methodist Church and School had been built on the corner of Raglan and Botany Street (now George Street), while the Waterloo Ragged School for the poor opened in 1886 in Botany Street (Cope Street). Fronting Botany Road between Raglan and Buckland Street (now Wellington Street) was the Congregational Church which is still standing.

A number of hotels were also operating in the suburb, including the Prince of Wales, Old Beehive Hotel, Middleborough, Evening Star and the Cottage of England Hotels all in Raglan Street on the corners of Cooper, George and Pitt Streets respectively. The Australian Hotel stood on the corner of Botany Street (Cope Street) and Buckland Street (Wellington Street), the Duke of Wellington was on the corner of George and Buckland (Wellington) Streets, the Duke of Denmark on the corner of Buckland (Wellington) and Pitt Streets and the Cheerful Home Hotel on the corner of George and John Streets. Of these only the Duke of Wellington Hotel, opened c1883, survives.²⁶

Figure 49 - Metropolitan Detail Series–Waterloo Sheet No.2, 1888. This plan shows the central block of the Waterloo urban renewal site bounded by George, Raglan, Pitt and McEvoy Streets. The northern end of the area is intensely developed with a mix of terrace and cottage development, while large areas of open space remain in the southern portion. A series of dead ends, blind streets and small back lanes are evident across the area



Source: State Library New South Wales; File Number FL4377348.

²⁵ Annable, R. & K. Cable, *South Sydney Heritage Study Historical Material*, prepared in conjunction with Tropman & Tropman for South Sydney City Council, November 1995, p. 135.

²⁶ Sands Sydney and Suburban Directory, 1880-1895.

Figure 50 - Metropolitan Detail Series: Waterloo Sheet No.8, 1895. This portion shows the development on the western side of George Street, including Botany Street (now Cope Street) and Botany Road between Wellington and Raglan Street, including the proposed Waterloo Metro site. Note the Congregational Church fronting Botany Road, which remains on standing



Source: State Library New South Wales; File Number FL4377352

With the turn of the twentieth century, Waterloo was firmly established as a working class suburb, with various industries nearby employing most of the working residents. The speculative building that had boomed through the 1880s and 1890s had filled in most of the open space, but the quality of the housing remained variable.

Many of the small cottages and early terraces were without running water in the kitchens, most had backyard toilets with nightsoil collection still prevalent and disease was a major concern. Rubbish and rats were recognised as particular concerns after the outbreak of the bubonic plague in Sydney in 1900. Redfern and

Waterloo recorded 37 cases with 11 deaths during the outbreak, representing the second largest concentration outside of the city wharf area.²⁷

Inspections of houses in Waterloo as part of the plague clean-up revealed poorly maintained and structurally unsound dwellings with leaking roofs, poor ventilation, bad drainage, inadequate sanitation, water and sewerage connections.²⁸ As with many other parts of the city at the time, the authorities labelled these parts of Sydney as slums, a label that once attributed was difficult to remove. Newly appointed City Commissioners labelled Waterloo and other surrounding suburbs as slums as early as 1928, and began to openly discuss widespread demolitions and renewal projects for the district.²⁹

The reputation as a slum was enforced, as a recession in the mid-1920s was followed by the Great Depression from 1929 and unemployment rates in Waterloo began to rise sharply as the industries in the area 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 the potential wage earners actually making either no wage or less than the basic wage.

Evictions of families from rental properties became common place in the late 1920s and grew through the 1930s. Ironically, the measures enforced by the NSW Government to try to prevent widespread evictions, through a series of fair rent bills and tenant protection legislation, discouraged landlords on spending much on properties where they could not evict tenants nor could they raise the rents. A slow decline in the quality and upkeep of many rental premises was the result and this continued through to the 1950 reinforcing the idea of the area as a slum.

BUILT HISTORICAL OVERVIEW – WATERLOO ESTATE

NSW Housing Commission: First Waterloo Projects, 1941-1961

In 1941 the New South Wales Government had established a Housing Commission in response to the need for adequate housing at a reasonable cost for the working people of NSW. Although during World War II it was focused on the provision of housing for munitions and other war workers, by 1945 with the war coming to an end, the Commission began to plan for new housing developments to replace those areas that had been labelled as slums in Sydney as well as encouraging local Councils to facilitate land subdivision and development.

With the 1947 State election fought over housing affordability and availability, the Labor Premier James McGirr promised to build over 90,000 new homes within three years. The Housing Commission began planning and developing new suburban subdivisions, with one of the first being completed at Bexley in Sydney's south. These new suburban developments gave the planners at the Commission the opportunity to put into practise the ideals of the neighbourhood reform movement of the 1930s, including large open spaces and parks, new school and community facilities and local shopping centres.³⁰

As well as new suburbs, the NSW Government was keen to get on with the job of 'slum clearance' and to use the Housing Commission to rejuvenate the inner city. Redfern, Waterloo, Surry Hills and Glebe were selected as the first suburbs to be redeveloped in 1947, with the Housing Minister Clive Evatt signing resumption orders in September for houses in the block of Walker, Cooper, Young and Phillip Streets, Redfern. Initially, 37 houses were resumed and demolished, leaving some residents shocked and upset at the disruption and need to move. The Housing Commission saw their mission as replacing the "social evil of slums with modern housing estates".³¹

In late 1948 the first block within the Waterloo Urban Renewal area was selected and the Housing Commission notified Sydney Council of their intention to erect three blocks of flats on the block bounded by George, Raglan and Cooper Streets.³² Each new block would be three storeys high with a total of 20 two bedroom flats and four one bedroom flats spread across the three blocks. Open space, flower boxes and landscaping was included in the plan, as well as communal laundry drying areas. Although work on the

²⁷ Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 126-127. The area of Glebe-Balmmain-Annandale-Leichhardt recorded 39 cases in the same period.

²⁸ Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 194.

²⁹ *The Australian Worker*, 15 February 1928, p.9.

³⁰ Spearrit, P, *Sydney Since the Twenties*, Hale and Iremonger, Sydney, 1978, p.100.

³¹ NSW Housing Commission Annual Report for Year Ending 30 June 1952, p.7.

³² Waterloo Housing Project, 3872/49, City of Sydney Archives.

Figure 51 - 1948 plan of the first block in Waterloo to be selected for slum clearance and flat development in Waterloo. These three blocks were completed by 1951/52



Figure 52 - The completed Blocks 1 and 3 on the corner of Raglan and Cooper Streets, Waterloo in 1961. Note the houses and sheds fronting Cooper Street in the distance that are yet to be demolished



Source: City of Sydney Archives; 19 July 1961; File 032/032693

Despite the budget cuts, the first eighteen flats were completed in Waterloo by the end of 1951 with the first tenancy agreements being settled for Block 1 fronting Raglan Street in December, and those for Blocks 2 and 3 settled by November 1952.³³ By the end of 1952 another six flats were under construction. Most of the work was being undertaken on vacant land however eight old buildings had also been demolished.³⁴ With the development proposed, the newly formed South Sydney Council, which now included Waterloo and Redfern in its municipality, began negotiations with the Housing Commission for the dedication of a small park and unsupervised children's playground on the block of land fronting Pitt, Raglan and Green Streets which was then vacant. The Council agreed to rent the block for £145 per annum from 1955 and the playground was opened in May 1957.³⁵

Although the three blocks on Raglan Street were completed within the first years of the scheme, for the remainder of the 1950s very little work was undertaken in Waterloo as the Commission's focus turned to Surry Hills and Redfern. In Surry Hills, slum neighbourhoods around Devonshire Street were demolished and replaced with a series of three storey walk-up flats built in the mid-1950s, which were in turn joined by the 14-storey John Northcott Place with 428 flats, which opened in 1961 and was visited by Queen Elizabeth in 1963.

John Northcott Place was the largest multi-storey housing development that had been built by the Housing Commission up to that time. Although the new flats were lauded as an answer to Sydney's slums, some residents were less enthusiastic about their relocation to other Sydney suburbs and the breaking up of the old neighbourhoods. The influx of new residents, drawn by ballot from all over Sydney, created new issues for the area with a lack of the support structures that had existed in the earlier community.

³³ Waterloo Housing Scheme, Rates, 6989/15, City of Sydney Archives.

³⁴ NSW Housing Commission Annual Report for Year Ending 30 June 1952, p.8.

³⁵ Land-Pitt St, Raglan St & Green St, Waterloo, Suggested lease for park or playground purposes, 1650/53 City of Sydney Archives.

Figure 53 - 1949 aerial photograph of Waterloo showing the entire Waterloo Urban Renewal area. The demolitions for the first Housing Commission development in Raglan Street are shown as is the empty block designated as a public park in 1957



Source: City of Sydney Archives; Aerial Photographic Survey, 1949, Map 92

Figure 54 - Detail of a 1950-52 planning scheme map for the Waterloo area, including the proposed Waterloo Metro site on Botany Road. Two of the three Housing Commission blocks on the corner of Raglan, George and Cooper Streets are shown completed. Note also the vacant land on the corner of Pitt and Raglan Streets that the Council was negotiating for use as a park. Most of the remainder of the Waterloo urban renewal area remains as a mix of terrace, cottage house and small scale industrial development



Source: City of Sydney Archives; Civic Survey, 1938-1950, Map 24

Waterloo Development: 1961-1970

While the high rise in Surry Hills was being finalised, work started once more in Waterloo. In 1960, resumptions and demolitions restarted with building operations expected to begin in 1962. The block bounded by Pitt, Wellington, Botany and Raglan Streets was the next to be resumed with a total of 114 flats planned for the site in two projects. By June 1962, 36 flats had been completed and another 85 planned. Across NSW, there were a total of 1331 flats under construction by the Commission during the same period.

The Housing Commission, although having the authority to develop the land in question, were in constant negotiation with the City of Sydney Council, which had once again taken control of the area in 1949, especially regarding development approvals and heights, as all of the Waterloo area was within the Council's proclaimed Residential District No.3, which prohibited the construction of flats and high rise. In 1963, the Council negotiated with the Housing Commission and lobbied the Minister for Local Government to amend the regulations to allow for flat development.³⁶

³⁶ Proposed erection of residential flats, Wellington St, George St, John St & Botany St, 4619/63, City of Sydney Archives.

In June 1963 the 1000th Special Aged Unit was completed by the Housing Commission. This program had started in 1957 as a way of providing housing for older residents across the state and was one of the Commissions main building initiatives. The unit happened to be in Waterloo, in Cooper Street, and was opened by the acting premier the Hon. J.B. Renshaw on 19 June. By the end of 1963, seven more aged units and another 114 flats had been completed in Waterloo, taking the total to 393 flats altogether. Most of these were built as a mix of low-rise three storey and one storey flats in the blocks bounded by Wellington, George, John and Botany Streets (now Cope Street) and Wellington, Botany, Cooper and Raglan Streets (see Figure 55 to

Figure 58).

In 1966 the Commission also announced their plans for the next set of high rise towers after those in Surry Hills and Redfern. The initial proposal was for two 17-storey towers providing a total of 426 flats and five shops, with playgrounds, car parking and landscaping included. While planning was ongoing, construction continued on the smaller three storey walk up flats, with, 56 more flats called Madden Place completed in Pitt and Reeve Streets in 1966.³⁷

In 1967 the first stage of the high-rise proposal was begun, with a 17 storey development started on the block bounded by Raglan, Pitt, Botany (Cope) and Phillip Streets. This first tower, known as Block 3 was to include 214 flats with three similar blocks to follow. Each proposed block was to be 17 stories, with different configurations internally mixing one and two bedroom flats for a total of 628 residences.³⁸ By the end of 1969 the second block was also under construction.

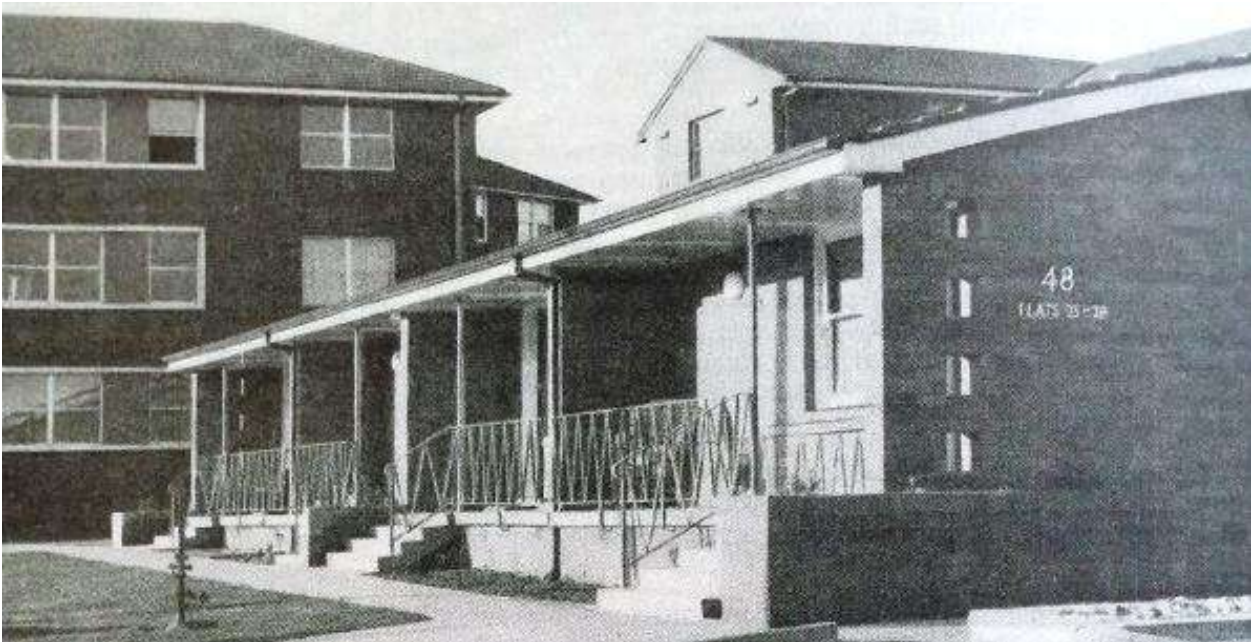
As part of this project, Phillip Street was extended west from its junction with George Street to join a small lane called Byrnes Lane that ran between Botany Street and Cooper Street by the South Sydney Council (the council boundaries had changed again in 1968). Phillip Street acted as the boundary between Redfern and Waterloo, but was in reality a narrow laneway for most of its length. With the development that was already underway and the proposed development to come, Council was concerned about traffic flow and access.

The extension of Phillip Street and its widening along its whole length was one solution to this problem. The work on the roadway was undertaken as part of the demolition of properties for the tower development. While the work was underway on the towers, the flats known as “Camellia Grove” to the east of the main development site and bounded by Wellington, Gibson and Kellick Streets were completed adding another 65 family units.

³⁷ NSW Housing Commission Annual Report for Year Ending 30 June 1967, p 27.

³⁸ Housing Commission Project #3066 Waterloo, 057-1-69, City of Sydney Archives.

Figure 55 - The 1000th Aged Care Unit completed by the Housing Commission in Cooper Street. This was opened by the acting Premier in June 1963 as an example of the slum clearance work being done by the Housing Commission. The units in the background were completed in 1962



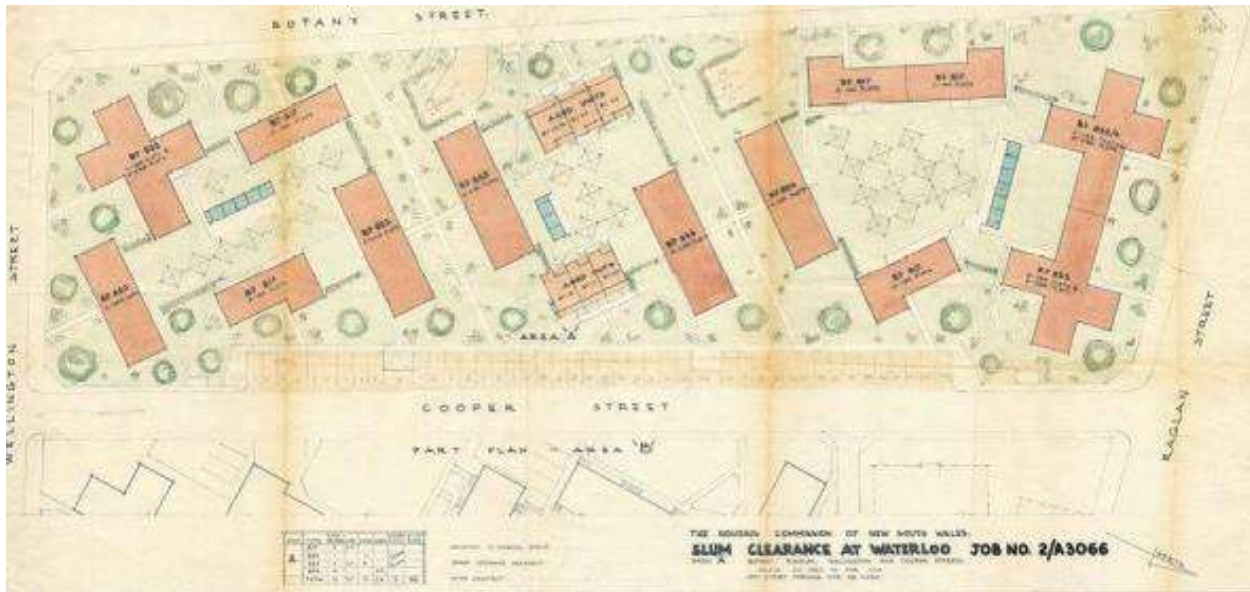
Source: *Housing Commission Annual Report 1962/63*

Figure 56 - Madden Place in Pitt Street, with 56 flats completed in 1966



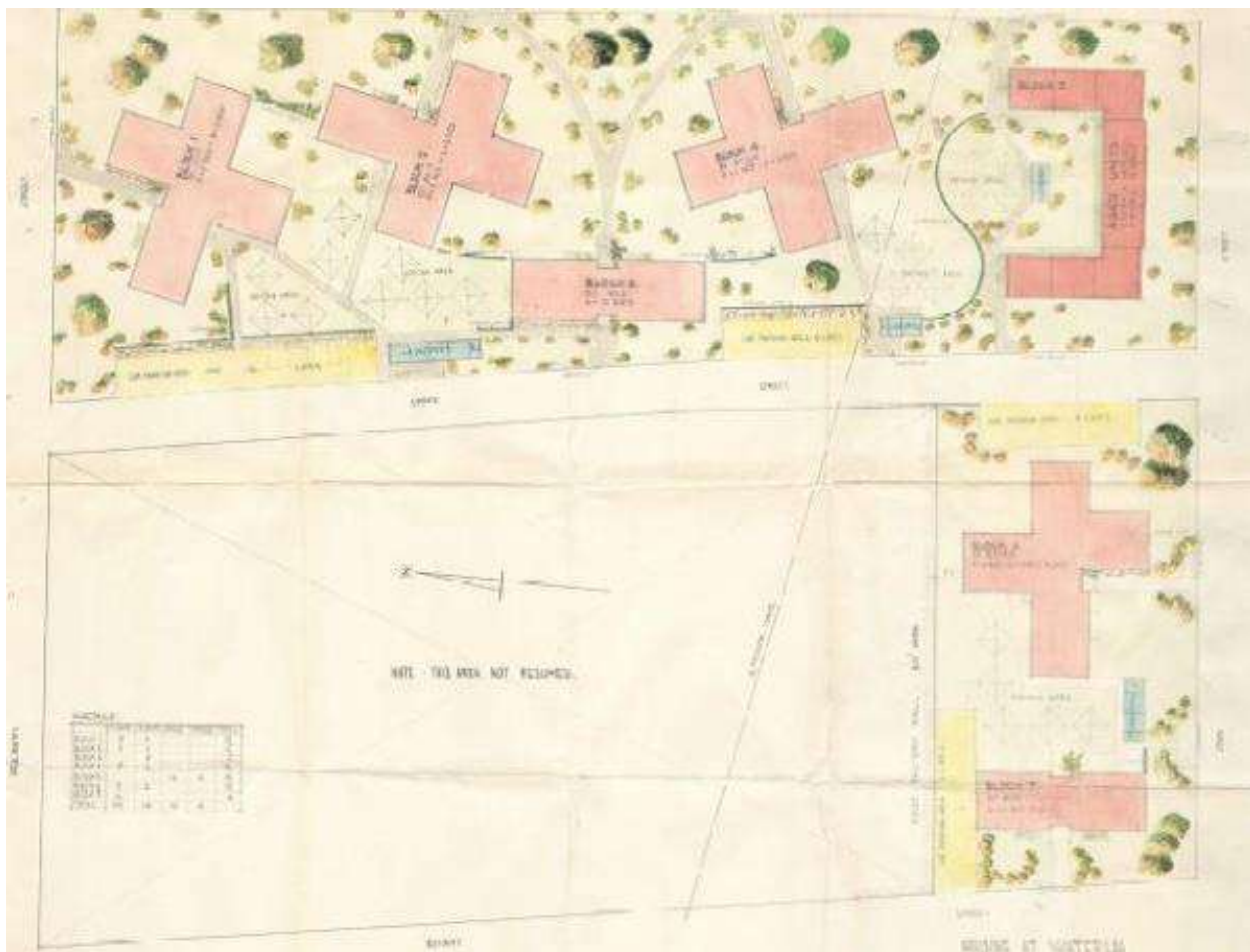
Source: *Housing Commission Annual report 1966/67*

Figure 57 - Slum clearance at Waterloo with proposed new block in Botany (Cope), Wellington, Cooper and Raglan Streets built between 1962-1964



Source: City of Sydney Archives 3503/61

Figure 58 - A total of 78 units across seven blocks between John, George, Wellington and Cooper Streets. Note the area of land fronting Botany Street (now Cope Street) that had not been resumed. Approximately half of this area remains in private ownership and has not been developed by the Housing Commission



Source: City of Sydney Archives 4619/63

The Endeavour Project: 1970-1978

In December 1970, the Housing Commission informed the South Sydney Council that it was altering its plan for the four towers in Phillip Street. Instead of four towers of 17 stories each, the new plan was to complete the two already underway in Pitt Street and to redesign the Phillip Street proposal to include two 17 storey towers and two 30 storey towers instead.

The new design was in response to the Commission's growing need to house elderly residents and the difficulty in acquiring the land to build more low-rise flats. The Commission argued that the taller, slender towers would be architecturally more attractive, would allow more open space and would satisfy needs of its aged residents. The Commission had consulted with aged care groups, hospitals and international bodies as part of the decision to build the towers. The towers were also able to decrease the numbers of elderly residents who would need to be relocated away from the Waterloo neighbourhoods where they already lived.

This was in part an acknowledgement of the disruption that the relocations for John Northcott Place had caused in Surry Hills. The towers would be built solely for elderly residents, however only those with no fear of heights would be accommodated. No pressure was to be applied to any who did not wish to live in the high-rise towers, and those who did would be instructed in the use of lifts and communal features.³⁹

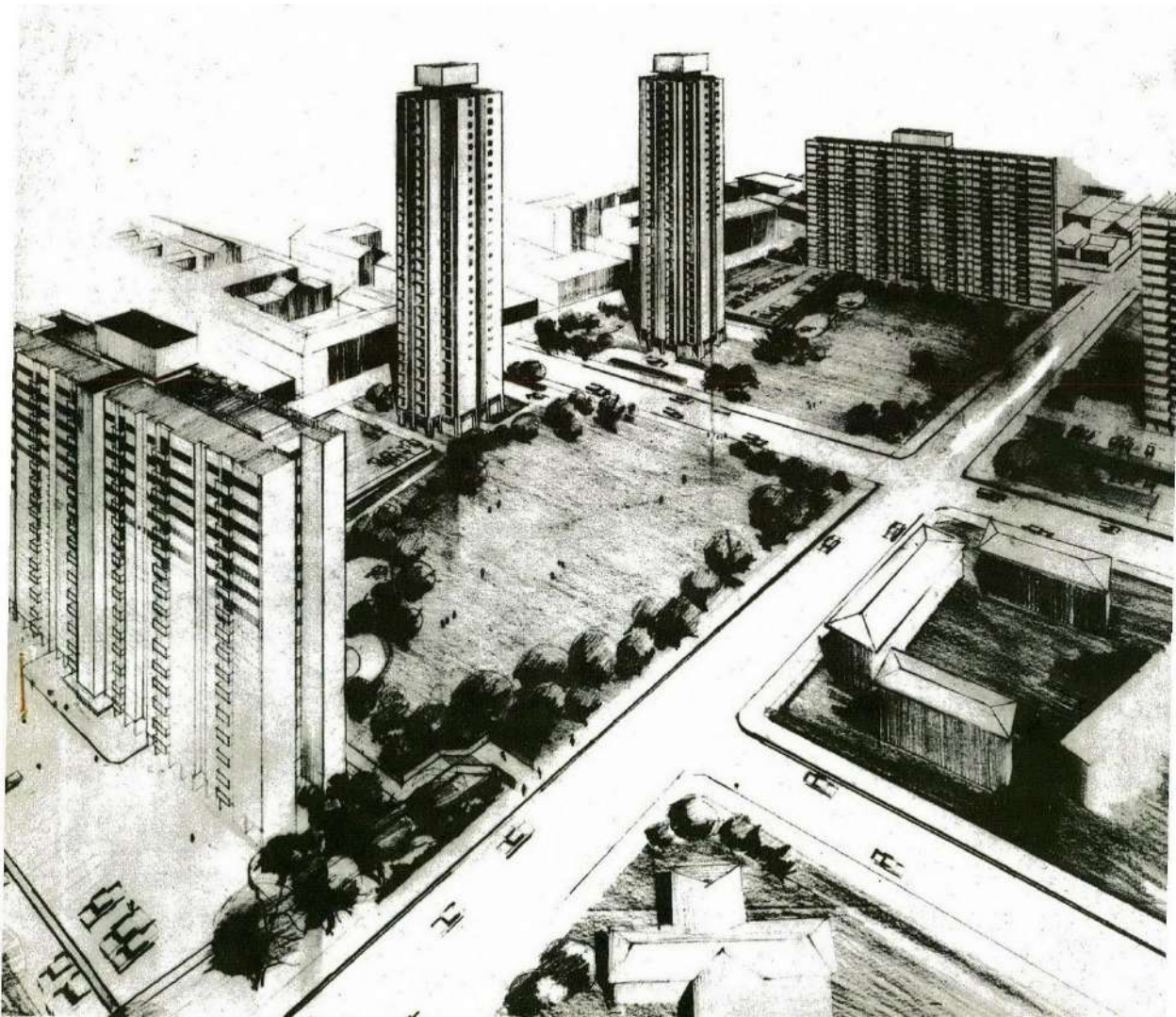
This altered scheme was christened the Endeavour Project, as 1970 was the bicentennial of the arrival of Captain Cook at Botany Bay. In this theme, the two 17 storey towers nearing completion were named James Cook (fronting Pitt Street) and Joseph Banks (fronting George Street). These two smaller towers included laundry facilities on each floor, hot water throughout, five shops and landscaped playgrounds and gardens. One was initially set aside to house defence personnel.

In regards the taller 30 storey towers, South Sydney Council raised a number of concerns most significant being just how many of the 200-220 new units for elderly residents proposed in the two towers would be allocated to actual elderly residents currently living in Waterloo. Council wanted the Commission to guarantee at least 80% would be for local residents, a figure that the Commission could not agree to as their backlog of elderly residents waiting for new accommodation included 1,528 people living across the South Sydney, Sydney, Leichhardt, Woollahra and Marrickville Council areas.

While South Sydney Council took local to mean Waterloo residents, the Commission understood local to be inner city residents more broadly. Although South Sydney Council planners recommended the proposal be approved, they insisted on the condition that 80% of locals from the Waterloo area would be housed, as well as the provision of a community centre, a clinic and medical consulting rooms.

³⁹ Housing Commission Project #3066 Waterloo, 057-1-69, City of Sydney Archives.

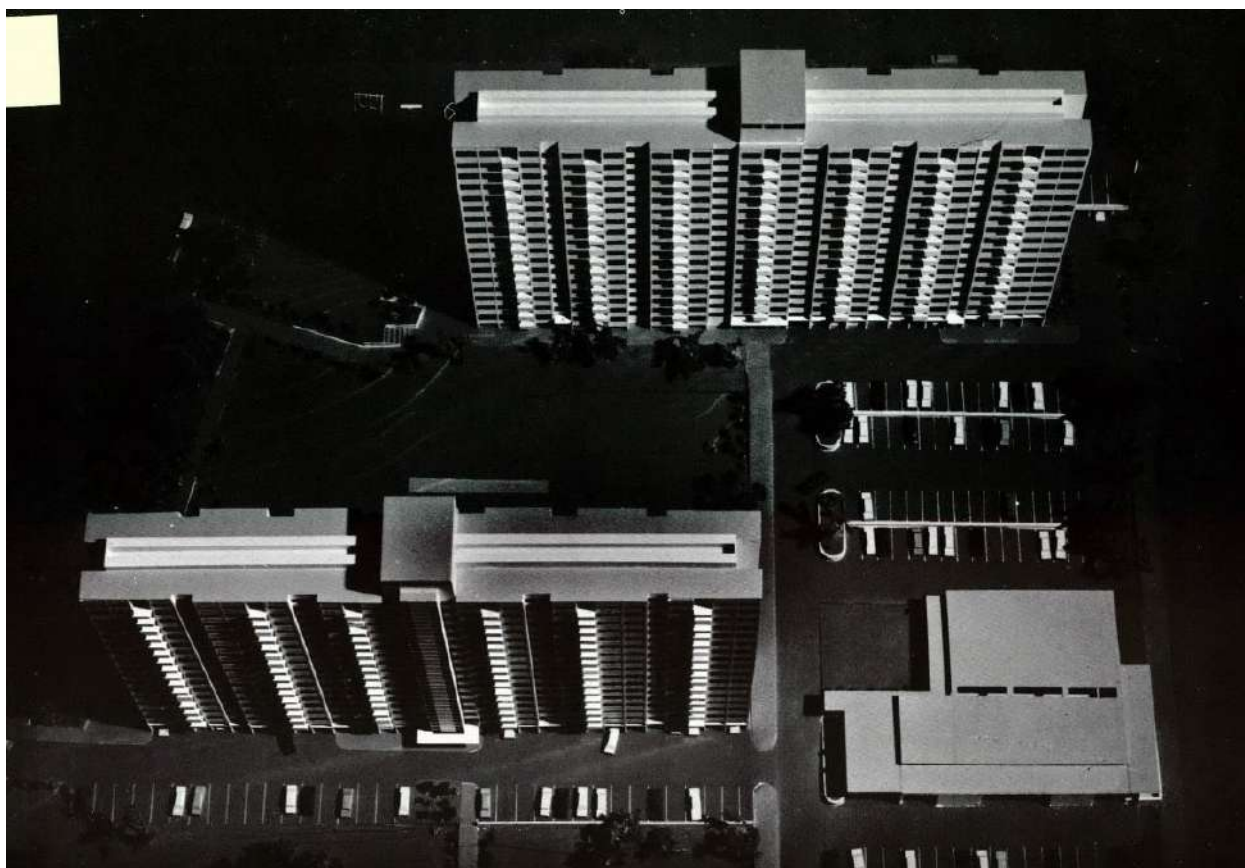
Figure 59 - A concept design showing the Phillip Street Endeavour Project, with the two smaller 17 storey towers at either end and the 30 storey towers fronting Phillip Street. The design allowed for increased open space around the development



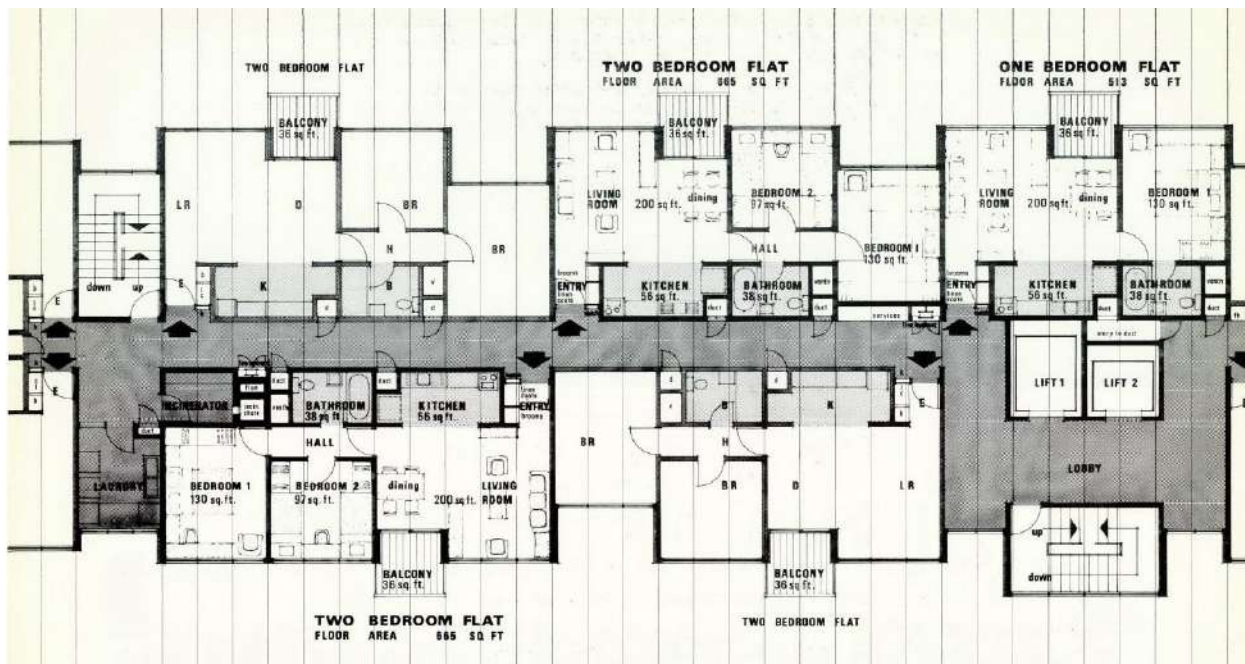
Source: Housing Commission NSW, Annual Report 1970/71)

With no way of being able to guarantee the proportion of locals to be housed, the Commission instead approached the Minister for Local Government, who in turn suspended the provisions of the Council planning scheme that were delaying the project and made an Interim Development Order on the site, allowing for the towers to be built without further Council consent. However, before work on the towers could commence however, the South Sydney Resident Action group had been formed. The Action group was in response to a Housing Area Notification that had been made by the Minister for Housing on areas in the eastern portion of Waterloo around Moorehead, Walker, Pitt, Wellington and Elizabeth Streets, between the Commissions Waterloo and Redfern developments.

Figure 60 – Images prepared prior to the construction of the four 17-storey high rise buildings (Source: Stafford, Moor & Farrington, date unknown, *The Housing Commission of NSW: Flats Project at Waterloo*, prepared for the NSW Housing Commission)



Picture 66 – Models of Cook and Banks, prior to construction. The current shopping centre located at the corner of George and Wellington Streets is also shown



Picture 67 – Typical floor plan layout within the 17-storey high-rise buildings

In this part of the suburb, no sale, improvement or repair of any houses still in private ownership could take place. Although this had been put in place to allow the Commission to finalise plans, the residents, many of who were owner-occupiers, were alarmed at the freeze, the possible demolitions, potential compensation and rehousing. The residents began to publish a local newsletter, the *Waterloo Battlecry* to keep locals informed, they picketed the houses being targeted, lobbied the Council and finally turned to the Builders Labours Federation (BLF) who placed a temporary Green Ban on development in the South Sydney area in February 1973.⁴⁰

In July 1973 the Housing Commission made its plans public for the Notification Area, with two alternate schemes announced being either two or four 30 storey tower blocks with medium density walk-up flats taking the remainder of the now expanded 32 acre site. In the same month the BLF lifted its temporary ban on the two tower developments for aged residents in Phillip Street as they were outside of the Housing Notification Area and were already well advanced in the planning stage. Tenders for the work had closed in March 1973 with the job awarded to V.H.Y Pty Ltd in April. By the end of 1973, two of the 17 storey towers were also completed and occupied. Called "Solander" and "Marton", these fronted Cope Street and Pitt Street bookending the Phillip Street development site. Each was provided with community rooms, landscaping and children's playgrounds, all of which were becoming common features in the Waterloo developments.

Construction on the two towers began towards the end of 1973 and progressed steadily through 1974. The towers were christened "Matavai" after a harbour in Tahiti that Captain Cook visited on his first voyage in 1770 and "Turanga" after the Maori word for "landing place". The Cook theme was continued throughout both buildings, with each floor given a different name inspired by Cook's voyages, including villages associated with the navigator, ship names, harbours he visited or islands that he stopped such as Plymouth, HMS Pembroke, Tierra del Fuego, Barrier Reef, Easter Island and Maui.⁴¹ The buildings were designed in the late 20th century international style with brutalist influences.

In all 58 different names were allocated to the floors in the two towers. As well as a different name for every floor, each was furnished and decorated individually to reflect the name it was given. Murals, printed screens, enlarged photographs, tapestries, timber panelling to represent the inside of a ship, custom made furniture, statues, a totem pole and artefacts were all used.

A number of items were gifted to the Commission for display inside the buildings, including a model of a traditional canoe from Canada, a ship's binnacle from the Maritime Services Board of NSW, a tiki statue from Sydney University and a model of the ship Endeavour. Staff members from the Commission were also encouraged to help with the decoration. In the garden space at the base of the Turanga, a Maori style meeting house was erected.

By the end of 1975 the towers were nearing completion. The research and development of the project had taken three years, including consultation with the community and with experts on the needs for aged residential housing. Amongst the high profile visitors to the towers during the work was the American anthropologist Dr Margaret Mead, who visited during 1975. The Commission made much of the world famous anthropologist's visit, during which she commended the design of the tower scheme, which she said allowed the elderly to live safely in self-contained flats, while still having contact with young families and children in the surrounding low rise developments.⁴²

In mid-1976 the towers were handed over by the builders to the Commission, who in turn opened the site for public inspection with over 3,000 people going through the buildings on the first weekend. Tenants began moving into the new flats in August 1976. In March 1977 the completed and occupied towers were visited by the Queen and Prince Phillip during the Queen's Silver Jubilee Pacific and Australian tour, mirroring their earlier visit to John Northcott towers in Surry Hills.⁴³

Housing Commission brochures note that employees of the Commission volunteered their time to assist in the interior design, thematic displays, and furnishing of the towers.

⁴⁰ Burgmann, M & V. Burgmann, Greens Bans, *Red Union: Environmental Activism and the NSW Builders Labourers Federation*, UNSW Press, Sydney 1998, p. 222.

⁴¹ The Housing Commission of NSW, *Matavai and Turanga*, Sydney, 1977.

⁴² The Housing Commission of NSW, *Matavai and Turanga*, Sydney, 1977.

⁴³ NSW Housing Commission Annual Report for Year Ending 30 June 1977.

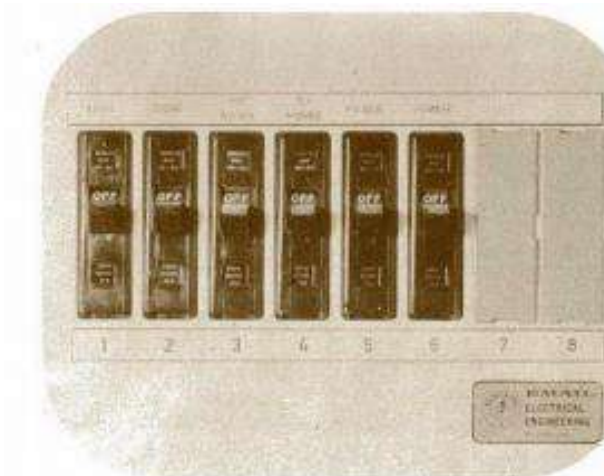
Figure 61 – Design features of Matavai and Turanga (Source: NSW Housing Commission, c. 1976, 'Matavai and Turanga' Brochure, p. 2-3)



Picture 68 – Alarm buttons beside the bed and beside the toilet in the bathroom



Picture 69 – Each floor has its own drying room



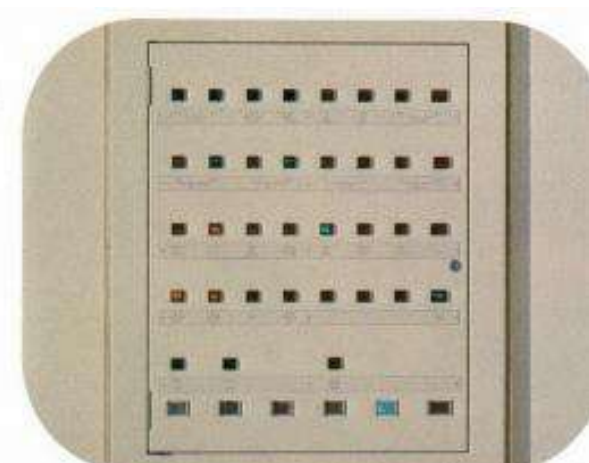
Picture 70 – The provision of circuit-breakers in the kitchen, to 'save worry about replacing fuses'



Picture 71 – Hot water controls

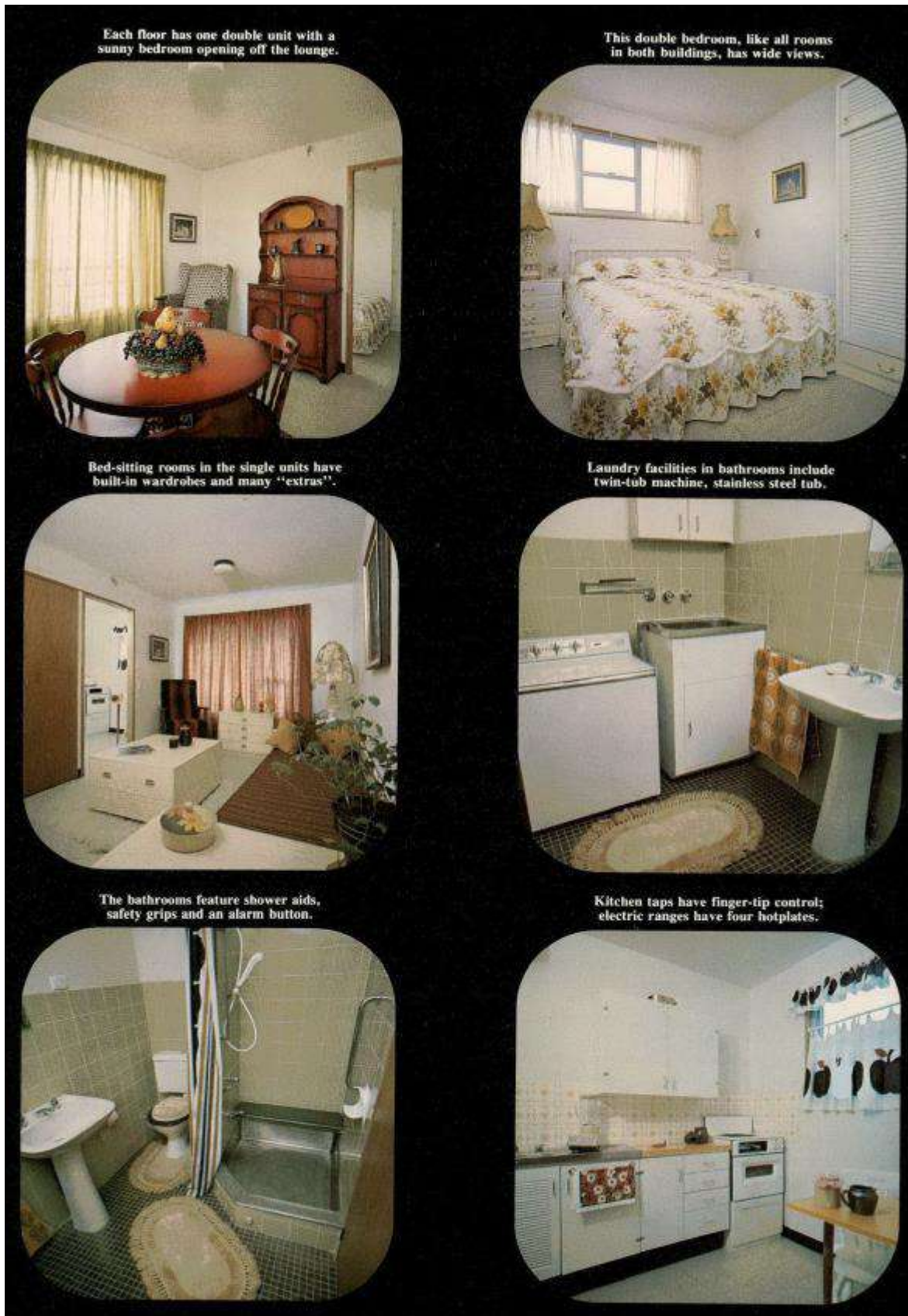


Picture 72 – A battery operated lighting system in the corridors and fire stairs, to ensure light is available in the case of power failure



Picture 73 – Comprehensive alarm systems for air conditions, pumps, lifts, sprinklers, and ventilation systems

Figure 62 – Interior features of Turanga and Matavai



Source: NSW Housing Commission, c. 1976, 'Matavai and Turanga' Brochure, p. 4

Figure 63 – Examples of community lounge/lobby design in Matavai and Turanga (Source: NSW Housing Commission, c. 1976, 'Matavai and Turanga' Brochure, p12-13)



Picture 74 – Moorea Lounge, Matavai Building



Picture 75 – Seaman's Inn Community Lounge, Matavai Building



Picture 76 – Landscaped gardens at Matavai



Picture 77 – Matavai Community Lounge, Matavai Building

Figure 64 - The open space around the towers as designed for use by the residents of the surrounding developments. Matavai and Turanga towers dominate the skyline in the background



Source: City of Sydney Archives; 061/061423

As well as the transformation that the new developments brought to the once low rise, terrace house neighbourhood, the projects also required the reworking of the street pattern in the area. Phillip Street had already been extended and widened to accommodate the Endeavour project in 1969, however as the project continued a series of older streets and lanes were closed and disappeared.

The sections of George Street and Cooper Street between Phillip and Raglan Street were closed and removed to make way for the tower developments, while the narrow Mary Street which had once run between Phillip and Wellington Street, disappeared entirely, as did Green Street which had run from Raglan to Wellington Street. Raglan Street was also proposed to be shut between Botany Road and Pitt Street, with new link roads through the area as part of the State government's planned southern freeway, however this never eventuated despite the Commissions threats to discontinue all Waterloo redevelopment projects until Raglan Street was shut.⁴⁴

Final Developments and Project 3600: 1980s

With the opening of the Endeavour Project, much of the northern portion of the Waterloo Urban Renewal area was completed and the Housing Commission turned its attention to the area around McEvoy Street, Wellington Street and Pitt Street. A Master Plan for Waterloo, developed for the Commission in 1977 identified another 13 Stages across Waterloo for redevelopment.

Most of these blocks were to the east of Pitt Street within what was known as Project Area 3600, that being inside the Housing Notification Area proclaimed in the early 1970s, although Stage 1, Stage 2, Stage 12 and Stage 13 were within the Waterloo Urban Renewal area. Stage 12 and 13 did not proceed, as they were proposed for land that was still in private hands on the corner of Wellington and West Street (Stage 12) and Wellington, Cooper and Cope Street (Stage 13). However, Stages 1 and 2, by 1979 known within Housing as Project 3600 Precinct 1 and 2, fronting Pitt Street between Wellington and McEvoy Street were to be developed.

Precinct 1 and 2, which had the first concept drawings prepared as early as 1978, would comprise 130 maisonette style walk-up flats with a child care centre attached. Except for those at the ground level, all the flats would be provided with an outdoor area or balcony, with underground parking also included in the

⁴⁴ Community Effects of Street Modifications within the Waterloo Housing Commission Area, prepared for South Sydney Municipal Council by Planning Workshops Pty Ltd with Sinclair Knight & Partners, October 1979.

design. The child care centre also satisfied a long-standing commitment that the Commission had made with South Sydney Council about the provision of community facilities as part of the Waterloo developments.

However, although tenders for the first stage of 95 units closed in February 1980, the project was delayed due to the ongoing dispute between the Commission and the Council over the closure of Raglan Street. The child care centre was also postponed, pending Commonwealth funding. Although no agreement could be brokered on Raglan Street, construction began on both stages in 1981/82. Named after Australian artists "Dobell" and "Drysdale", all 130 units including the child care centre were completed and occupied by 1983. The architectural team for the new flats included Tao Goffers who had also designed the Sirius Building in The Rocks for the Housing Commission.⁴⁵

The flats built as part of Precinct 1 and 2 in 1983 were the last major development in the area by the Housing Commission. By the end of 1983, the Housing Commission had built over 2,000 flats in the Waterloo area. Work continued to the east of Pitt Street through the 1980s, however this was a mix of new development and rehabilitation of older terraces and cottages in Waterloo. Although this area had been earmarked for demolition and redevelopment since the early 1970s, the continuing public protest, the Green Bans (some of which were still in place in the late 1970s) and priorities of the Commission in other areas of Sydney had delayed any work.

In 1980 the National Trust also weighed in, placing heritage orders on a number of addresses and a classification of the area as a Conservation Area (adjacent to the SSP study area). Considering the cost of the delays, the Commission compromised and began the rehabilitation process. Some cottages dating from the earliest period of development in Waterloo around the 1850s were conserved and restored during this work.

Figure 65 - An artist impression of the maisonette style flats to be built as Precinct 1 and 2 of Project 3600, the last major development work by the Housing Commission in Waterloo



Source: *Housing Commission Annual Report 1978*

Recent Proposals

The work of the Housing Commission in Waterloo since the late 1940s through to the mid-1980s had transformed a suburb from a densely built, nineteenth century suburb to a modern, high-rise neighbourhood. However, despite the Waterloo Endeavour Project and the surrounding estate being lauded as world's best practice and an innovative approach to housing elderly residents close to the city when it was completed in

⁴⁵ Waterloo Site 3600 Precinct 1 & 2, Drawings and Plans, Housing Commission of NSW.

the 1970s, by the late 1980s the towers in particular had gained a reputation as a tough and depressed community.

Drugs and suicides were beginning to dominate the public perception of the Waterloo estate, overshadowing the advances in public housing and the changing designs across Waterloo from the 1940s flats, through high rise to maisonettes that had each responded to the demands and needs of the population at the time.

In 2004, the NSW Government intervened directly in the direction of future development of the area through the establishment of the Redfern–Waterloo Authority. Although the focus of this new body was primarily around the Redfern and Eveleigh area, its remit was to address social problems and oversee urban revitalisation of the Eveleigh railyards and their surrounds.

The Authority undertook the redevelopment of the former railyards including the establishment of community markets and development of the Australian Technology Park, the sale of the former Rachel Foster Hospital in Redfern and the transformation of Redfern Public School, opposite the Matavai and Turanga towers, into the National Centre for Indigenous Excellence.

Meanwhile the long-awaited redevelopment and urban renewal project at Green Square at the southern end of Waterloo, first announced in 1995, was also started in 2007. The proposals for the mini-city at Green Square include new flat buildings and apartment blocks housing up to 53,190 residents, with extra office space and retail areas for an estimated workforce of 22,000. These renewal projects are located at either end of the Waterloo housing estates. These redevelopments focused attention on the condition of the public housing in Waterloo.

HISTORY OF PUBLIC HOUSING IN SYDNEY & NSW

Housing was perceived as 'squalid' for the working class of Victorian Sydney, with living conditions being a primary concern at the beginning of the 20th century. In inner-city areas with relatively high populations, dwellings were of substandard construction, had a lack of sanitation and were crowded along narrow, unformed streets. There was no system of public housing available; the only accommodation options were home ownership or private rental.

These overcrowded areas, located within the CBD and inner-city, were at the time referred to as 'slums', and the redevelopment of the 'slum' areas of inner Sydney to improve living conditions is inextricably linked to the development of public housing and planned estates in New South Wales.

'Slum' Clearance and Public Housing: 1900 – 1912

Housing conditions in the inner-city 'slum' areas deteriorated until, in 1900, an outbreak of bubonic plague in Millers Point became a cause for widespread concern. This scare, attributed to 'slum' conditions, spurred an intense period of urban reform. In 1906 the Local Government Act was adopted, which enforced reasonable building and health standards on the construction of housing for the first time, and included minimum room sizes, light and ventilation.⁴⁶ Millers Point/The Rocks therefore represents the earliest and most well-known larger-scale attempt at 'slum clearance' to be undertaken in Sydney.

Figure 66 – Eradication of rats in the Rocks, c. 1900



Source: Sydney Ports Corporation, 2003a, Used in Harvey Volke, "The Politics of State Rental Housing in NSW, 1900-1939" Published University of Sydney, 2006

⁴⁶ Zanardo, M., 2009, 2009 Housing Researchers Conference. *Future Affordable Housing Typologies for Sydney: Learning from Local Precedent*, p. 3.

However, there is a distinction to be made here between 'slum clearance' and planned public housing development; Harvey Volke's posthumous 2006 thesis states that:

*'colonial governments in Sydney stumbled into public housing for working-class people in the dockside area of The Rocks and Millers Point almost by accident.'*⁴⁷

Volke postulates that the governments of New South Wales at the turn of the 20th century were more interested in undertaking improvements to the wharves and associated facilities for a growing shipping industry than they were in the question of working-class housing.⁴⁸

Although the accepted narrative is that the bubonic plague was both caused and spread by the residential conditions of the area and the associated poor hygiene and sanitation, Volke's research demonstrates that the plague was actually caused by the fleas brought in on plague-infected rats from shipping via the badly maintained and poorly secured wharves. He also notes that the spread of the disease was not limited to the 'slum' areas, but that incidences of the disease were recorded across the city, and further that the bubonic plague was not as 'disastrous' in terms of fatalities as other diseases such as typhoid fever.⁴⁹

When the plague broke out in 1900, the then Premier William Lyne was actively lobbied by shipping companies and harbour ferry companies that used the local, privately owned wharves, to resume and reconstruct them; Volke interpreted this as the shipping and ferry companies recognising an opportunity to get the Government to take over expensive infrastructure in need of upgrading and expansion. Members of Parliament applied similar pressure, and emphasis was placed on the need to maintain Sydney as a shipping port of an international standard.

The First Experiment: Millers Point and The Rocks

The resumption of the Millers Point/The Rocks area was therefore not only a result of the perceived need to manage and stem the spread of the bubonic plague, but was also a political manoeuvre whereby the resumption of the residential properties in proximity to the wharves was necessary to facilitate the overall redevelopment of the area; according to Volke's assessment, the key priority of the program was not to provide better housing for its inhabitants, but to improve the area more generally, particularly in terms of its commercial function.

As a result of this overall process, the State Government inherited a substantial amount of tenanted housing when it resumed the privately owned wharves and surrounding land. This meant that the Sydney Harbour Trust, whose principal function was wharf and infrastructure management, became the relatively reluctant landlord of a large number of properties in the area, with a focus placed more on the commercial returns of the rental properties than on improving the living conditions of the tenants.

In 1902 the City Improvement Advisory Board announced a plan to remodel Millers Point, including road and rail construction, and a scheme to house up to 4,000 people in three five storey tenement buildings with multiple facilities (including a gym, pool, library and potentially a school). Ultimately Government Ministers opted not to proceed with this development due to concerns over the projected costs, whilst the ongoing wharf reconstructions were to cost in the order of four million pounds.

In 1902, a pared back scheme was presented to local residents, who raised concerns over the standard of living and costs associated with tenement living.⁵⁰ Concerns were also raised regarding the number of dwellings in the area that the Trust had had demolished due to condition, which they had yet to replace. The Board who presented the scheme was not active the following year, and progress was again halted.

A further public meeting was held in 1908, which was chaired by the then president of the Coal Lumpers' Union, with a motion for debate put forward by two City Council alderman; the purpose of the meeting was to urge the Government to erect workmen's dwellings in The Rocks area, and residents in attendance again noted their opposition to tenement housing and their displeasure at the Trust as landlord.

⁴⁷ Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 5.

⁴⁸ Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 5.

⁴⁹ Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 6.

⁵⁰ Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 18.

Figure 67 – Dawes Point and Millers Point, c. 1875



Source: State Library New South Wales; FL1229941

Figure 68 – Clyde Street, Millers Point, 1901. The dwellings shown were built in the 1830s and resumed and demolished c. 1901



Source: City of Sydney Archives; 000/000074; Date 1/4/1901

This meeting coincided with the hearings of the State Government's *Royal Commission into the Improvement of the City of Sydney*, for which a report was to be released the following year. Overall, the *Commission's* report recognised that whilst single cottages were preferable, the type of 'tenement' dwelling that was being and would soon be erected by the Trust in the area (e.g. the High Street and Dalgety Terrace worker's flats, and the Lower Fort Street tenements, refer Figure 67, below) were supportable because such housing enabled workers to live close to work, and to maintain residence in the area and within their community despite redevelopment. It was generally maintained, however, that workers should be encouraged to live in separate house in suburban areas, and idea that would find expression in the Daceyville Estate (refer below).

Volke provides an insightful quote (made by the Commissioners and included in the Trust's report of 1909) in his thesis that at least in part explains the approach to the provision of housing by the state in Millers Point/The Rocks in the first decade of the 20th century:

...but a great deal of the land vested in the Commissioners is too valuable to be used for this purpose, and is required in connection with the improvement of the facilities for shipping at the various wharves. In accordance with this policy, a number of suitable dwellings will be erected within the next few months on the limited area available for the purpose (Sydney Harbour Trust Commissioners Report, 1909: 7).⁵¹

As the above discussion demonstrates, the first attempt at the provision of government owned housing for local residents was '*not very extensive, nor was it entirely satisfactory*'.⁵² This has been attributed to the Harbour Trust Commissioners being appointed more for their capacity to manage a harbour authority and associated infrastructure, than for an adeptness for the provision of social services.

Overall, the program can and has been interpreted as an early experiment in public housing, which was driven more by the desire to develop a port of an international standard with the provision of housing being a necessary, albeit inconvenient, element of a wider redevelopment program; the needs and preferences of the tenants themselves, whilst discussed, were not given priority, and the Trust was a relatively reluctant landlord.

The First Use of 'Flat Buildings' as 'Public Housing'

The use of flat buildings as a form of public housing was relatively rare in Australia prior to the construction of the northern (original) portion of the Erskineville Estate in 1938. Though examples of flat buildings being purpose built for the provision of public housing prior to the 1930s are available, they are isolated examples that represent an exception rather than a norm in terms of architectural configuration and design.

In addition to this, because earlier examples in Millers Point/The Rocks (such as the High Street worker's flats and Lower Fort Street tenements) were built to provide housing for people connected with work on the wharves (as discussed above) it has been argued that, because accommodation was not allocated on a needs basis, this was not strictly 'public housing' but more akin to state housing. While this is acknowledged, for the purposes of this report, such examples have been considered as a form of 'public housing'.

Relevant examples of flat buildings as 'public housing' are considered below.

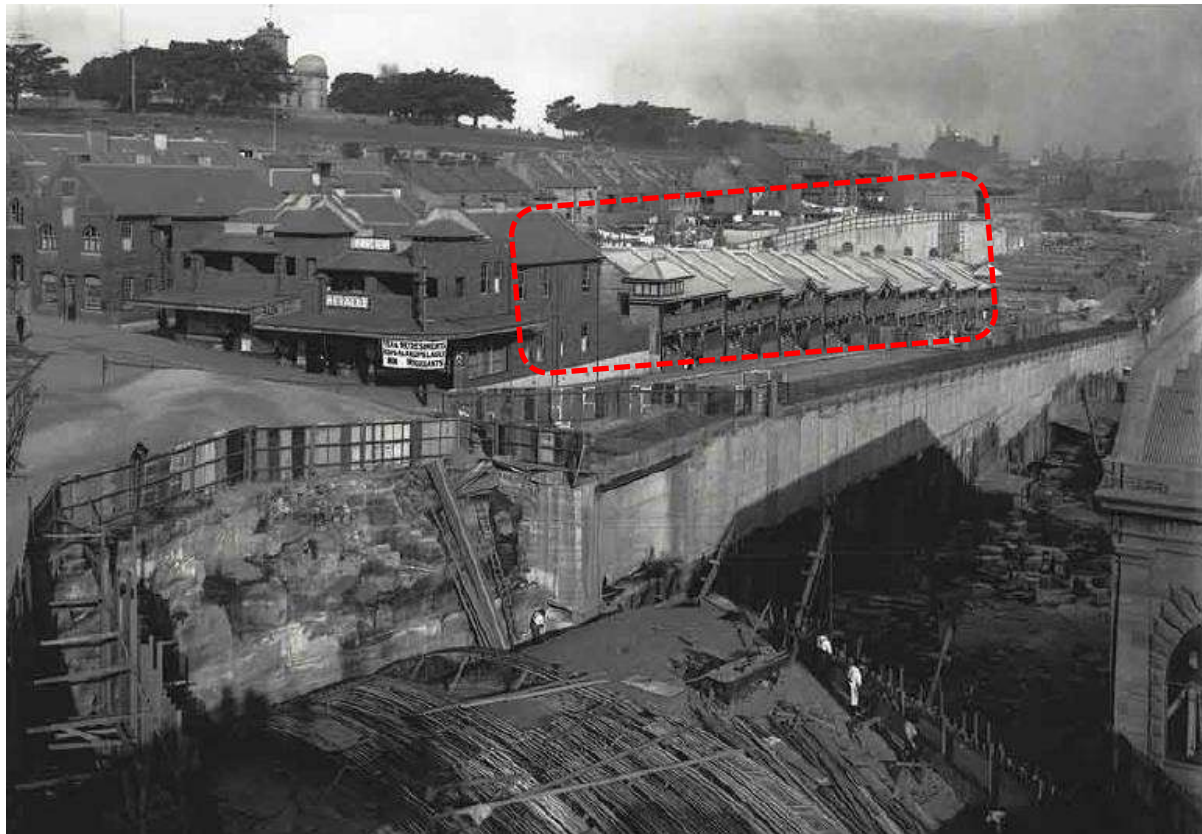
⁵¹ Sourced from Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 26.

⁵² Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 26.

High Street Flats, Millers Point

Among the first of the public housing projects to be undertaken in the Rocks/Millers Point in response to the bubonic plague and 'slum clearance' efforts was the construction of the High Street worker's flats, attributed to Engineer-in-Chief Henry Deane Walsh of the Sydney Harbour Trust. Built c. 1910, the High Street worker's flats occupy two whole north-south city blocks on the western edge of Millers Point.

Figure 69 – View showing the first row of flats completed (1-32 High Street) as well as the shops and restaurant in Argyle Place, c. 1911



Source: Robertson and Hindmarsh 2010: Figure 2.33

The construction of the flats was part of the larger redevelopment project focused on improving the port facilities of the area, which included:

- The construction of Hickson Road at the lower level through massive rock cuttings;
- Cutting and re-grading the land at the upper level to form High Street;
- A central bridge over Hickson Road leading to the wharves;
- A lane network to service the new blocks;
- New shops with apartments above to the north end;
- Additional flats to the south end on both sides of High Street as it turns the corner; and
- A playground located centrally between the two blocks.

These worker's flats have been identified as being significant on both a local and state level, and contribute strongly the overall significance of what is now the Millers Point Heritage Conservation Area. The following is an excerpt from the statement of significance for the Flats prepared by Robertson and Hindmarsh (2010):

"Predating the NSW Housing Act and all Australian municipal housing schemes and garden suburbs, the High Street Workmen's Flats demonstrate the process of 'slum' clearance and the carefully considered urban renewal that followed the Sydney plague outbreak and resumptions of 1900. Comparable in scale to the well-known English municipal housing schemes, the scale of

the urban renewal and the quality of overall design of the workers' housing within the resumed area shows the influence of the newly emerging discipline of town planning and the housing reforms and ideas of townscape advocated by the English architects Barry Parker and Raymond Unwin and the Garden Suburb movement generally.

The High Street group has a very high level of technical significance, employing a system of precast concrete planks developed by the Sydney Harbour Trust engineers (probably E. G Stone and W. E Adams) at 2 - 40 High Street and re-enforced concrete flooring in the remaining housing in the group. Other than the housing built by the Sydney Harbour Trust, very few early examples of either technique survive dating from prior to World War 1 and this group is likely to be the first NSW examples of housing built using re-enforced concrete."

Lower Fort Street Tenements, Millers Point

The Public Works Department was to become involved in the development of workers' housing in Millers Point as well. The Government Architect, Walter Liberty Vernon, responsible for the Art Gallery of New South Wales, designed the Lower Fort Street tenements, also built in 1910. These flats are situated mid-block on the eastern side of Lower Fort Street, Millers Point, and 'coexisted comfortably with the colonial housing of Fort Street while offering a sophisticated balance of public and private spaces'.⁵³

Figure 70 – View of the Lower Fort Street tenements, 2009



Source: Zanardo, M., 2014, 'What early workers' housing in Sydney can teach us.', in *Architecture Bulletin*: August 2014, p. 4

Like the High Street worker's flats, the Lower Fort Street tenements are significant in that they represent a direct response to the 'slum clearance' and associated revitalisation of Millers Point and the Rocks in the early 1900s. Their distinct Federation style and multi-storey apartment configuration render the tenements distinctive within the streetscape, and as they have been retained largely intact, their aesthetic contribution to the wider conservation area has been maintained over time.

⁵³ Butler-Bowden C. & Pickett C., 2007, *Homes in the Sky: Apartment Living in Australia*, Carlton, Miegunyah Press.

The Gloucester Street Flats, The Rocks

The Gloucester Street flats in the Rocks followed those in Millers Point; the pair of attached four-storey buildings were designed by the Department of Public Works in 1912 to resemble two-storey terrace houses stacked four wide and two high, giving a total of eight dwellings per building.

The lower dwellings were entered in the standard manner from the footpath level, going down a floor internally and through to small courtyards overlooking the rear lane; the upper dwellings were entered by climbing a flight of external stairs and traversing an open gallery on the west side of the building and then going up internally through to private rooftop balconies.

In 2014, Michael Zanardo postulated that this novel gallery may be the earliest example in Sydney of a 'street in the sky' arrangement, an idea that gained popularity as a mode of circulation in the 1960s and which was incorporated into the design of medium and high-rise public housing buildings.⁵⁴

Figure 71 – The Gloucester Street flats, 2014



Source: Zanardo, M., 2014, 'What early workers' housing in Sydney can teach us.', in *Architecture Bulletin: August 2014*, Figure 2.

⁵⁴ Zanardo, M., 2014, 'What early workers' housing in Sydney can teach us.', in *Architecture Bulletin: August 2014*, p: 14.

Sydney Municipal Council Workers' Housing

Soon after, under revisions to the *Local Government Act 1912*, councils were granted parallel powers to develop their own workers' housing. The only council to adopt these provisions was the Sydney Municipal Council, which constructed a total of four projects in the following fifteen years. All of these blocks were 'rented to council employees...'⁵⁵

Two of these projects are discussed below.

The Strickland Building, Chippendale

The Sydney Municipal Council's inaugural project was the Strickland Building, designed by the City Architect Robert Hargreave Brodrick, and built in 1914. The Strickland Building occupies a narrow north-south city block in Chippendale with its short southern end addressing Cleveland Street. The site was part of a Sydney Municipal Council 'slum' resumption area, previously occupied by small residential terrace houses. The original proposal was for two identical blocks side by side, however only the western block was ever constructed. A second proposal was made for the neighbouring block in 1916 as the result of an open competition; however, it did not go ahead.

The Strickland Building is three storeys in height and comprises sixty-seven apartments and eight shops, four of these with dwellings. The apartments are organised into seven attached buildings of three types and run alternately across and along the site. The buildings contain between nine to twelve apartments each. The endmost buildings are accessed via a single stair located centrally between shops at the short ends of the block. The longitudinal buildings have access to a single central stair from both street frontages, the western side with large stoops. The transverse blocks have two stairs, each accessible from one street only, and as such, could be considered separate two buildings.

Significantly, the apartment plans do not resemble any particular building type, instead they are a specific solution for this site, designed within a perimeter wall determined by higher order urban considerations. The statement of significance for the building, as it appears on the state heritage inventory citation for the site, is:

*"Of historical significance as an early, innovative and substantial residential apartment development. Of architectural significance for its detailing and original integrity. The complex is of environmental importance, greatly contributing to the character of its community."*⁵⁶

⁵⁵ Spearitt, P., 2000, *Sydney's Century: A History*, Sydney, University of New South Wales Press.

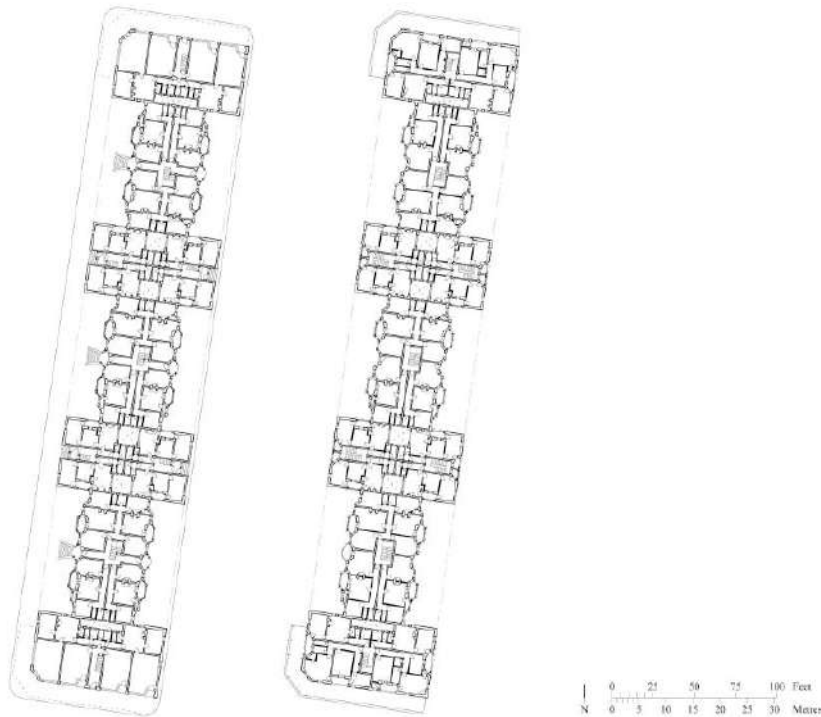
⁵⁶ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420437>

Figure 72 – View of the Strickland Building, date unknown



Source: Office of Environment & Heritage; Date Unknown, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2420437#ad-image-1>, Accessed August 2017

Figure 73 – Ground (left) and first floor (right) plans of the Strickland Building



Source: Zanardo, M., 2014, 'What early workers' housing in Sydney can teach us.', in *Architecture Bulletin*: August 2014, Figure 7.

The Dowling Street Flats, Woolloomooloo

The Strickland Building was followed by the Dowling Street Flats in Woolloomooloo nine years later in 1925. Designed by Peddle, Thorp & Walker as the result of an open competition, it occupies a mid-block site between Dowling and McElhone Streets in Woolloomooloo and addresses both street frontages.

The Dowling Street Flats are three storeys in height and comprise thirty apartments in five buildings. Three buildings address Dowling Street to the west and are attached by interlocking party walls. Two buildings address McElhone Street to the east and have a 'playground' located between them. A slender courtyard runs north-south between the two rows of buildings and can be accessed from a central location on both street frontages. Each apartment has an identical kitchen and bathroom arrangement and shares a garbage flue with its neighbouring apartment. All stairwells lead up to individual drying courts set within the pitched roof form.

Figure 74 – View of the Dowling Street Flats



Source: Google Street View, July 2015

First Planned Estates: 1912 – 1942

Following on from the early experiment with public housing at Millers Point/The Rocks, the role of state and local governments in the provision of social services and public housing became a more visible issue, and momentum was gained with regards to developing an appropriate legislative framework to facilitate the government's role in this regard. There was a general shift away from the basic focus on 'slum clearance' seen at Millers Point/The Rocks, and towards a more meaningful approach to developing appropriate replacement housing. This also represented a move away from commercially focused private developers as landlords for workers and public housing.

Following the *Commission's* report in 1911, the Labour Council of NSW continued to lobby for the introduction of legislation to control rents, and took an active role in pushing for a greater recognition of low-income housing issues and working-class housing problems. In 1912 the State Government carried through the *Sydney Corporation (Dwelling Houses) Act 1912*, which gave the City Council authority to resume land for the erection of dwelling houses.

That same year, a study was commissioned that was to consider international examples of the effective provision of workers housing, and how this might be adopted in NSW. Simultaneously, Parliament passed the *Savings Banks Amalgamation Act 1912*, which established an 'Advances for Homes' Board under the control of the State Savings Bank, and set aside 300,000 pounds a year to help people build homes. The Government then introduced the first *Housing Act 1912*. This established the NSW Housing Board and provided a framework for the construction by government of publicly-owned housing for rental, enabled the government to act as both the constructor and landlord of housing.⁵⁷ Although abolished in 1924, the Housing Board was effectively the forerunner to the Housing Commission of NSW, which was established in 1942.

It was from within this context that Daceyville, Sydney's first "purpose built" public housing estate, was conceived of and partially developed; the suburb of Daceyville is particularly significant by way of its close associations with the 1909 *Royal Commission for the Improvement of Sydney*, through which the idea of government provision of purpose-built and affordable workers housing in the outer suburbs of Sydney was first proposed.

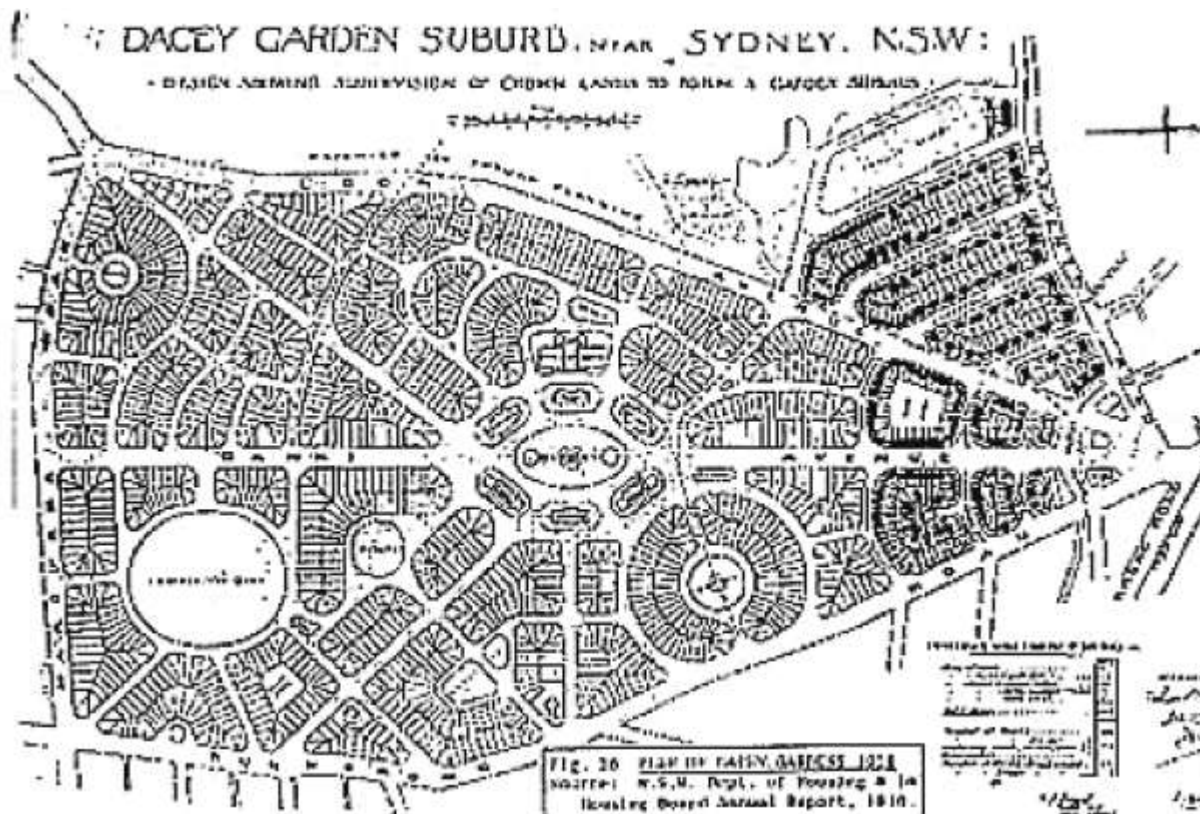
⁵⁷ Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 30.

Daceyville: 1912

Daceyville was originally conceived as an 'ideal garden suburb', modelled on the garden city of Letchworth in London, and in response to what was described as the 'appalling' living conditions experienced by Sydney's working class residents in the late 19th century. This contrasts with the type of 'tenement' dwelling suggested for and constructed at Millers Point/The Rocks a few years previously, where real estate was at a premium.

The suburb was specifically designed by Sir John Sulman to provide low-cost housing for working class people. It was to act as a 'model' suburb like Richard Stanton's Haberfield, which was also modelled on the increasingly popular Garden City Movement of London. Construction commenced in June 1912 and had been completed by June 1920, with just 315 of the intended 1473 cottages having been built. Like the Erskineville Estate (refer below), the full extent of the Daceyville Estate was never realised.

Figure 75 – The Dacey Gardens plan (Housing Board, 1918)



Source: Sharpe, A. 1999, *Pictorial History: Newtown*, p. 63

Figure 76 – An unnamed street in Daceyville c. 1913



Source: State Library of NSW; Government Printing Office 1-33676

Figure 77 – The streets of Daceyville during construction



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View of Suburb down Cook Avenue, from Entrance.



View down Cook Avenue, showing Picture Theatre and Social Hall.

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Source: Federation House Wikispaces; Unknown Date; <https://federation-house.wikispaces.com/Daceyville+Garden+Suburb>, Accessed August 2017.

Daceyville was touted as a 'solution' to the housing problems of the time; unlike the experimental provision of public housing at Millers Point/The Rocks, Daceyville was purpose-built and specifically designed to improve sanitation, hygiene and lifestyle as a decided step away from the over-crowded inner-city 'slum' areas. The development of Daceyville was not a 'slum' clearance program, and it can therefore be differentiated from other 'public housing' programs in the first decades of the 20th century; it set an example for what could be achieved within relatively undeveloped suburbs located further away from the city, where town planning had the room to find greater expression.

However, by the 1970s, Daceyville as a suburb had deteriorated, primarily due to a lack of maintenance. Several plans for the future of the suburb were floated; the Housing Commission of NSW proposed the complete demolition of the suburb, and the replacement of Daceyville's characteristic low density subdivisions with walk-up apartments and high rise buildings. These plans were stalled with a combination of concern over increasing the residential density below the flight paths for Sydney Airport, and the official recognition of the suburbs historical significance by the National Trust in 1978. Following this, four plans were put forward for the redevelopment of the suburb, which ranged from complete demolition to total conservation.

In 1982 the Housing Commission settled on a plan that would both retain the suburbs character while simultaneously allowing for an increase in housing stock, as would also be seen at Millers Point, Glebe, Woolloomooloo and Waterloo/Refern. This involved conserving the most historically significant streets and houses, while redeveloping the suburbs backstreets. The characteristic large back gardens were reduced in size, allowing for the placement of infill housing for pensioners in these spaces and limiting their visibility from the established streetscapes. Larger homes were also subdivided into multiple apartments, and smaller cottages were given rear-facing second storey extensions.⁵⁸

Typical housing in the Daceyville Estate is shown in Figure 78, below.

Figure 78 – Typical housing in the Daceyville Estate (Urbis 2015)



Picture 78 – Typical housing in the Daceyville Estate



Picture 79 – Typical housing in the Daceyville Estate

Currently, the suburb is protected from high-rise public housing development, comparable to that seen at Waterloo, by a stringent development control plan. Today, Daceyville presents as an historical precinct which, through extensive redevelopment in the 1980s, effectively illustrates changing attitudes to the interaction between town planning, public housing and heritage, and the influence of what is referred to as the 'conservation movement'. While the more historically significant elements were retained, areas of the suburb considered to have less heritage significance have been redeveloped.

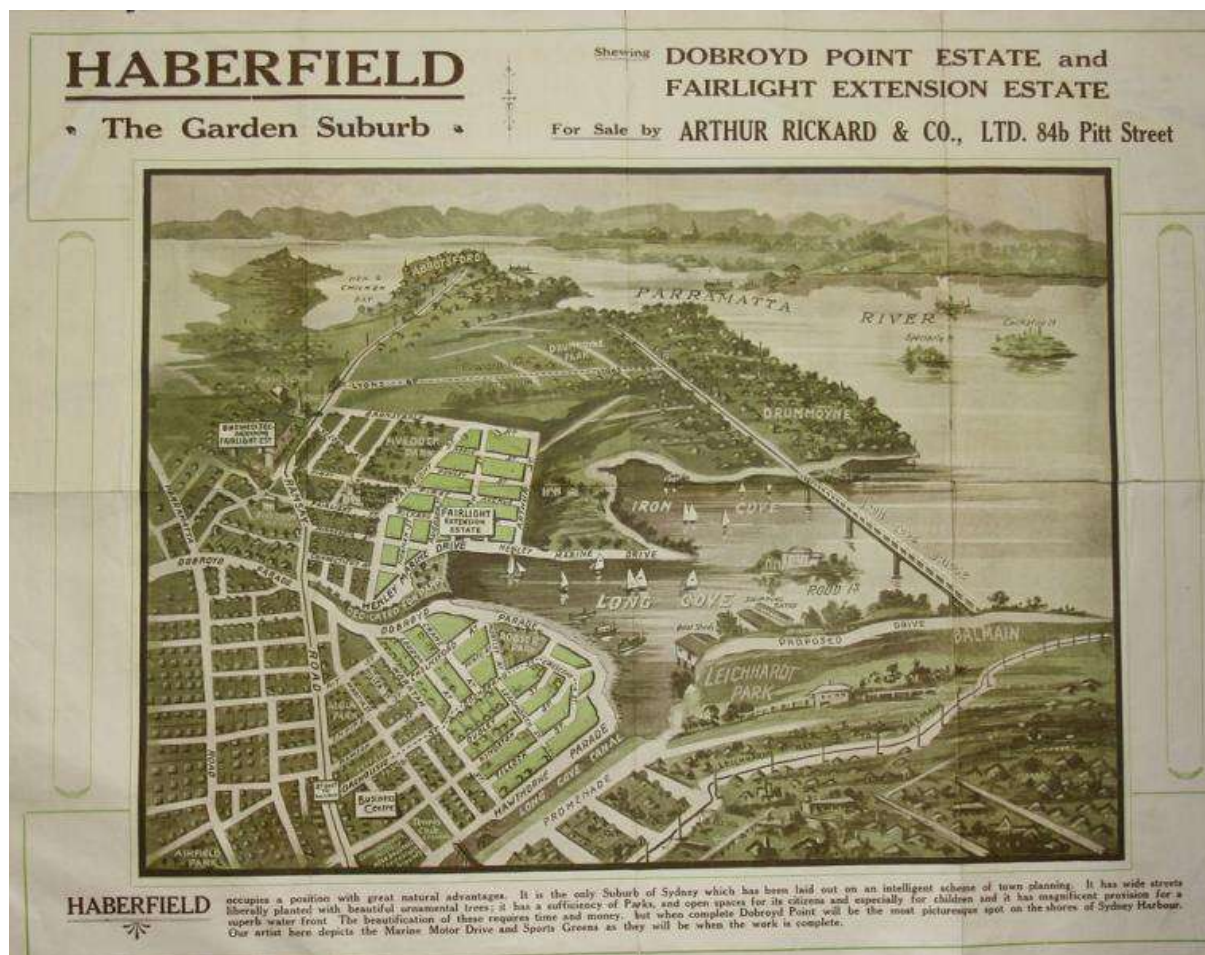
Daceyville is significant in that it provides evidence of the establishment of 'public housing' as it is now known, and provides an understanding of the ideals that underpinned the development of public housing in Sydney and wider New South Wales. The development of the Erskineville Estate followed on from Daceyville, and was directly influenced by both the success and failure of the earlier Estate in terms of design, public response, and government support.

⁵⁸ Sinnayah, S., *Daceyville*, Dictionary of Sydney, 2011, <http://dictionaryofsydney.org/entry/daceyville>, viewed 27 January 2015.

The Erskineville Re-Housing Scheme, or The Erskineville Estate: 1938

The Erskineville Re-Housing Scheme, or Erskineville Estate, was initially conceived as a more progressed response to 'slum' clearance than that seen at Millers Point/The Rocks some thirty years earlier. Unlike Daceyville, which was not a 'slum' clearance exercise, the establishment of the Erskineville Estate necessitated the demolition of a large number of existing dwellings; similar 'slum' clearance programs were being undertaken in other inner-city suburbs including Surry Hills, Chippendale, Ultimo, Pyrmont and Camperdown; as has been demonstrated, 'slum' clearance efforts are inextricably linked to the establishment of public housing and associated legislation in New South Wales.

Figure 79 – 'Haberfield: The Garden Suburb' real estate poster, c. 1916



Source: City of Canada Bay; Local Studies Collection.

Through the influence of British and European examples, New South Wales and Sydney politicians had embraced England's 'Garden City' town planning theories by at least 1912. This led to the development of the 'garden suburb' of Haberfield c. 1901, and the Daceyville Estate between 1912 and 1924. Thought around the provision of public housing continued to evolve, and during the 1920s and 1930s theory and experimentation in medium and high-density low-cost housing in France and Germany attracted the attention of Sydney's architects.

Ideas around medium/high density development was not necessarily preferred over the ideal of the 'garden suburb' as expressed at Daceyville, but was rather seen as a possible appropriate solution for housing development on 'slum'-cleared sites, where land value and available area precluded large numbers of free-standing, spaced, single dwellings. In this sense, medium and high density public housing developed from the 1930s onwards can be seen as a refinement of the experiment attempted at Millers Point/The Rocks.

Throughout the 1920s, despite small-scale 'slum' clearance efforts around the inner-city, progress in developing an appropriate solution to Sydney's housing problems was slow. Municipal councils were generally reluctant to become too involved in the provision of housing beyond granting approvals to private owner-builders and property developers. This was exacerbated by the expenses incurred as a result of the

Daceyville Estate (refer above), which required state government to not only act as a developer, but also as a landlord responsible for housing maintenance over a large area.

Despite this, the idea of attempting another experiment in model housing development was floated by the State Government, and in 1936 the Housing Conditions Investigation Committee (HCIC), which was established the previous year, proposed a 'slum' clearance and re-housing master-plan concept for the entirety of the suburb of Erskineville. The proposal sought to re-house around 7,000 people into low-rise flats at a cost of two and a half million pounds; this represented the re-housing of the entire population of Erskineville.

Forming a background to the Erskineville proposal, the 'housing problem' more generally continued to become an increasingly prominent issue for both the state and local governments, and also continued to gain momentum in terms of associated legislation. At the time the scheme for Erskineville was first proposed:

- The *Housing Improvement Act 1936* had been established to provide more incentives and power for local council to undertake 'slum' demolition and re-housing development;
- The Housing Improvement Board (HIB) was created by the aforementioned Act, to provide planning and other advice to Councils on 'slum' clearance, including advising on appropriate schemes and their financial feasibility;
- The Premier undertook a highly publicised study tour to Europe to investigate how the issue of overcrowding, 'slum' clearance and housing was being dealt with in other countries; and
- Debate was being had around who was responsible for the provision of housing. The state government believed local councils should undertake 'slum' clearance using private funding, while local councils and the Federal government argued that the 'slum' clearance and large scale housing initiatives should be funded by the state government.

At the time, Erskineville was regarded as one of Sydney's worst 'slum's'; the clearance and revitalisation of the suburb was a popular topic both within parliament and the media throughout the 1930s. The suburb's reputation therefore made it an ideal focal point for the arguments surrounding government responsibility for 'slum' clearance and the provision of housing, and enabled it to be used as an important experiment in identifying an appropriate solution to Sydney's 'housing problem'. The extent of the initial scheme is shown in Figure 81, overleaf.

The scheme for Erskineville initially proposed the provision of accommodation for around 7,000 local residents in the form of low-rise flats. Council, who was already resistant to accepting responsibility for the scheme, objected to the use of flats at Erskineville, refusing to '*entertain any system of flats...*'. As seen previously at Millers Point/The Rocks, the construction of flats was seen by both Council and the media as a negative departure from the 'ideal home', being a free standing, single-occupancy dwelling surrounded by open space in the form of a private yard, similar to that seen at previous attempts at larger-scale re-housing schemes like Daceyville.

At the time, it was generally considered that '*... the flats of today are the 'slums of tomorrow...*' Despite this, the HIB continued to support the incorporation of flats into the proposal in an effort to limit costs whilst maintaining the required density.

On the back of the controversy surrounding the proposal and Council's reluctance to get involved, the scheme was revised and reduced in an effort to achieve agreement and commence construction. By 1937, HIB was proposing, as the entire Erskineville Re-Housing Scheme, what had been just the first-stage of HCIC's original project. The scheme was to provide:

*"218 high-quality dwellings together with sporting facilities, a day nursery, and play-areas for children, and shops. A model community was to be created, with dwelling configurations – ranging from studio flats for single adults to four-bedroom flats for large families, and also free-standing cottage accommodations for the elderly."*⁵⁹

⁵⁹ Conlon, M., 2007, *Re-Seeing Modernist Fragments: Sydney's Erskineville Re-Housing Scheme, 1938*, Proceedings of the XXIVth International Conference of the Society of Architectural Historians, Australia and New Zealand, p. 6.

Figure 80 – Petition circulated throughout Erskineville and signed by up to 700 people in response to the proposed Re-Housing Scheme flats

WE the undersigned RATEPAYERS and RESIDENTS of ERSKINEVILLE desire to protest against the proposed erection of FLATS in ERSKINEVILLE PARK, and wish to emphasise [sic] that if any rebuilding scheme is carried out the people shall be supplied with semi-detached cottages or such other designs of building that will give each family a definite form of homelife embodying a backyard to each home.

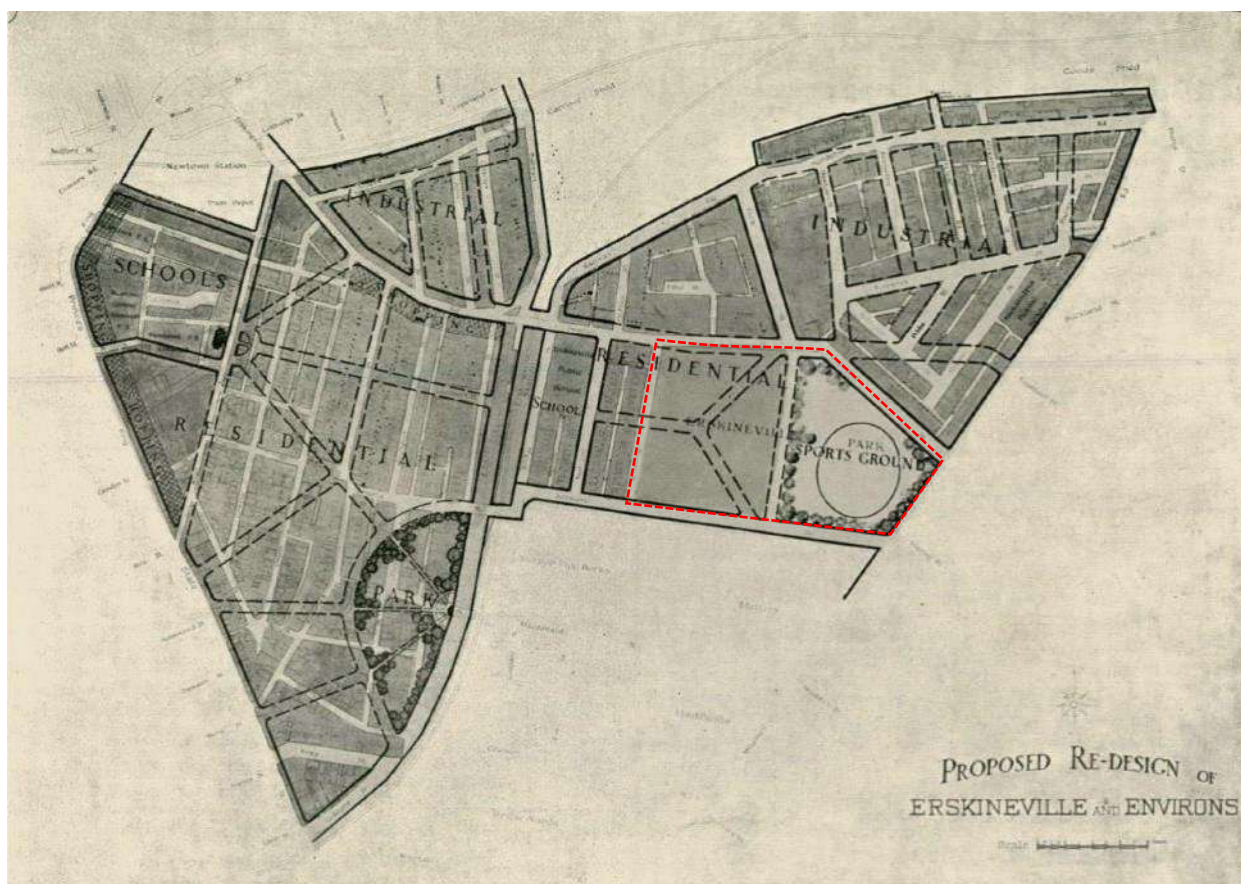
Our objections are based on the following grounds:

- (1) FLATS are not desirable. Where they have been undertaken on Communal lines in New South Wales they have invariably been a failure as instanced by the efforts of the Sydney Council (City)
- (2) FLATS are unsuitable in an industrial area because the industrial classes have the largest families and large families and family homelife has been the backbone of the development of the British Empire.
- (3) FLATS on moral and religious grounds have a definite tendency to make people limit their families by birth control methods, which has a definite injurious effect on the health and morals of married people.
- (4) Community grounds for drying clothes on washing day takes away from the homelife which families have been used to and is foreign to industrial classes who have always had their own drying grounds. The washing and drying of women's private garments (personal hygiene, etc) demands the amount of privacy every female is entitled to.
- (5) Private space for gardens and lawn tends to increase the homelife of the individual supplying for him a hobby that is so essential. This also allows children to play in their own backyards where they are under direct control of the parents. The appalling number of street accidents to children speaks for itself.
- (6) If we desire to populate Australia with Austrians [sic] we must encourage them to propagate [sic]. If people are encouraged to live in FLATS small families will result.
- (7) The swampy area intended for building will make it necessary to have an up-to-date drainage system instituted. In England it is illegal to build on made soil.
- (8) Infectious diseases in children must be isolated. How are we to isolate in COMMUNITY backyards?

In view of the foregoing, we therefore voice our unified protest and ask the Housing Board to refrain from building FLATS on the plan introduced.²²

Source: Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 81.

Figure 81 – ‘Proposed redesign of Erskineville and Environs’ c. 1930s



Source: NSW Land and Housing Corporation

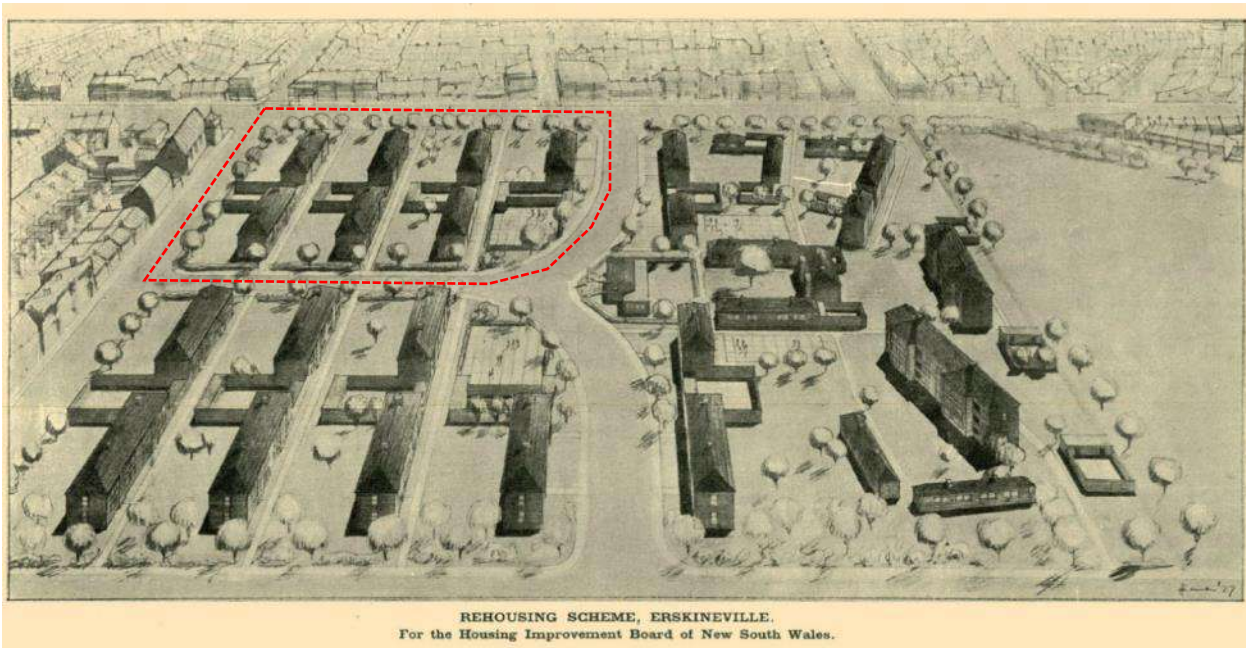
This reduced scheme was to serve as demonstration for the development of the remainder of Erskineville, and as an example for what could potentially be achieved at other suburbs. Ultimately, and as a result of associated debates within government, the purpose of the proposal by this stage was not so much to provide housing as it was an attempt to prove the feasibility of an idea and provide a resolution to the ongoing arguments around housing responsibility; it was believed that if the Estate could be built and positive results demonstrated, local councils would become more comfortable with getting involved in providing housing in the future.

Despite the reductions, Council still refused to support the scheme. Further compromises were put forward by the state government, including offering to pay for half of the costs and reducing the height of the flat buildings from three to two storeys. When an agreement still could not be reached, legislation was passed in 1937 that allowed the HIB to commence construction without Council approval of funding participation.

A contract was awarded to AW Edwards (builders) for the north-western portion of the scheme, comprising seven two-storey blocks of flats. These blocks were completed in 1938.

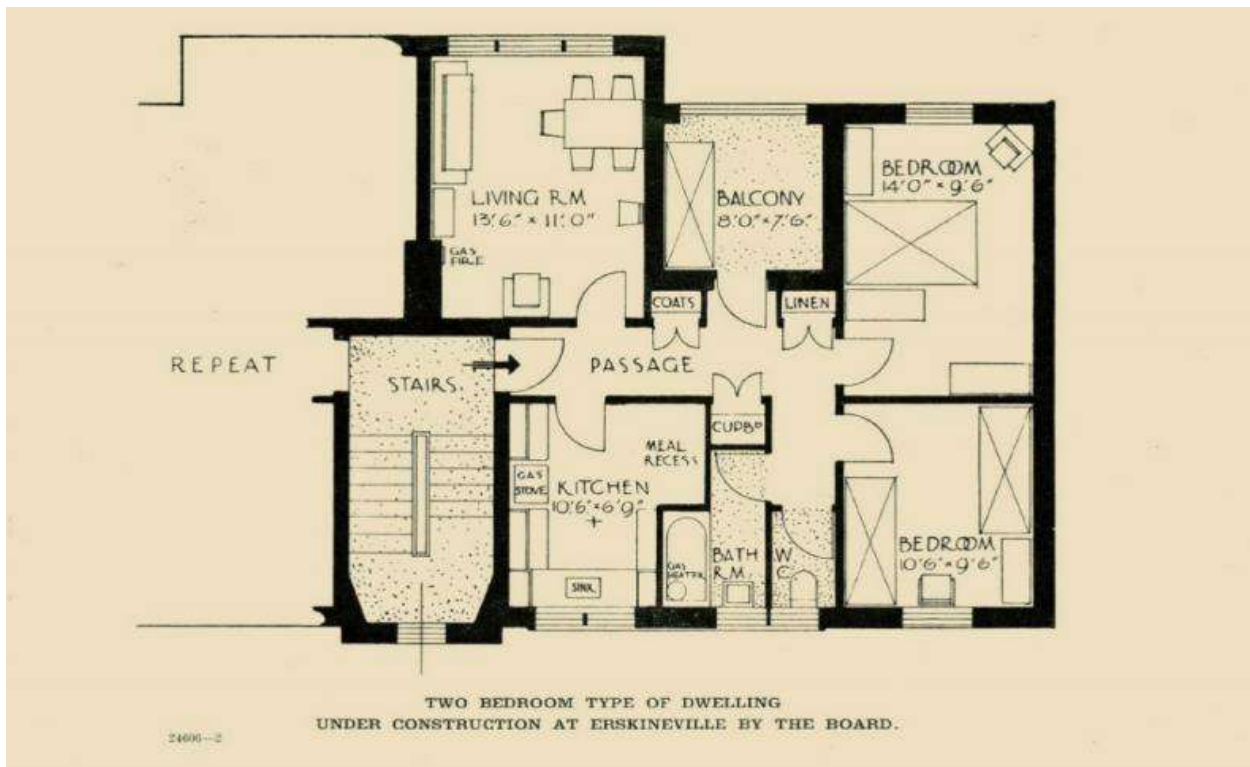
The buildings were designed by notable architects Morton Earle Herman and (William) Ronald Richardson. During the 1930s, both of these architects became prominent in the architectural community in New South Wales, each in his own right, through their active participation in the Board of Architects of New South Wales and the Royal Australian Institute of Architects (RAIA), and their individual authoring of numerous articles in *Architecture*, the Institute's and Board's monthly journal.

Figure 82 – View of the proposed Erskineville Estate, the area indicated by the dashed line represents the realised portion of the proposed estate



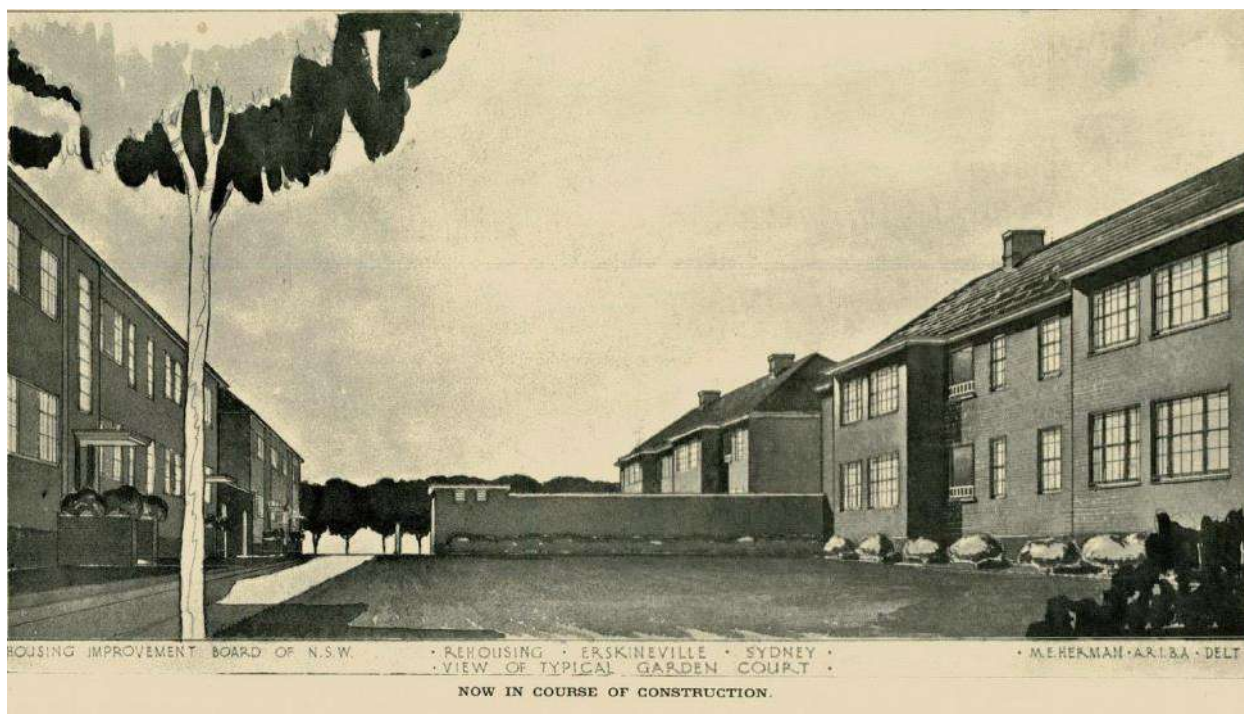
Source: NSW Land and Housing Corporation

Figure 83 – Internal layout of the flats constructed at the Erskineville Estate, c. 1938



Source: NSW Land and Housing Corporation

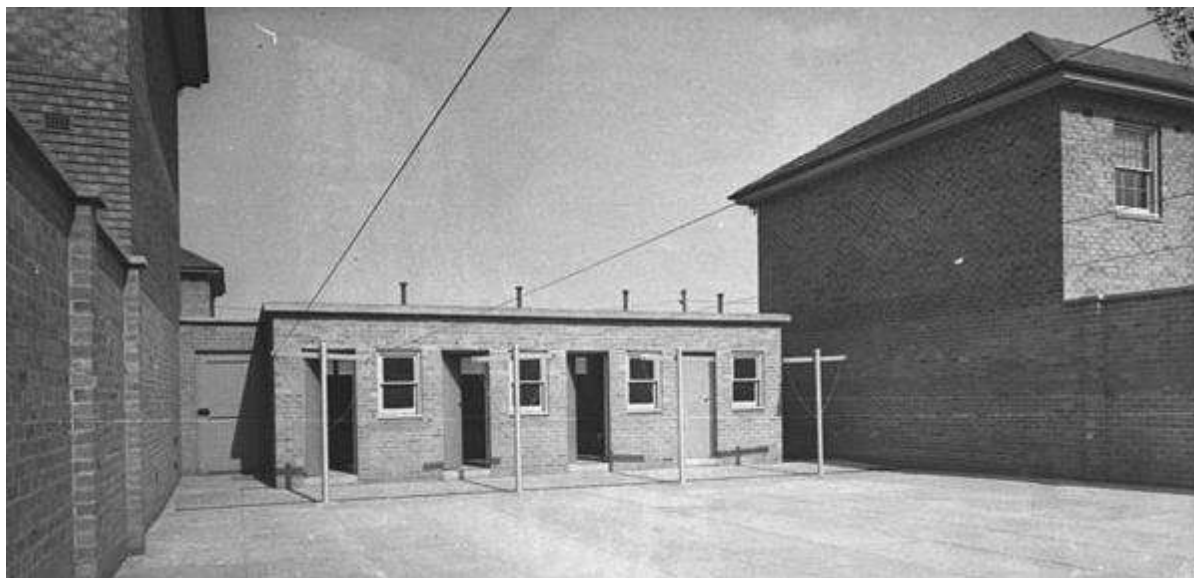
Figure 84 – View of the proposed Erskineville Estate during construction, c. 1938



Source: NSW Land and Housing Corporation

In line with their efforts to prove the success of the scheme, the HIB put in place stringent standards for prospective tenants. Criteria were established around income, personal references, accommodation history and even the types of furniture proposed to be moved into the flats. As a result of this, and despite having around 200 applicants for the 56 completed flats, relatively few of the original inhabitants of the cleared 'slum' area were re-housed in the new Estate. In fact, many of those who were 'selected' for the new flats were not even from Erskineville.⁶⁰

Figure 85 – View of one of the designated 'drying courts' of the Erskineville Estate, c. 1938



Source: NSW Land and Housing Corporation

⁶⁰ Volke, H. 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939, Three Case Studies*, Faculty of Architecture, University of Sydney, p. 89.

The original seven blocks in the as-planned park-like layout, and a substantial kindergarten and children's day nursery facility, the Lady Gowrie Children's Centre constructed in 1940, comprise the only completed portion of the planned Erskineville Re-Housing Scheme. Matthew Conlon's (Faculty of Architecture, Design and Planning, University of Sydney) 2007 conference paper on the scheme identifies that:

*"Other blocks were constructed by the Housing Commission in the late 1940s, but this post-War development at the estate was not executed to the original plan of the pre-war Scheme, nor to the same quality of materials and finish. The total development on the site is considerably less than the Re-Housing Scheme as planned and thus remains more an exhibition artefact than a housing solution of any sizeable significance."*⁶¹

Figure 86 – The Estate following construction in 1938



Picture 80 – View of the Estate looking northwest from Elliot Avenue



Picture 81 – View of the Estate looking west along Swanson Street



Picture 82 – View of two of the blocks, facing south on Swanson Street



Picture 83 – Entryway to one of the blocks of flats

⁶¹ Conlon, M., 2007, *Re-Seeing Modernist Fragments: Sydney's Erskineville Re-Housing Scheme, 1938*, Proceedings of the XXIVth International Conference of the Society of Architectural Historians, Australia and New Zealand, p. 7.

It was clear that once the original seven blocks had been constructed and relevant reports submitted, the HIB, which had been given limited powers to start with, was a spent force. It was given no real powers or finance to initiate further projects. Media commentary emerged stating that unnamed members of the HIB were claiming that the government had done nothing more to fulfil its 'slum' clearance and rehousing policy since the erection of the first seven units at Erskineville, and that they felt the HIB was a purely nominal body with no legislative authority and no guarantee its services would be used in 1939.⁶²

By 1940 the HIB found itself '*reduced to plaintive pleas for contact with the Premier and senior ministers, and for pocket money to wind up the Erskineville project with reinstatement of the sports oval.*' Effectively, the HIB continued on as a largely redundant entity, until its last meeting on 2 December 1940. The following year it was replaced by the Housing Commission of NSW, which was given the powers and scope to act that the HIB had been lacking.

The NSW Heritage Commission: 1940s – 1970s

In 1942 the Housing Commission had been established under the *Housing Act 1941*. John Curtin became Prime Minister in 1941, Ben Chifley was appointed Minister of State for post-war reconstruction, and William McKell was the then New South Wales Premier. In this position, McKell instigated a number of 'social welfare reforms', including workers compensation, miners' pensions, and consumer protection law, though he placed particular emphasis on the establishment of the Housing Commission.⁶³

However, in December of that same year and following Japan's entry into World War II, the gravity of the war situation necessitated the virtual suspension of all permanent housing programmed throughout Australia. It was not until 1943 that the 'war position' permitted the resumption of permanent home construction, and even then only projects on a limited scale could be undertaken, with a particular focus on providing housing for returned servicemen.

Consequently, it was not until 1945 that the Commission's extensive programme of construction really began.⁶⁴ By 1948, at the time the southern portion of the Erskineville Estate was constructed, the Housing Commission had been in operation in earnest for three years. By 1945 the '*serious housing difficulties*' of the late 1930s had developed into a '*critical problem*'.⁶⁵ Emphasis was once again placed on redeveloping the 'slum' areas.

The activities of the Commission in 1948 were without precedent. By June of that year, the combined activities of the Commission and the sponsored organisations had resulted in the completion of 12,335 dwellings units (of which 8,864 were permanent homes), whilst another 6,324 homes were under construction and 3,374 had been contracted for but not commenced – a grand total in all of 22,392 homes.⁶⁶

⁶² Volke, H. 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939, Three Case Studies*, Faculty of Architecture, University of Sydney, p. 92.

⁶³ NSW Department of Housing, date unknown, *Celebrating 60 Years of Homes for the People: a Short History of Public Housing in NSW*, Department of Housing: Ashfield, p. 13.

⁶⁴ The Housing Commission of New South Wales Annual Report, 1948, p. 7.

⁶⁵ The Housing Commission of New South Wales Annual Report, 1948, p. 11.

⁶⁶ The Housing Commission of New South Wales Annual Report, 1948, p. 13.

The Increasing Popularity of Flat Buildings as Public Housing

As part of this unprecedented building program, multi-unit construction similar to that seen at the 1938 Erskineville Re-Housing Scheme (comprising predominately three-story walk-up flat buildings) became a standard component of the Commission's building program. The 1948 Annual Report identified that:

*'In the Sydney Metropolitan area the Commission has found it advisable to place greater emphasis upon the construction of multi-unit buildings in order to achieve the optimum economic utilisation of building sites in respect of which all essential services are readily available... this policy permits the maximum advantage to be obtained from short supply materials. In Sydney and Newcastle is also has the advantage of providing the greatest possible number of dwellings close to places of employment... parks and open spaces.'*⁶⁷

By June of 1948 over 500 individual units that formed part of flat buildings were constructed, in construction, or had been commissioned at suburbs throughout New South Wales, including Abbotsford, Arncliffe, Balmain, Bankstown, Belmore, Botany, Brighton-Le-Sands, Campsie, Crows Nest, Croydon, Granville, Henley, Kingsford, North Sydney, Parramatta, Redfern, Riverwood, South Coogee, Strathfield South, Surry Hills, Telopea, Westmead, West Ryde, and Cooks Hill.

These flats were uniformly designed *'with careful regard to the most recent architectural innovations... all flats provided by the Commission will be self-contained units providing all amenities essential to modern living'*.⁶⁸ Examples of such flats are provided in the below figures.

Figure 87 – 'A block of modern flats' at Balmain, c. 1948



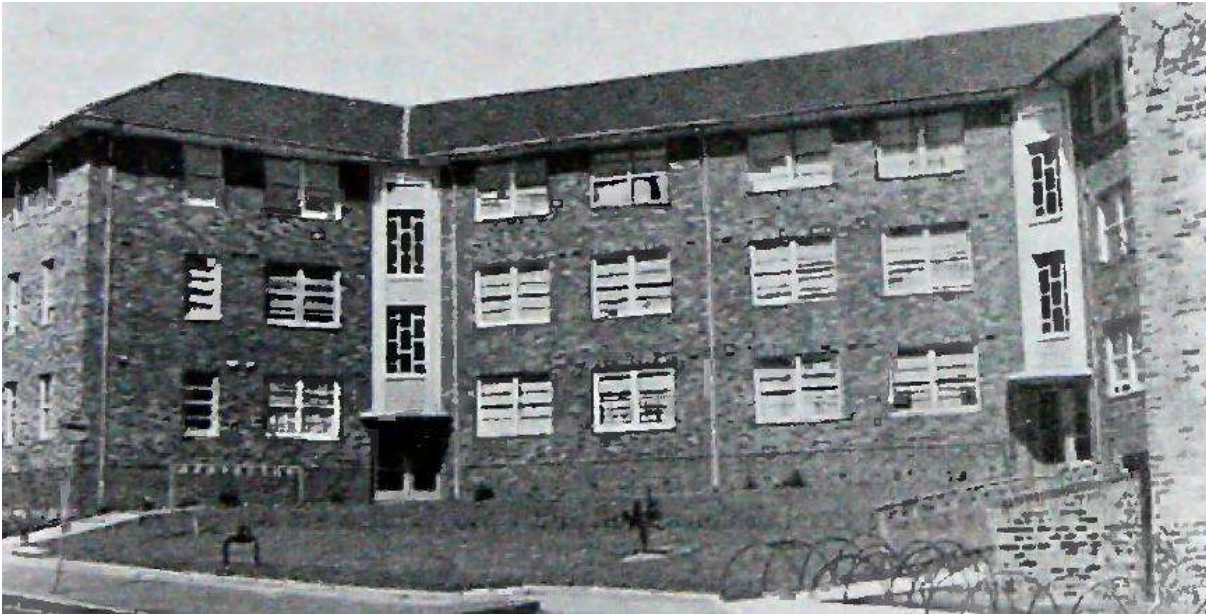
A block of modern flats situated at Balmain. Some twenty-four individual units are provided in these buildings.

Source: *The Housing Commission of New South Wales Annual Report, 1948, p. 23*

⁶⁷ The Housing Commission of New South Wales Annual Report, 1948, p. 24.

⁶⁸ The Housing Commission of New South Wales Annual Report, 1948, p. 24.

Figure 88 – Blocks of flats erected in Devonshire Street, Surry Hills, on a site ‘formerly occupied by slum dwellings’, 1948



Source: *The Housing Commission of New South Wales Annual Report, 1948, p. 20.*

Figure 89 – Comparable public housing flat buildings constructed post-1938



Picture 84 – Yamba Place, South Coogee (Google Streetview 2016)



Picture 85 – Wade Street, Telopea (Google Streetview 2016)



Picture 86 – Eden Street, Arncliffe (Google Streetview 2016)



Picture 87 – Bonds Road, Riverwood (Google Streetview 2016)



Picture 88 – Devonshire Street, Surry Hills (Google Streetview 2016)



Picture 89 – Elizabeth Street, Redfern (Google Streetview 2016)

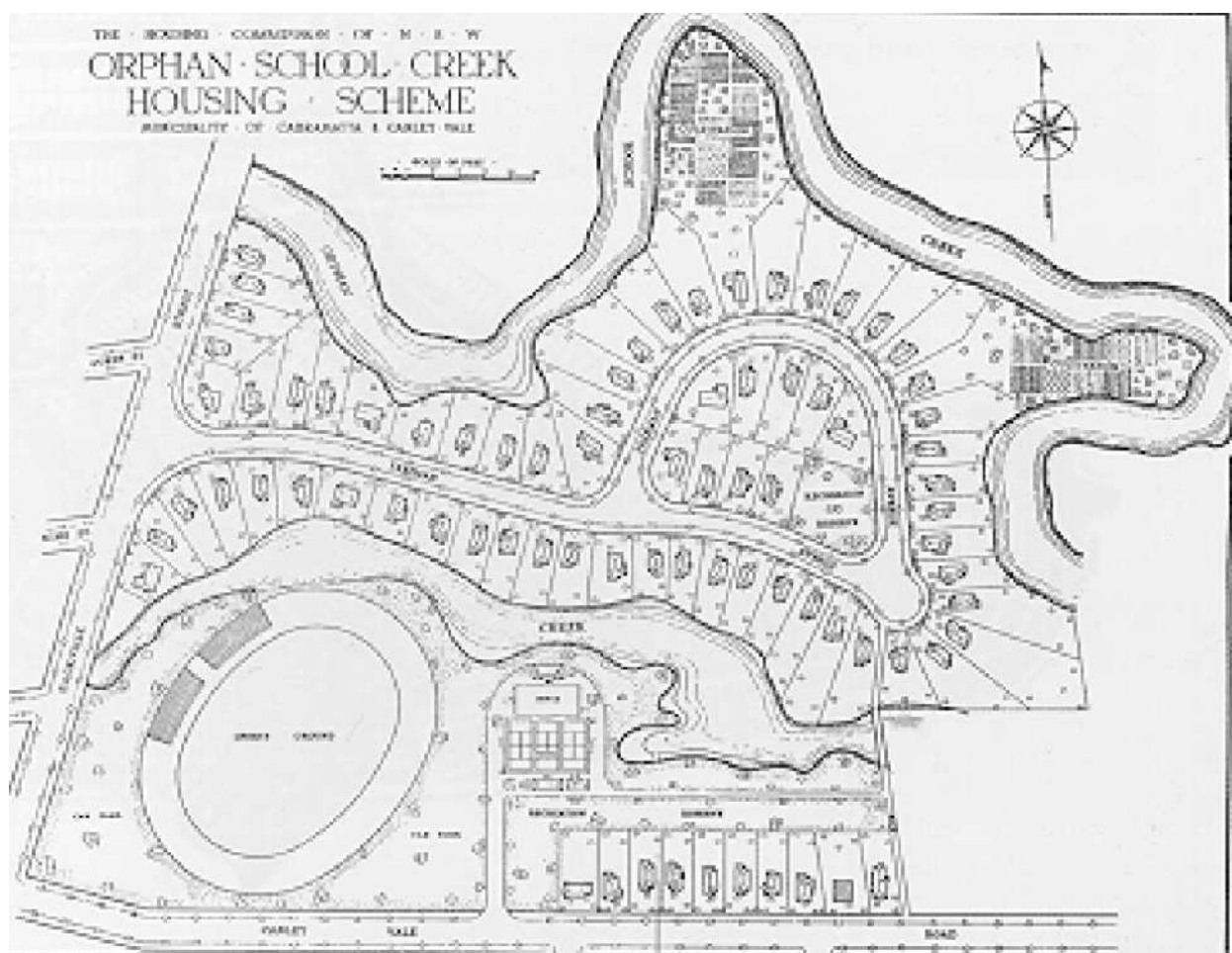
Continuing the Planned Estate

The pre-war housing shortage was exacerbated in the 1940s by the post-war baby boom, as well as the arrival of a large number of migrants in need of housing. Further, the Housing Commission became involved in overarching government economic planning policies, building homes at Muswellbrook, Newcastle and Wollongong to support mining and steel industry projects. This increasing demand for housing saw the introduction of larger scale estates on farmland on Sydney's outskirts.

Neighbourhood Estates

These estates, which utilised modern town planning practices, were at least in part based on the model established by Daceyville and were referred to as the 'neighbourhood estates'.

Figure 90 – A plan of the Orphan School Creek Housing Scheme, constructed c. 1951



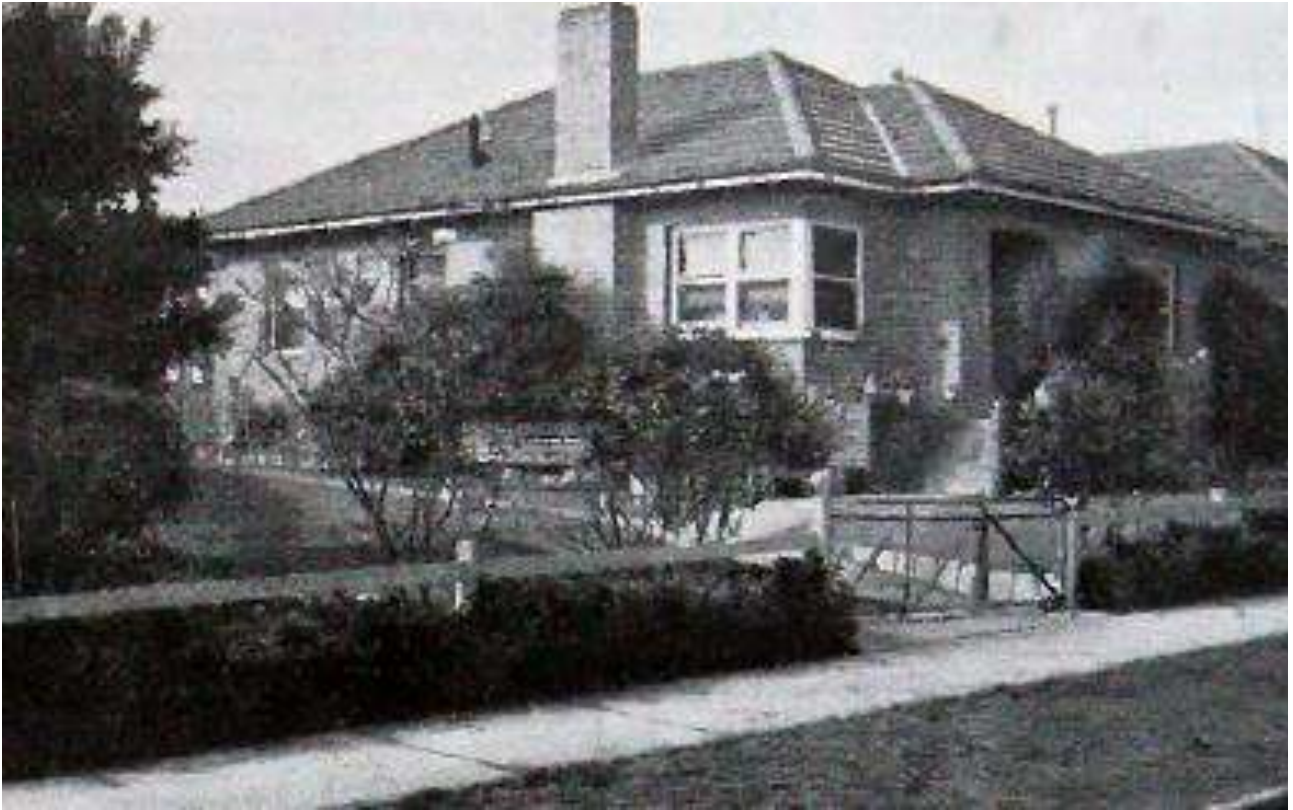
Source: Gregory, J., and Campbell, J., 2002, *A History of Public Housing Design*, prepared for the NSW Department of Housing as part of the Asset Standards Edition 3, p. 6.

The first was built in 1951 at Orphan School Creek in Canley Vale, and was to consist of up to 2000 detached and semi-detached houses built on allotments that were a minimum of 6,000 square feet in size and with a minimum frontage of 50 feet. Neighbourhood estates became the planning theme in 1950s, with the development of large new residential areas in western Sydney including at Ryde, Bexley, Villawood, Maroubra, and Seven Hills.

This was furthered throughout the 1950s with the neighbourhood estate scheme expanded to encompass not just housing but also community facilities including schools, hospitals and shops; examples of this include Ermington, Rydalmere, Dundas Valley, Windale, Unanderra and Berkeley.⁶⁹

⁶⁹ NSW Department of Housing, date unknown, *Celebrating 60 Years of Homes for the People: a Short History of Public Housing in NSW*, Department of Housing: Ashfield, p. 18.

Figure 91 – A typical brick cottage constructed c. 1947 by the Housing Commission in Bexley



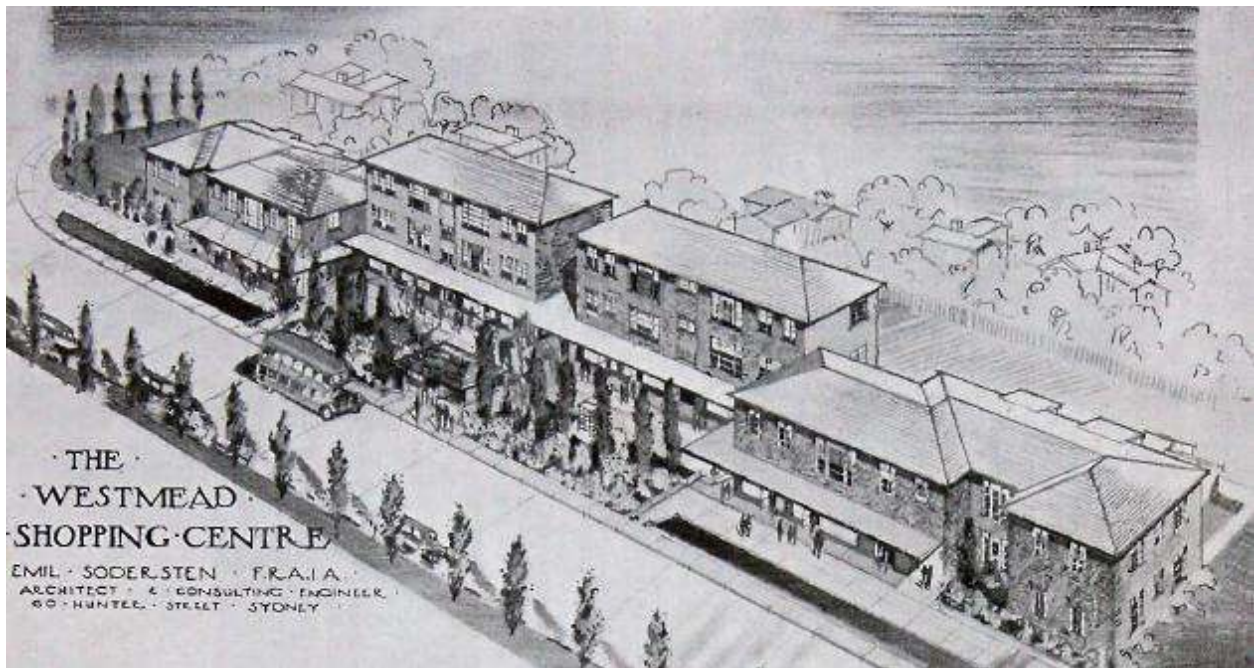
Source: *The Housing Commission of New South Wales Annual Report, 1955, p. 33.*

Figure 92 – View of the development of the Dundas Valley Scheme, c. 1957



Source: *The Housing Commission of New South Wales Annual Report, 1957, p. 6*

Figure 93 – Example of a planned shopping village within an estate, being Westmead in 1948



Source: *The Housing Commission of New South Wales Annual Report, 1948, p. 18.*

Great Estates

Following on from the perceived success of the larger 'neighbourhood estates', the Commission pushed the envelope further again to develop what would become known as the 'great estates'; the first manifestation of this was the Green Valley Estate, which was established near Liverpool in early 1960s. Green Valley was to be the largest estate then attempted, with housing to be provided for up to 25,000 people within 6,000 new properties. In 1963 the much-acclaimed 'Radburn Concept', which had gained favour in the U.S, was incorporated into the town planning model for the suburb of Cartwright within the Green Valley Estate.

Figure 94 – Houses at the Cartwright Neighbourhood within Green Valley



Source: *The Housing Commission of New South Wales Annual Report, 1970, p. 12.*

Figure 95 – Plan of the 'Green Valley Estate', dated 1964. The numbers on the plan denote neighbourhoods within the Estate

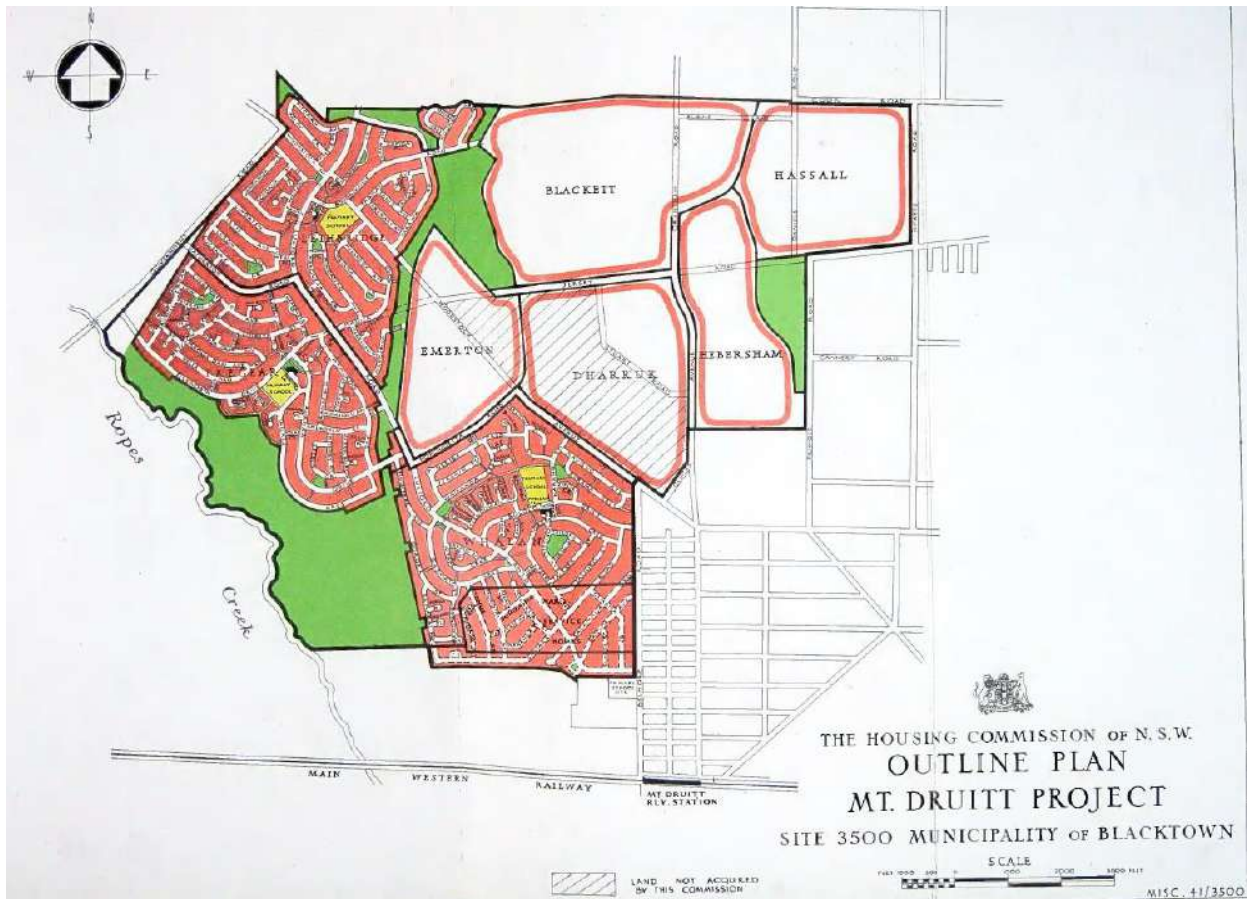


Source: *The Housing Commission of New South Wales Annual Report, 1964, p. 72.*

Soon after, Mount Druitt surpassed Green Valley, with 32,000 people housed in 8,000 properties. Mount Druitt was the first such planned estate to use townhouses rather than cottages, which was seen as a medium density solution to the increasingly limited amount of land available for new development. It was the first suburb to experiment on this scale with replacing the walk-up flats that were so popular in the 1940s and 50s with townhouses.⁷⁰

⁷⁰ Gregory, J., and Campbell, J., 2002, *A History of Public Housing Design*, prepared for the NSW Department of Housing as part of the Asset Standards Edition 3, p. 8.

Figure 96 – Plan of the 'The Mount Druitt Project', dated 1964-65



Source: *The Housing Commission of New South Wales Annual Report, 1964-65*, p. 69.