

WATERLOO SOUTH PLANNING PROPOSAL

HERITAGE IMPACT STATEMENT

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P0019828
PREPARED FOR NSW LAND AND HOUSING CORPORATION

URBIS

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Director, Heritage	Kate Paterson, B Arch, B Arts (Architecture), M.ICOMOS		
Associate Director / Archaeologist	Balazs Hansel, MA Archaeology, MA History		
Senior Heritage Consultant	Ashleigh Persian, B Property Economics, Grad Dip Herit Cons		
Senior Archaeologist	Karyn Virgin, B Arts (Adv.) (Hons Archaeology)		
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EXECUTIVE SUMMARY

Urbis has been engaged by NSW Land and Housing Corporation to prepare the following Heritage Impact Statement for Waterloo South, which forms part of the broader Waterloo Estate precinct. This report refers only to Waterloo South and excludes the Waterloo North and Waterloo Central sites, which make up the remainder of the Waterloo Estate precinct.

This Heritage Impact Statement has been prepared to accompany a Planning Proposal for Waterloo South to amend the underlying planning controls of the site, to facilitate future redevelopment. The key objective of the Planning Proposal is to allow future development of the place which will substantially renew the area and create a mixed-housing precinct, whilst also acknowledging and celebrating the important heritage aspects of the site. This will be supported by a new Metro Station.

This report provides a significance assessment of Waterloo South and its component elements, based on the detailed historical analysis at Section 3, detailed review of the history of public housing in Section 4, and comparative analysis at Section 5. A detailed significance assessment is included at Section 6.

The Planning Proposal as outlined at Section 1.6, has been assessed for its potential heritage impact to the built heritage elements within and surrounding Waterloo South, as well as the potential historical archaeological resource of the site. Impact assessment discussions are included at Section 9 of this report.

METHODOLOGY

This report has been undertaken to respond to the following Planning Proposal requirements.

Table 1 – Planning Proposal Requirements

Requirement	Response
Ensure the historical connections and importance of the Waterloo area to our First Nations people is maintained and strongly reflected in the design of the precinct, the services and employment opportunities provided and maintaining Waterloo as a welcoming and culturally inclusive place;	This is addressed in a separate Aboriginal Cultural Heritage Assessment report prepared by Urbis.
Ensure that throughout the planning and development of the precinct, the capacity building and information sharing with residents (social housing tenants and private owner/occupiers), businesses, Aboriginal elders and local Aboriginal organisations, community organisations, local service providers and other stakeholders is transparent, supportive and open.	This is addressed in a separate Aboriginal Cultural Heritage Assessment report prepared by Urbis.
1.5 Consideration of City of Sydney planning documents, strategies and policies including, but not limited to: <ul style="list-style-type: none"> • Sydney Local Environmental Plan 2012 • Sydney Development Control Plan 2012 	A heritage impact assessment has been undertaken with regard to general heritage conservation principles at Section 9.

Requirement	Response
<p>1.6 Consideration of other relevant strategies, reports, policies and guides including, but not limited to:</p> <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) 	<p>These documents have been considered in the preparation of the impact assessment.</p>
<p>1.8 Outline how the proposal considers the interface with existing and future land uses in the surrounding area including, but not limited to, land at Cope Street, Philip Street, McEvoy Street, Pitt Street and the wider area.</p>	<p>Consideration of the potential heritage impact on interfacing land, including heritage conservation areas, is addressed in Section 9.2 of this report.</p>
<p>1.9 Outline the historical significance of the site and how the proposal intends to be sympathetic to the local heritage assets within and adjacent to the Waterloo Estate and the conservation areas to the north, east and west.</p>	<p>The historical significance of the site is outlined in Section 6 of this report. The heritage impact assessment at Section 9 considers the proposal's response to heritage assets within and surrounding the site.</p>
<p>4.5 Prepare a draft DCP, in a form able to be integrated with the Sydney DCP 2012, including appropriate development controls to inform future development of the precinct including: public domain, street hierarchy and typologies, connectivity, car parking, accessibility, building footprints, detailed building heights including street frontage and podium, setbacks, building typologies, private open space, space for waste management, sun access, public art and heritage.</p>	<p>This is included at Section 10.2 of this report.</p>
<p>4.8 Justify the proposed development standards (height, floor space, heritage and parking). Explain the methodology adopted to ensure planning outcomes, including appropriate transitions to adjoining areas, development that is sympathetic to heritage items, provision of infrastructure and amenity standards including the Apartment Design Guide, are achieved.</p>	<p>This is addressed in the heritage impact assessment included at Section 9.</p>
<p>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.</p>	<p>This report satisfies this requirement.</p>
<p>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).</p>	<p>These documents have been considered in the preparation of this report.</p>

Requirement	Response
<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>An assessment of the potential heritage values of the place has been included in this report at Section 6 and the potential historical archaeological significance has been assessed at Section 8 of this report.</p>
<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>These recommendations have been provided in the form of recommended DCP provisions at Section 10.2 of this report.</p>
<p>11.5 Provide the required DCP provisions.</p>	<p>As above.</p>
<p>11.6 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 is included at Appendix A.</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>This is included in a separate Aboriginal Cultural Heritage study prepared by Urbis.</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>This is included in a separate Aboriginal Cultural Heritage study prepared by Urbis.</p>

Requirement	Response
<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 of the assessment must be documented and notified to OEH.</p>	<p>This is included in a separate Aboriginal Cultural Heritage study prepared by Urbis.</p>
<p>Prepare the required DCP provisions.</p>	<p>These have been included at Section 10.2 of this report.</p>

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Branch guidelines 'Assessing Heritage Significance' (2001) and 'Statements of Heritage Impact' (2002). The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

AUTHOR IDENTIFICATION

The following report has been prepared by Kate Paterson (Director), Balazs Hansel (Associate Director Archaeologist), Karyn Virgin (Senior Heritage Consultant / Archaeologist) and Ashleigh Persian (Senior Heritage Consultant).

The History of Public Housing presented at Section 4 of this report was prepared by Mark Dunn, Historian.

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

ACKNOWLEDGEMENTS

The authors would like to thank the following people for their assistance with the compilation of this document:

- Anthony Mitchell, Senior Heritage Officer, Operational Policy and Standards: Assets, NSW Land and Housing Corporation, Department of Family & Community Services.
- Ian Cady, Planning Director, UrbanGrowth NSW.
- Nick Graham, Consultant, UrbanGrowth NSW.
- Greg Stonehouse from Milne and Stonehouse and Sue Boaden, Cultural Planner.

LIMITATIONS

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

- This report pertains to the Waterloo South portion of the Waterloo Estate Precinct only.
- Internal access to existing built elements within Waterloo South was limited due to existing tenancies and security. No individual units or dwellings have been accessed or inspected in preparation of this report. Access was only gained to a limited number of public areas and floors of some buildings.

The Historical Overviews presented at Sections 3 and 4, and the Comparative Analysis presented at Section 5 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.

SUMMARY BUILT HERITAGE IMPACT ASSESSMENT

The Waterloo South Indicative Concept Proposal as outlined in this report seeks consent to amend the underlying planning controls of Waterloo South, to inform potential future development. These proposed

planning changes will provide for potential future development uplift across Waterloo South, which forms part of the broader Waterloo Estate, to deliver increased housing supply, community facilities and improved urban vitality for the region.

The proposed maximum heights have considered the placement of bulk and scale across Waterloo South to mitigate potential heritage impacts to vicinity HCAs. The scale of future development has generally been massed to place lower-scale development along the interfaces with the more immediate HCAs around Waterloo South. Wide road corridors and landscaping will provide adequate buffer zones along these critical interfaces.

The Waterloo South Indicative Concept Proposal responds to the predominant two-storey built form of the vicinity HCAs. This is achieved through a range of strategies that include setbacks, adoption of dynamic materiality, transition of heights, and the provision of a two-level (ground and first floor) recessed area in new development with a direct interface with an adjoining HCA. This two-level recess allows for the modulation of new buildings to reflect a two-storey pedestrian zone at ground level. It is intended in the later detailed design phases of future development to incorporate site specific façade modulation and articulation which responds to heritage items and HCAs which have direct interface with the new built form, for example, provision of a modulated façade which responds to the traditional terrace housing rhythm.

Internal views of and within the vicinity HCAs will be maintained and generally comprise of extended views along street alignments, which will be maintained. The proposed distribution of potential future development across Waterloo South retains the existing street layout, introduces new streets and visual corridors, and also reconnects Pitt Street to McEvoy Street. These measures ensure that external facing views from within the Waterloo and Redfern Estate HCAs will not be viewing a terminated street configuration with built form blocking views. Rather, street alignments are being maintained, with view lines within and outside of the HCAs. While oblique views of high-scale development will be possible from within HCAs, these are distant views of an already changing urban environment and one which already includes high densities in and around the broader Estate. Continued interpretation and appreciation of each individual HCA will not be detrimentally affected by distant views of high-scale future development.

Overall there will be an acknowledged degree of visual impact as a result of the future redevelopment of Waterloo South. The future redevelopment of Waterloo South in accordance with the Planning Proposal will result in a denser urban environment beyond that which currently exists, providing a substantial increase in housing stock and community facilities in the area. Notwithstanding that there already exists a disparity in scale between the HCAs and the existing building stock, the expanded and more densified development proposed within the Waterloo South Masterplan will increase the existing disparity in scale between Waterloo South and the pedestrian scaled HCAs in the vicinity. While measures have been taken to appropriately respond to the HCAs and provide a transition of scale where possible, they will not prevent the visual prominence of future development. However, it is acknowledged that the proposed future development is replacing an existing urban environment, which has already deviated significantly from the more traditional two-storey scaled HCAs in the area.

HISTORICAL ARCHAEOLOGICAL REVIEW

A detailed Historical Archaeological Assessment (HAA) and Archaeological Research Design (ARD) should be prepared to assess the historical archaeological potential within Waterloo South. The HAA will document the nature, spatial and stratigraphical extent and integrity of the potential archaeological resource and will also provide strategies to manage the identified archaeological resource. The HAA should be prepared as part of the overall development application process and be informed by detailed design of the development.

The relevant approvals process for managing historical archaeological resources will be dependent on the overarching approvals pathway for future works and need to be outlined in the HAA. Future works may or may not trigger the need for permits under the *Heritage Act 1977*.

IMPLEMENTATION PLAN AND STRATEGY

As part of this report, we have included the following sections as part of the 'implementation plan and strategy':

- Heritage Principles to inform future potential development of Waterloo South are included at Section 10.1. The heritage-related principles should be adopted to inform the eventual design of future built form within Waterloo South.

- Development Control Plan (DCP) heritage provisions are outlined at Section 10.2. These have been developed for Waterloo South to guide future development on the site and are based on the above principles. These provisions are heritage-related to ensure that heritage items and conservation areas within Waterloo South and within proximity to Waterloo South are protected and conserved.
- An Interpretation strategy report for Waterloo South is included at **Appendix A**.

1. PREAMBLE

1.1. INTRODUCTION

The Greater Sydney Region Plan and Eastern City District Plan seek to align growth with infrastructure, including transport, social and green infrastructure. With the catalyst of Waterloo Metro Station, there is an opportunity to deliver urban renewal to Waterloo Estate that will create great spaces and places for people to live, work and visit.

The proposed rezoning of Waterloo Estate is to be staged over the next 20 years to enable a coordinated renewal approach that minimises disruption for existing tenants and allows for the up-front delivery of key public domain elements such as public open space. Aligned to this staged approach, Waterloo Estate comprises three separate, but adjoining and inter-related stages:

- Waterloo South;
- Waterloo Central; and
- Waterloo North.

Waterloo South has been identified as the first stage for renewal. The lower number and density social housing dwellings spread over a relatively large area, makes Waterloo South ideal as a first sub-precinct, as new housing can be provided with the least disruption for existing tenants and early delivery of key public domain elements, such as public open space.

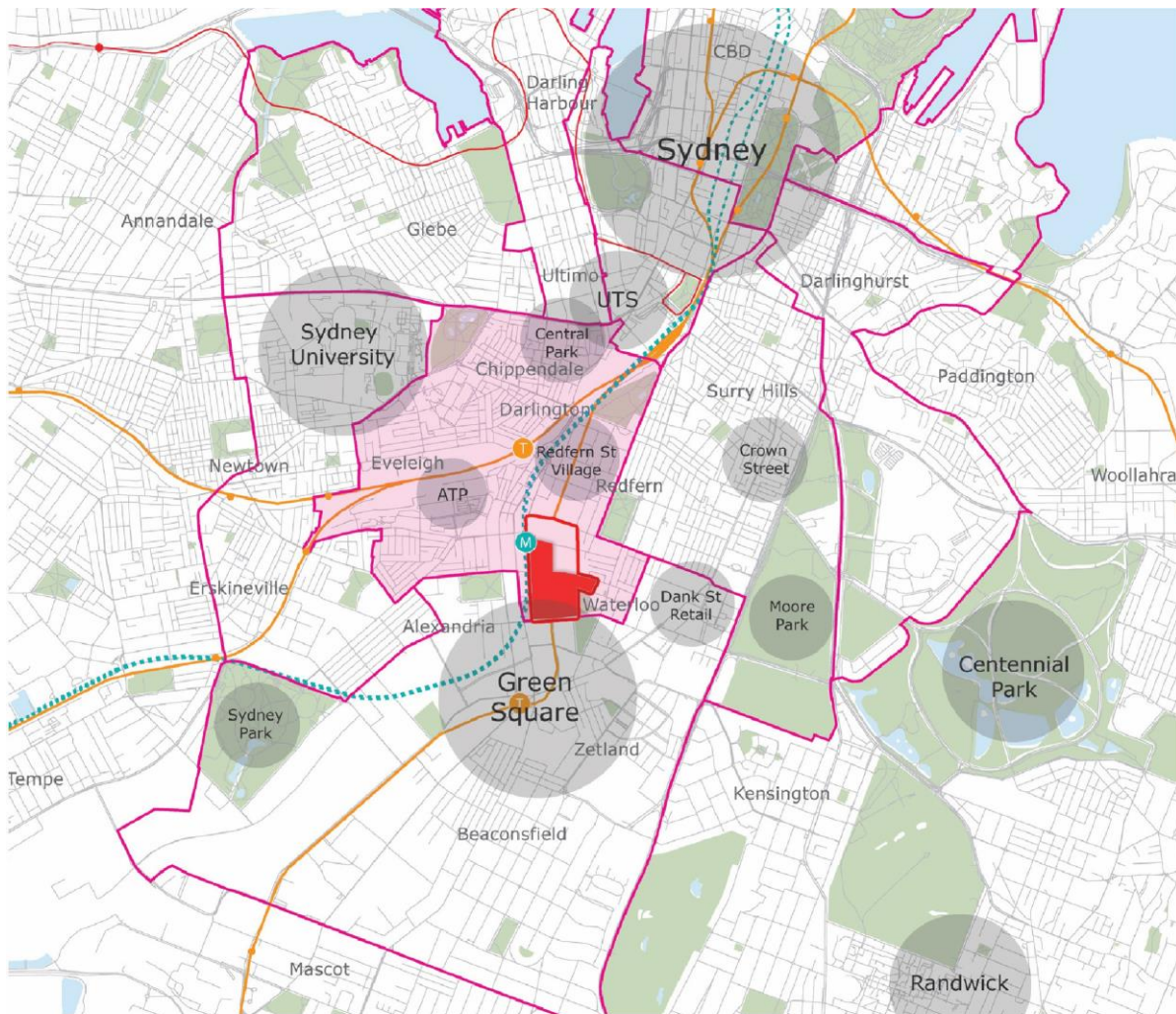
A planning proposal for Waterloo South is being led by NSW Land and Housing Corporation (LAHC). This will set out the strategic justification for the proposal and provide an assessment of the relevant strategic plans, state environmental planning policies, ministerial directions and the environmental, social and economic impacts of the proposed amendment. The outcome of this planning proposal will be a revised planning framework that will enable future development applications for the redevelopment of Waterloo South. The proposed planning framework that is subject of this planning proposal, includes:

- **Amendments to the Sydney Local Environmental Plan 2012** – This will include amendments to the zoning and development standards (i.e. maximum building heights and floor space ratio) applied to Waterloo South. Precinct-specific local provisions may also be included.
- **A Development Control Plan (DCP)** – This will be a new part inserted into ‘Section 5: Specific Areas’ of the Sydney DCP 2012 and include detailed controls to inform future development of Waterloo South.
- **An infrastructure framework** – in depth needs analysis of the infrastructure required to service the needs of the future community including open space, community facilities and servicing infrastructure.

1.2. WATERLOO ESTATE

Waterloo Estate is located approximately 3.3km south-south-west of the Sydney CBD in the suburb of Waterloo (refer to Figure 1). It is located entirely within the City of Sydney local government area (LGA). Waterloo Estate is situated approximately 0.6km from Redfern train station and 0.5km from Australia Technology Park. The precinct adjoins the new Waterloo Metro Station, scheduled to open in 2024. The Waterloo Metro Quarter adjoins Waterloo Estate and includes the station and over station development, and was rezoned in 2019. Waterloo Estate comprises land bounded by Cope, Phillip, Pitt and McEvoy Street, including an additional area bounded by Wellington, Gibson, Kellick and Pitt Streets. It has an approximate gross site area of 18.98 hectares (14.4 hectares excluding roads). Waterloo Estate currently comprises 2,012 social housing dwellings owned by LAHC, 125 private dwellings, a small group of shops and community uses on the corner of Wellington and George Streets, and commercial properties on the south-east corner of Cope and Wellington Streets.

A map of Waterloo Estate and relevant boundaries is illustrated in Figure 2.



Legend

- The Estate
- Waterloo South

Figure 1 – Location plan of Waterloo Estate and Waterloo South

Source: Turner Studio

1.3. WATERLOO SOUTH

Waterloo South includes land bounded by Cope, Raglan, George, Wellington, Gibson, Kellick, Pitt and McEvoy Streets, and has an approximate gross site area of 12.32 hectares (approximately 65% of the total Estate).

Waterloo South currently comprises 749 social housing dwellings owned by LAHC, 125 private dwellings, and commercial properties on the south-east corner of Cope and Wellington Streets. Existing social housing within Waterloo South is predominantly walk up flat buildings constructed in the 1950s and '60s, and mid-rise residential flat buildings (Drysdale, Dobell & 76 Wellington Street) constructed in the 1980s. Listed Heritage Items within Waterloo South include the Duke of Wellington Hotel, Electricity Substation 174 on the corner of George and McEvoy Streets, the terrace houses at 229-231 Cope Street and the Former Waterloo Pre-School at 225-227 Cope Street. The State Heritage listed 'Potts Hill to Waterloo Pressure Tunnel and Shafts' passes underneath the precinct.

A map of Waterloo South and relevant boundaries is illustrated in Figure 2.



Legend

- The Estate
- Private Properties
- Waterloo Metro Quarter
- M Waterloo Metro Station
- Sydney Metro Alignment

Subject to this planning proposal

- Waterloo South

Subject to future planning and planning proposal

- Waterloo North
- Waterloo Central

Figure 2 – Waterloo Precinct

Source: Ethos Urban

1.4. REDEVELOPMENT VISION

The transition of Waterloo Estate will occur over a 20-year timeframe, replacing and providing fit for purpose social (affordable rental) housing as well as private housing to create a new integrated and inclusive mixed-tenure community.

This aligns with Future Directions for Social Housing in NSW – the NSW Government’s vision for social housing. It also aligns with LAHC’s Communities Plus program, which is tasked with achieving three key objectives:

1. Provide more social housing

2. Provide a better social housing experience
3. Provide more opportunities and support for social housing tenants

The following is LAHC's Redevelopment Vision for Waterloo Estate, which was derived from extensive consultation and technical studies:

	<p>Culture and Heritage</p> <ul style="list-style-type: none"> Recognise and celebrate the significance of Waterloo's Aboriginal history and heritage across the built and natural environments. Make Waterloo an affordable place for more Aboriginal people to live and work. Foster connection to culture by supporting authentic storytelling and recognition of artistic, cultural and sporting achievements.
	<p>Communal and Open Space</p> <ul style="list-style-type: none"> Create high quality, accessible and safe open spaces that connect people to nature and cater to different needs, purposes and age groups. Create open spaces that bring people together and contribute to community cohesion and wellbeing.
	<p>Movement and Connectivity</p> <ul style="list-style-type: none"> Make public transport, walking and cycling the preferred choice with accessible, reliable and safe connections and amenities. Make Waterloo a desired destination with the new Waterloo Station at the heart of the Precinct's transport network – serving as the gateway to a welcoming, safe and active community.
	<p>Character of Waterloo</p> <ul style="list-style-type: none"> Strengthen the diversity, inclusiveness and community spirit of Waterloo. Reflect the current character of Waterloo in the new built environment by mixing old and new.
	<p>Local Employment Opportunities</p> <ul style="list-style-type: none"> Encourage a broad mix of businesses and social enterprise in the area that provides choice for residents and creates local job opportunities.
	<p>Community Services, Including Support for Those Who Are Vulnerable</p> <ul style="list-style-type: none"> Ensure that social and human services support an increased population and meet the diverse needs of the community, including the most vulnerable residents. Provide flexible communal spaces to support cultural events, festivals and activities that strengthen community spirit.
	<p>Accessible Services</p> <ul style="list-style-type: none"> Deliver improved and affordable services that support the everyday needs of the community, such as health and wellbeing, grocery and retail options.
	<p>Design Excellence</p> <ul style="list-style-type: none"> Ensure architectural design excellence so that buildings and surrounds reflect community diversity, are environmentally sustainable & people friendly – contributing to lively, attractive and safe neighbourhoods. Recognise and celebrate Waterloo's history and culture in the built environment through artistic and creative expression. Create an integrated, inclusive community where existing residents and newcomers feel welcome, through a thoughtfully designed mix of private, and social (affordable rental) housing.

Source: *Let's Talk Waterloo: Waterloo Redevelopment* (Elton Consulting, 2019)

1.5. PURPOSE OF THIS REPORT

This report relates to the Waterloo South planning proposal. While it provides comprehensive baseline investigations for Waterloo Estate, it only assesses the proposed planning framework amendments and Indicative Concept Proposal for Waterloo South.

The key matters addressed as part of this study, include:

- Assessment of the built heritage significance of Waterloo South.
- Assessment of the potential built heritage impacts of the Planning Proposal on vicinity heritage items and heritage conservation areas.

- Heritage development principles to inform future built form design.

1.6. WATERLOO SOUTH PLANNING PROPOSAL

The planning proposal will establish new land use planning controls for Waterloo South, including zoning and development standards to be included in Sydney LEP 2012, a new section in Part 5 of DCP 2012, and an infrastructure framework. Turner Studio and Turf has prepared an Urban Design and Public Domain Study which establishes an Indicative Concept Proposal presenting an indicative renewal outcome for Waterloo South. The Urban Design and Public Domain Study provides a comprehensive urban design vision and strategy to guide future development of Waterloo South and has informed the proposed planning framework. The Indicative Concept Proposal has also been used as the basis for testing, understanding and communicating the potential development outcomes of the proposed planning framework.

The Indicative Concept Proposal comprises:

- Approximately 2.57 hectares of public open space representing 17.8% of the total Estate (Gross Estate area – existing roads) proposed to be dedicated to the City of Sydney Council, comprising:
 - Village Green – a 2.25 hectare park located next to the Waterloo Metro Station; and
 - Waterloo Common and adjacent – 0.32 hectares located in the heart of the Waterloo South precinct.
 - The 2.57 hectares all fall within the Waterloo South Planning Proposal representing 32.3% of public open space (Gross Waterloo South area – proposed roads)
- Retention of 52% of existing high and moderate value trees (including existing fig trees) and the planting of three trees to replace each high and moderate value tree removed.
- Coverage of 30% of Waterloo South by tree canopy.
- Approximately 257,000 sqm of GFA on the LAHC land, comprising:
 - Approximately 239,100 sqm GFA of residential accommodation, providing for approximately 3,048 dwellings comprising a mix of market and social (affordable rental) housing dwellings;
 - Approximately 11,200 sqm of GFA for commercial premises, including, but not limited to, supermarkets, shops, food & drink premises and health facilities; and
 - Approximately 6,700 sqm of community facilities and early education and child care facilities.

The key features of the Indicative Concept Proposal are:

- It is a design and open space led approach.
- Creation of two large parks of high amenity by ensuring good sunlight access.
- Creation of a pedestrian priority precinct with new open spaces and a network of roads, lanes and pedestrian links.
- Conversion of George Street into a landscaped pedestrian and cycle friendly boulevard and creation of a walkable loop designed to cater to the needs of all ages.
- A new local retail hub located centrally within Waterloo South to serve the needs of the local community.
- A target of 80% of dwellings to have local retail services and open space within 200m of their building entry.
- Achievement of a 6 Star Green Star Communities rating, with minimum 5-star Green Star – Design & As-Built (Design Review certified).
- A range of Water Sensitive Urban Design (WSUD) features.

The proposed land allocation for the Waterloo South precinct is described in Table 1 below.

Table 2 – Breakdown of allocation of land within the Waterloo South

Land allocation	Existing	Proposed
Roads	3.12ha / 25.3%	4.38ha / 35.5%
Developed area (Private sites)	0.86ha / 6.98%	0.86ha / 7%
Developed area (LAHC property)	8.28ha / 67.2%	4.26ha / 34.6%
Public open space (proposed to be dedicated to the City of Sydney)	Nil / 0%	2.57ha / 20.9% (32.3% excluding roads)
Other publicly accessible open space (Including former roads and private/LAHC land)	0.06ha / 0.5%	0.25ha / 2%
TOTAL	12.32ha	12.32ha

The Indicative Concept Proposal for the Waterloo South is illustrated in Figure 3 below.

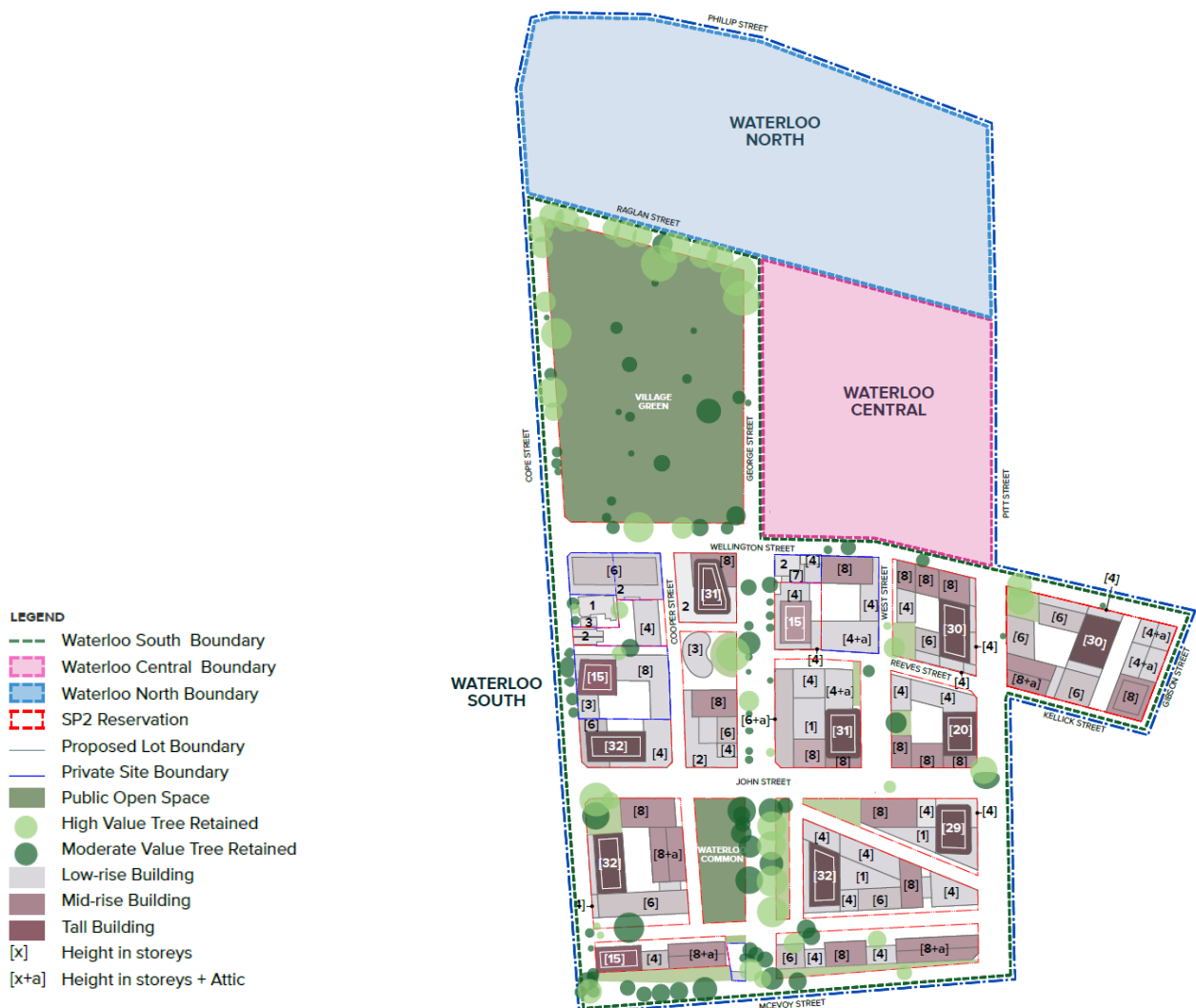


Figure 3 – Indicative Concept Proposal

Source: Turner Studio

2. SITE DESCRIPTION

The subject site Waterloo South forms part of the broader Waterloo Estate precinct.

2.1. EXISTING DEVELOPMENT

Existing development within Waterloo South forms part of the broader Estate development. Existing building typologies within Waterloo South are shown on the following map.



GDA 1994 MGA Zone 56

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Project No: P0019829
Project Manager: Ashleigh Persian

- ▭ Waterloo South
- Privately Owned Land/Land Excluded from Proposed Redevelopment
- Referential Infill Terrace Housing
- Single Storey Units for Aged Tenants

BUILDING TYPOLOGIES IN THE WATERLOO ESTATE Waterloo South Planning Proposal NSW Land and Housing Corporation

- Two Storey Walk-Up Apartment Buildings
- Three Storey Walk-Up Apartment Buildings
- Multi-Storey Walk-Up Apartment Buildings

Source: Urbis

The broader Waterloo Estate (the Estate) comprises land bounded by Cope, Phillip, Pitt and McEvoy Street, including an additional area bounded by Wellington, Gibson, Kellick and Pitt Streets. It has an approximate gross site area of 18.12ha (13.53ha excluding roads). While that part of the Estate south of Raglan Street and west of George Street is relatively flat, the Estate slopes up gently to Phillip Street, and considerably to Pitt Street, to the local high point of Mount Carmel to the south-east.

Waterloo South includes land bounded by Cope, Raglan, George, Wellington, Gibson, Kellick, Pitt and McEvoy Streets, and has an approximate gross site area of 12.32 hectares (approximately 65% of the total Estate).

Waterloo South currently comprises 749 social housing dwellings owned by LAHC, 125 private dwellings, and commercial properties on the south-east corner of Cope and Wellington Streets. Existing social housing within Waterloo South is predominantly walk up flat buildings constructed in the 1950s and '60s, and mid-rise residential flat buildings (Drysdale, Dobell & 76 Wellington Street) constructed in the 1980s.

Listed Heritage Items within Waterloo South include the Duke of Wellington Hotel, Electricity Substation 174 on the corner of George and McEvoy Streets, the terrace houses at 229-231 Cope Street and the Former Waterloo Pre-School at 225-227 Cope Street. The State Heritage listed 'Potts Hill to Waterloo Pressure Tunnel and Shafts' passes underneath the precinct.

The below photographs of the Estate were taken by Urbis over two site visits, which were conducted on the 2nd and 6th of June, 2017.

2.1.1. Single-Storey Units for Aged Tenants

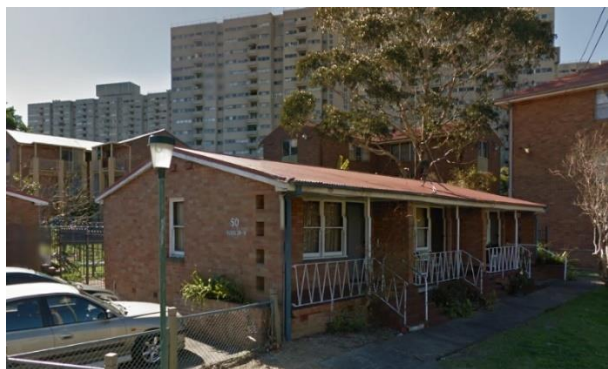
From the early 1950s onwards, single-storey units for aged tenants became an increasingly common feature of the public housing program; by 1963 the 1000th such unit had been constructed within the Estate.

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'.¹

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'.²

Figure 4 – Photographs of single storey units for aged tenants, constructed c. 1962-63 (Urbis 2017)



Picture 1 – Single storey units dated c. 1963, located on the eastern side of Cooper Street



Picture 2 – Single storey units dated c. 1963, located on the western side of Cooper Street

¹ NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.21.

² NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.22.

2.1.2. 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.

Figure 5 – 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 3 – Eastern elevation of one of three of the first blocks, as viewed from George Street



Picture 4 – 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 6 – 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’.³ Typically, units within these buildings were self-contained, with careful attention paid to soundproofing and fire prevention, as well as ‘open layout planning’; intended to maximise internal living space.⁴

Examples of these building types present at the Estate 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 7 – Multi-storey walk-up apartment buildings located in the Estate, constructed in the 1960s (Urbis 2017)



Picture 5 – ‘Madden Place’ (c. 1966), located on the western side of Pitt Street/southern side of Kellick Street



Picture 6 – The southern elevation of the walk-up flat building at 339-341 George Street, taking from McEvoy Street



Picture 7 – Southern elevation of walk-up flats at 247-251 Cope Street, facing north from McEvoy Street



Picture 8 – 249 Cope Street, facing east

³ NSW Housing Commission Annual Report for Year Ending 30 June 1959, p.17.

⁴ NSW Housing Commission Annual Report for Year Ending 30 June 1948, p.25.



Picture 9 – Typical walk-up buildings at 6-8 John Avenue



Picture 10 – Typical walk-up buildings facing north along Cooper Street, with Matavai and Turanga visible in the background

2.1.2.1. Dobell and Drysdale

Variations to the standardised typology within the 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.⁵ 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.

Figure 8 – Dobell and Drysdale, constructed c. 1983 (Urbis 2017)



Picture 11 – Principal elevation of ‘Drysdale’ from Pitt Street



Picture 12 – Detailed view of the principal elevation of ‘Drysdale’ from Pitt Street

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

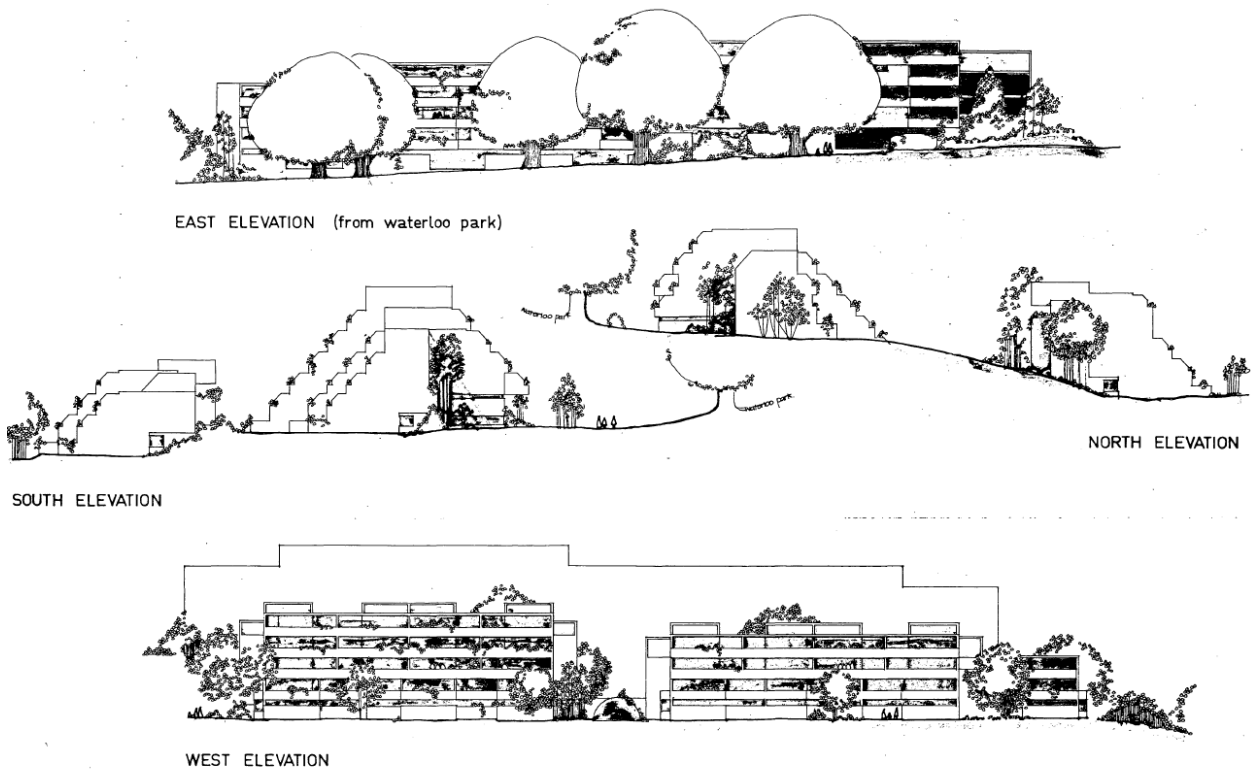


Picture 13 – Eastern elevation of 'Dobell', facing south along Pitt Street



Picture 14 – Southern elevation of 'Dobell', taken from McEvoy Street

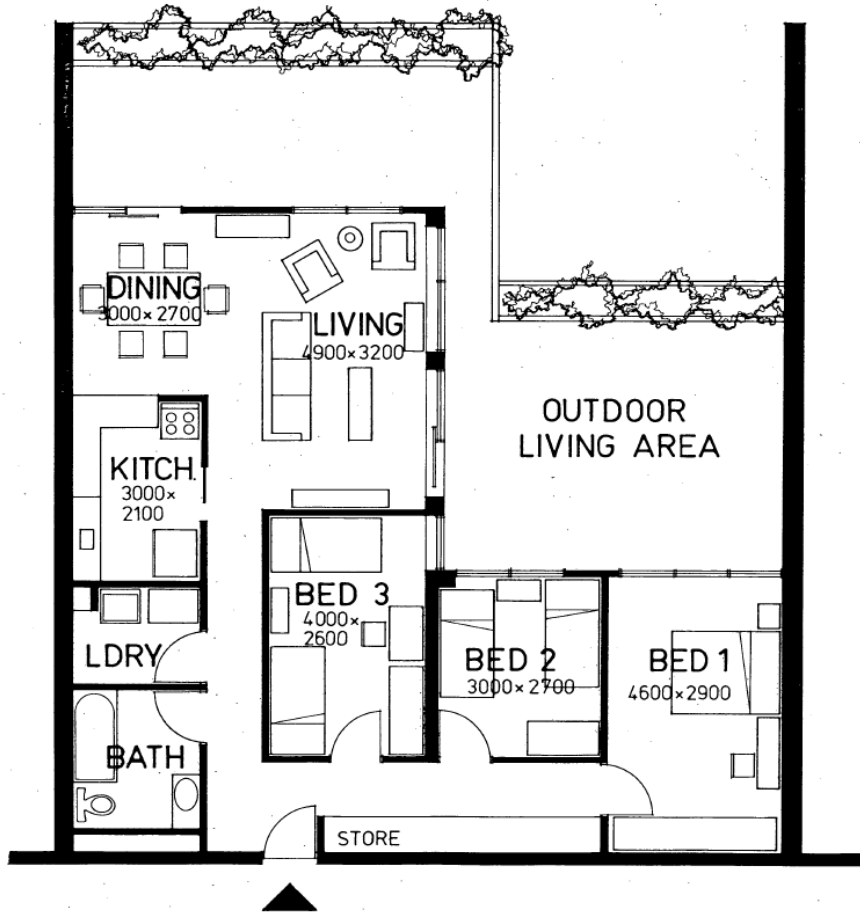
Figure 9 – Elevations of 'Dobell'



SCALE 1:200

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

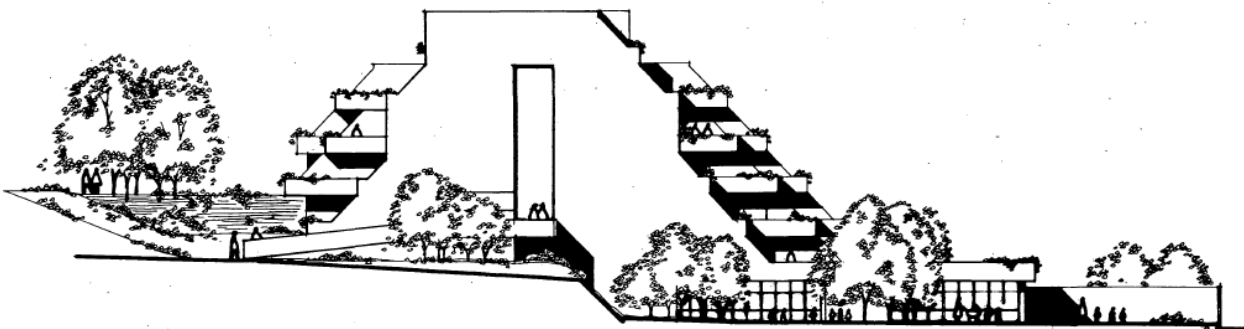
Figure 10 – Typical three-bedroom apartment layout within 'Dobell' and 'Drysdale'



TYPICAL 3 BEDROOM APARTMENT

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

Figure 11 – North elevation of 'Drysdale'



NORTH ELEVATION

SCALE 1 : 200

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

2.1.3. 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 Estate.

Within the current Estate, 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 12 – Aerial view of the referential infill development on Cooper Street



Source: Google Satellite Image; 2017

Figure 13 – 1980s referential infill development on Cooper Street (Urbis 2017)



Picture 15 – Referential infill development at 97-109 Cooper Street



Picture 16 – Referential infill development at 111 Cooper Street

2.1.4. Privately Owned Buildings and/or Heritage Items Located within the Estate

A number of privately owned buildings and/or locally listed heritage items are located within the Estate. 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; and
- Locally heritage listed rehabilitated terrace housing located at 229-231 Cope Street.

Photographs of these items are provided below.

Figure 14 – Privately owned buildings and/or locally heritage listed items located within the Estate (Urbis 2017)



Picture 17 – Privately owned commercial warehouse building at 116 Wellington Street



Picture 18 – Privately owned commercial warehouse building at 221-223 Cope Street



Picture 19 – Privately owned buildings (former childcare centre) which are also heritage listed, located at 225-227 Cope Street



Picture 20 – Rehabilitated terrace houses, which are also locally heritage listed, located at 229-231 Cope Street



Picture 21 – Privately owned land at 233 Cope Street



Picture 22 – Rear elevation of privately owned land at 233 Cope Street



Picture 23 – Privately owned and locally heritage listed sub-station fronting McEvoy Street (address being 336 George Street)



Picture 24 – Privately owned and locally heritage listed Duke of Wellington Hotel with associated contemporary residential development to the left of frame

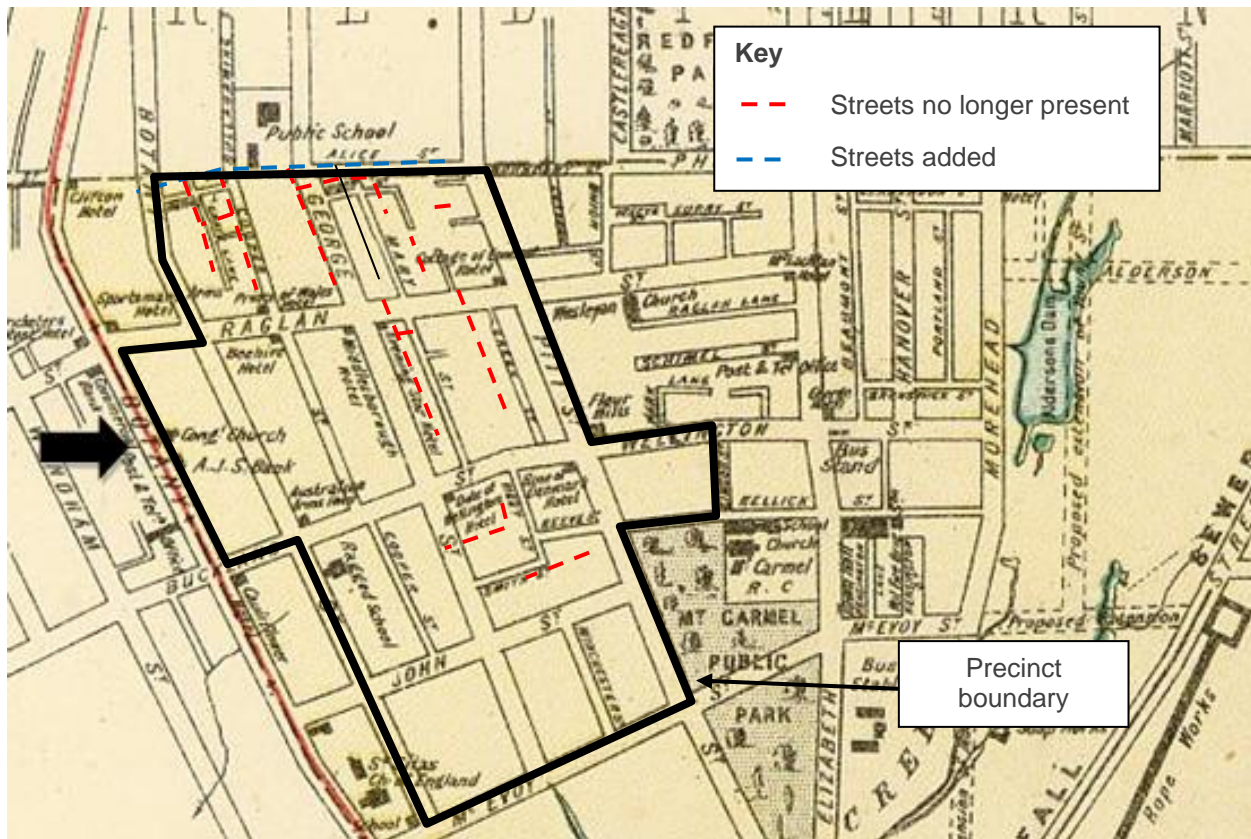
2.1.5. Street Pattern/Layout

The street pattern/layout within the Estate generally follows that which was established when the land was first systematically developed, c. 1880s. This is shown in Figure 15, below.

By the 1940s, this street pattern/layout had been subject to moderate change in comparison to the c. 1890 layout, as shown in Figure 16, below. The most dramatic changes to the early street layout occurred as part of the general 'slum clearance' program that was undertaken at the Estate, and particularly in association with the construction of the Endeavour Estate.

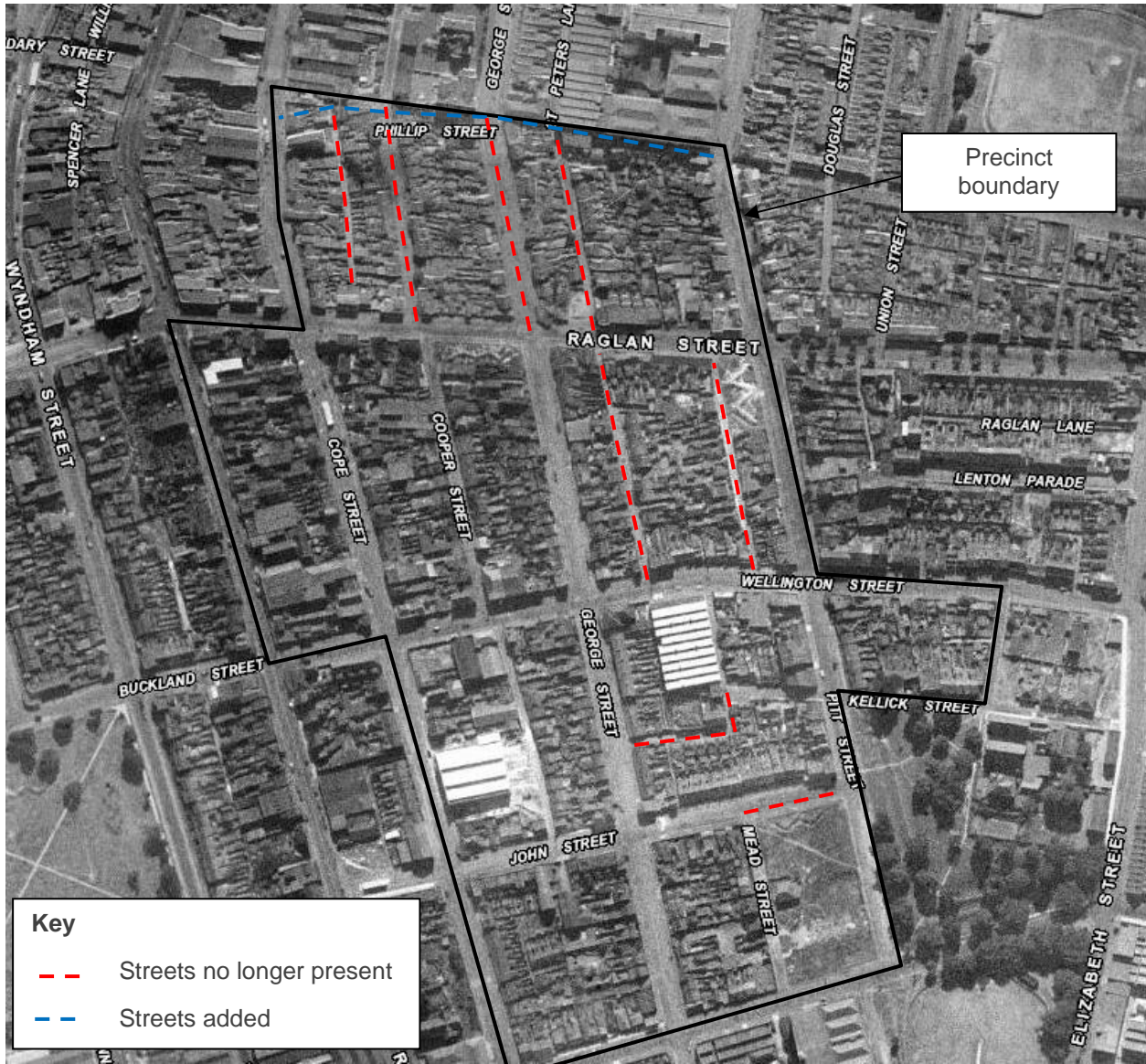
Streets that have since been removed are shown in red in the below figures, whilst streets that have since been established (being limited to Phillip Street along the northern boundary of the Estate) are shown in blue. Typical streetscape views within the Estate are shown in the photographs at Figure 17, also below.

Figure 15 – The street pattern of the Estate in 1890. Streets removed and added since this time are indicated



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

Figure 16 - 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 17 – Typical streetscapes and general views within the Estate (Urbis 2017)



Picture 25 – Facing north along Pitt Street from Kellick Street



Picture 26 – Facing west along Wellington Street



Picture 27 – Facing south from the Endeavour Estate towards Raglan Street



Picture 28 – Facing north along George Street from McEvoy Street, showing a pedestrianised section of road

2.1.6. Public Art

Within the Estate 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 3 – Summary of public art pieces within the Estate

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

Name	Description	Location and Date	Comment
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
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



Picture 29 – The 'Rock', located between Matavai and Turanga and installed to commemorate the queen's opening of the towers in 1967



Picture 30 – The 'Anchor', located between Matavai and Turanga, which forms part of the overarching maritime motif also expressed by the two towers



Picture 31 – 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 32 – Captain Cook Sundial and Plaque (Source: <http://www.cityartsydney.com.au/artwork/captain-cook-sundial-and-plaque/>)

2.1.7. Landscaping and Vegetation

The entirety of the 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 Estate is therefore not historic.

An assessment of vegetation within the Estate 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 Estate, 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 Estate, 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 discussed at Section 4.4.1 of this report.

Figure 18 – Aerial view of open, landscaped areas within the Estate



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

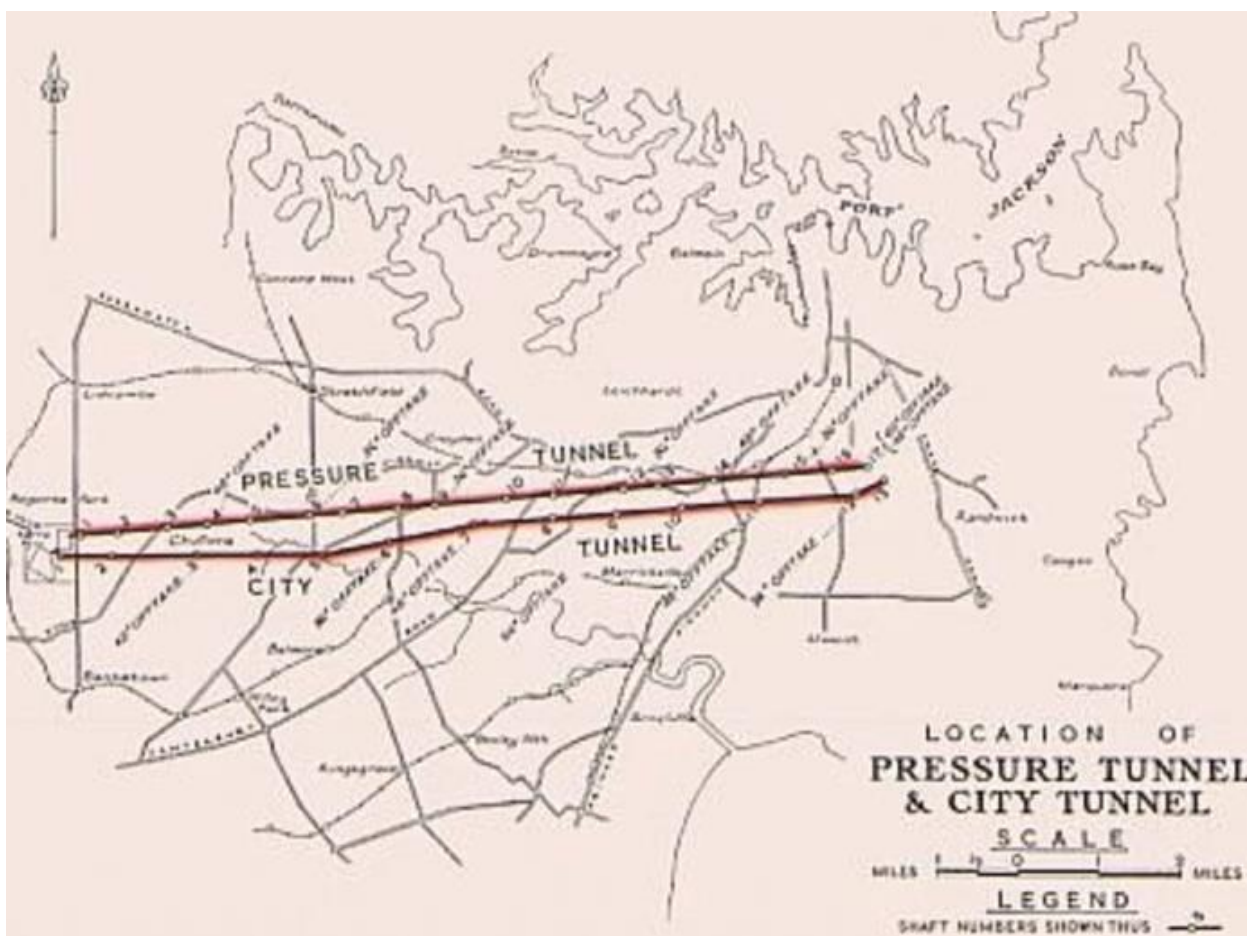
2.1.8. Services

A known historical service, being the *The Potts Hill to Waterloo Pressure Tunnel and Shafts*, are located underneath the Estate; the Pressure Tunnel extends east-west across the Estate in its southern portion, as shown in Figure 19, 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 19 – 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

2.2. HERITAGE LISTINGS

There are a number of listed heritage items and heritage conservation areas (HCAs) located within and in the vicinity of the Estate. Those heritage items located within the Estate are shown in Figure 20. Physical descriptions of the heritage items are provided on the NSW Office of Environment and Heritage Database for each item as outlined below.



Figure 20 – Extract of heritage map showing the heritage items within Waterloo South
 Source: Sydney LEP 2012, Heritage Map with Urbis Overlays

2.2.1. Items Located within Waterloo South

“Duke of Wellington Hotel including interior” — 291 George Street, Waterloo (Item I2085)

“The hotel is a two storey Inter-War Free Classical style building with a hipped roof.

The ground level façade features cream coloured tiles on the walls under the awning. The timber joinery for the doors and windows is painted in Brunswick green. The first level is face brickwork with rendered bands beneath and above the windows. Blind arches and motifs are displayed on the window heads. A balcony protrudes on the northern façade which is highlighted by two rusticated columns, a semi-circular vault, a flag pole and the hotel name embossing. The windows are timber framed double sashes. The roof is currently clad with concrete tiles.

The hotel has a single storey component at the southern end of the western elevation and a first level extension with fibro sheeted walls on the eastern end of the northern elevation.”

Figure 21 – Duke of Wellington Hotel, George Street elevation.

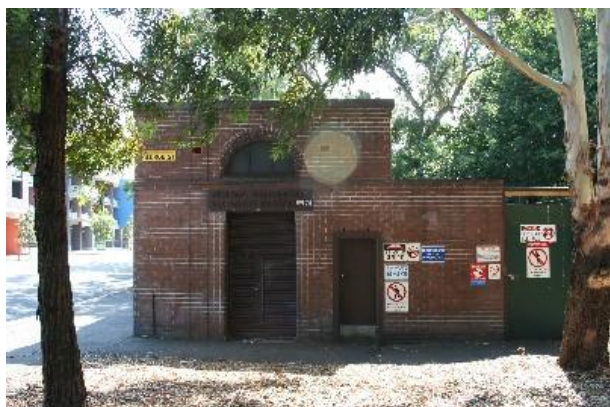


Source: Office of Environment & Heritage, Undated, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2420823#ad-image-0>, Accessed August 2017

“Electricity Substation 174”, 336 George Street, Waterloo (Item I2086)

“A single-story face brick building, with a flat roof and brick walled transformer yard to the right of the main building. Entry is via a central roller door, with a decorative pediment and fanlight above. A personnel door is located to the right of the roller door. The George Street substation is a modest purpose designed and built Interwar structure. It was built by the Municipal Council of Sydney during the period of rapid expansion of the electricity network into the suburbs”.

Figure 22 – View of Substation 174.



Source: Office of Environment & Heritage, Undated, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=3430543#ad-image-0>, Accessed August 2017.

“Terrace Houses”, 229-231 Cope Street, Waterloo (Item I2078)

“A pair of two storey Victorian terrace houses, the buildings feature a pitched roof, French doors flanked with windows at first level and two windows at ground level. Two chimneys standing on the middle of the ridge are important features of the pair. To the rear are double storey structures adjoining the front house. The buildings are significant as an intact terrace pair, representing Victorian land subdivision and residential development c1880. A good example of terrace housing in Waterloo area. The pair may also have associations with the former Waterloo School at 225 Cope St which dates from c.1850”.

Figure 23 – View of terrace pair from Cope Street.



Source: Google Street View, 2016.

“Former Waterloo Pre-School (225 Cope Street) including interior”—225-227 Cope Street, Waterloo (Item I2077)

“Single storey Victorian brick building with a main roof gabled to the sides, and a central projecting wing to the front with a gabled parapet, giving the building a “T” plan form. Corrugated metal roof. Detailing is simple indicating the Congregational (non-conformist) love of simplicity. Windows are simple timber double-hung sashes of tall rectangular proportions with simple square heads, rendered sills and no other decoration.

The Waterloo Congregational Chapel - Waterloo Ragged School - Sydney City Mission Waterloo Kindergarten building has clear historic, social and aesthetic significance. The building is of historical and social significance as it provided moral support and education for the underprivileged local residents, particularly the children of the poor, during a period when Waterloo was one of the most disadvantaged areas of Sydney.

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

Figure 24 – Former Waterloo Pre-School as viewed from Cope Street.



Source: <https://www.domain.com.au/property-profile/225-227-cope-street-waterloo-nsw-2017>.

Potts Hill to Waterloo Pressure Tunnel and Shafts

The Potts Hill to Waterloo 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. This item extends east-west across the Estate in its southern portion.

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.

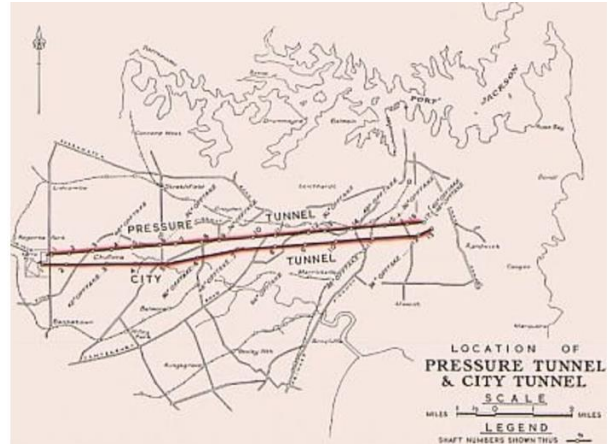
Seventeen shafts were constructed along the Pressure Tunnel. Of these Shaft 1 is in Rookwood Road near Potts Hill Pumping Station. Shaft 17 is located at Bourke Street, Waterloo, at the former Sydney Water Central Workshops to the east of the Estate. Shafts 2, 3, 7, 8, 13 and 16 have all been filled. Shaft 5 is the dewatering shaft that is located at Therry St and discharges into the Cooks River. Shaft 11 is another dewatering shaft which discharges into Hawthorne Canal. Shaft 4 is located on Roberts Road, Shaft 12 on Chester St at Petersham, Shaft 14 on Station St at Newtown and Shaft 15 on Newton St. Shaft 6 (also referred to as Offtake Shaft No. 2) sees a change in tunnel levels. The Tunnel level was raised by 36m. Shaft 9 is also referred to as Offtake Shaft No. 3 and Shaft 10 is referred to as Offtake Shaft No. 3A. The Shaft structures were constructed at each shaft and are considered to be components of the Pressure Tunnel and shafts. The shaft structures or Pressure Tunnel buildings provide for access to each of the shafts and internal components.

The shafts are metal lined and there are eleven Pressure Tunnel buildings, the first located at Potts Hill and the final one being the Central Workshops. Other buildings are located along the western railway line at Newtown, at Weston St in Lewisham, Watson Ave Ashfield, and St Anne's Square at Strathfield South. The Pressure Tunnel is of high historical and technical significance as it represents a successful engineering response to the difficulties of increasing the volume of water from the Potts Hill Reservoir to the Pumping Station at Waterloo, a historically critical link in the water supply of Sydney. It is the third largest pressure tunnel in the world, representing a significant achievement in the provision of a dependable water supply by the Government and Water Board during the inter-war period.

Figure 25 – The Pressure Tunnel and Shafts (Source: NSW Heritage Office; Database Number 5053868)



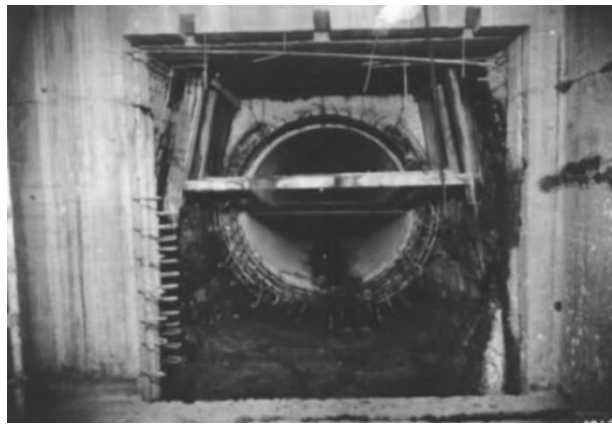
Picture 33 – Indicative view of the Pressure Tunnel



Picture 34 – Alignment of the Pressure Tunnel and Shafts



Picture 35 – Construction of the Pressure Tunnel between 1921 and 1935



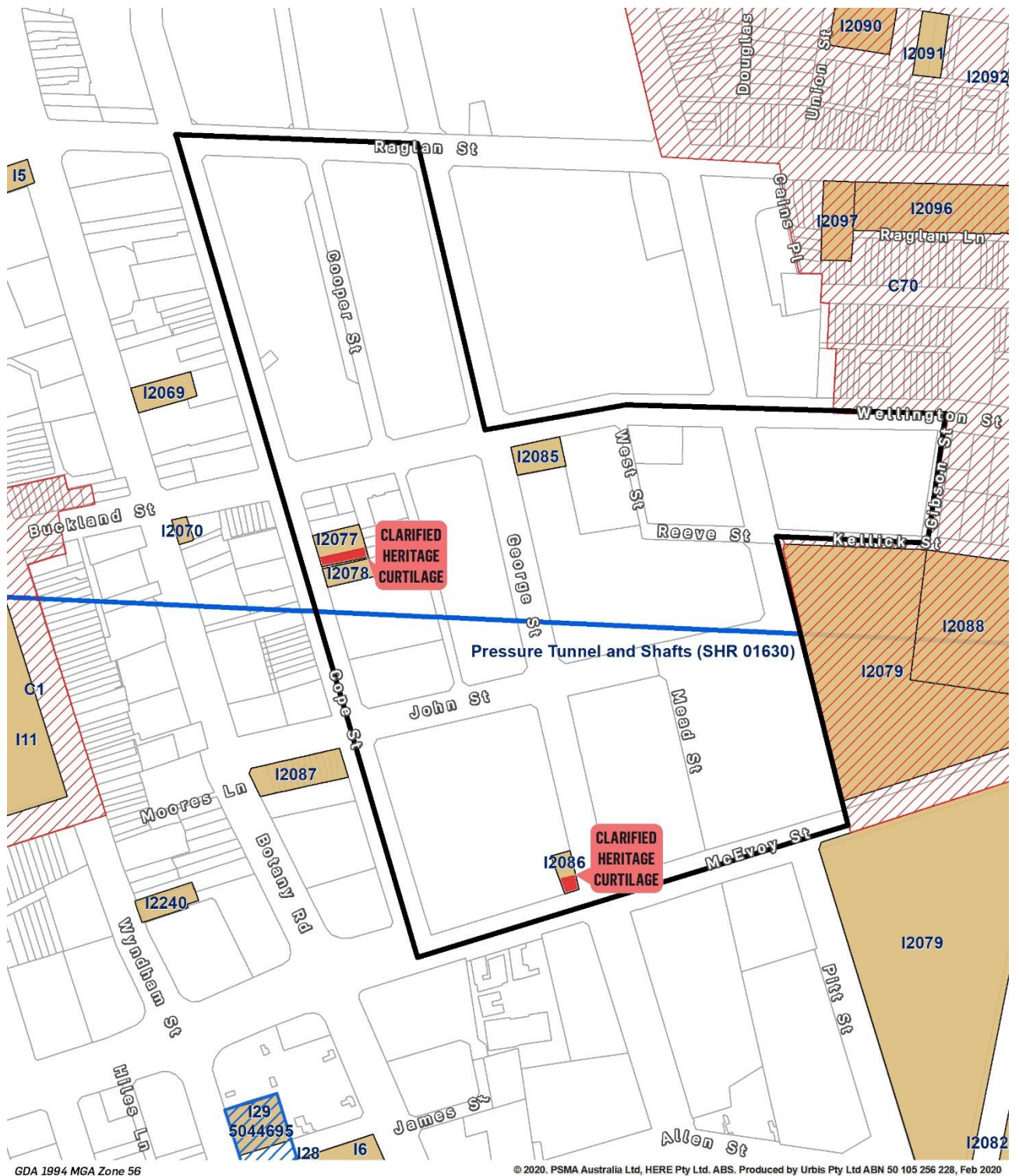
Picture 36 – Indicative view of the Pressure Tunnel

2.2.2. Clarification Regarding Local Heritage Items within Waterloo South

For clarification with regards to errors in the Sydney LEP Heritage Mapping/Schedule 5: Environmental Heritage:

- Although not shown on the heritage map, it is considered that listing I2077, being the “Former Waterloo Pre-School including interior” located at 225-227 Cope Street extends south to include Lot 4 DP 10721;
- Although not shown on the heritage map, it is considered that listing I2086, being the “Electricity Substation 174” extends to encompass the entirety of Lot 3 DP 10686.

These clarifications are shown in Figure 26, overleaf.



GDA 1994 MGA Zone 56

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Project No: P0019829
Project Manager: Ashleigh Persian

HERITAGE MAP SHOWING HERITAGE ITEM CLARIFICATIONS Waterloo South Planning Proposal NSW Land and Housing Corporation

- Waterloo South
- State Heritage Act
- Conservation Area - General
- Item - General
- Clarified Heritage Curtilages

Figure 26 – Revised heritage map for Waterloo South, showing identified clarifications

Source: Sydney Local Environment Plan (LEP) 2012 Heritage Map (010 and 017) with Urbis overlays (Estate shown outlined in yellow)

2.2.3. Summary of Heritage Items/Heritage Conservation Areas in the Vicinity of the Estate

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



Picture 37 – View of George Street.



Picture 38 – View of great Buckingham Street.



Picture 39 – View of Redfern Street.



Picture 40 – 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 28 – Selection of views from within the Waterloo Heritage Conservation Area (Source: City of Sydney; Database Number 2421505)



Picture 41 – View of Lenton Parade.



Picture 42 – View of Walker Street.



Picture 43 – View of Clarendon Street.



Picture 44 – View of Kensington Lane.

“Waterloo Park & Oval including grounds and landscaping” (Item I2079), located adjacent to the precinct on Elizabeth Street

“Waterloo Park is bounded by Elizabeth, Allen, Pitt and Kellick Streets, Waterloo. The land here was a diverse wetland, comprising lowland, swamps and streams, along with ‘undulating land, sandy soil covered with low scrub’. After European settlement the area was important as an urban water supply, and also irrigated numerous market gardens producing vegetables for the city. The park site was significantly modified with fill material prior to its establishment. Port Jackson Figs dominate the planting structure with 37 examples forming an avenue along McEvoy Street which runs through the centre of the park. There is another example in the adjoining grounds of Mount Carmel School. Other trees in Waterloo Park include 10 Moreton Bay Figs and two Deciduous Figs along with Coral Trees, Paperbarks and Brush Box. The structures or facilities in park of certain significance include: the stand at north part of the park, concrete ribbed retaining wall, sports oval, and the rink at the south part.”



Figure 29 – View of park from corner of McEvoy Street and Elizabeth Street.

Source: <http://www.raineandhorne.com.au/newtown/properties/846-elizabeth-street-waterloo-2017-new-south-wales-b4959b31-3f72-4844-87bc-4f54b9b6679f>.

“Cauliflower Hotel including interior” (Item I2070), 123 Botany Road, Waterloo

“The Cauliflower Hotel is a good example of a mid- Victorian hotel in the Georgian style and was built in c1862 by George Rolfe who was a leaseholder and a market gardener. The hotel was under the ownership and operation by the Rolfe family until 1920s, and later by Tooheys and Tooth & Co. The name "Cauliflower Hotel" is associated with former market gardens on the site which were said to be used for cauliflower growing. The hotel has been continually licensed since its establishment. This Georgian style building and the unique cauliflower sign is the landmark on Botany Road.”



Figure 30 – Cauliflower Hotel, Wellington Street elevation.

Source: Office of Environment & Heritage Undated, <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420462> Accessed August 2017.

“Former CBC Bank including interior” (Item I5), 60 Botany Road, Alexandria

“The Former CBC Bank is a good example of the Victorian Italianate architectural style by prominent government architect Mansfield. It is a landmark building located on a prominent corner site.”



Figure 31 – Former CBC Bank, Henderson Road elevation.

Source: Office of Environment & Heritage, 2013, <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420460>, Accessed August 2017.

“Cricketers Arms Hotel” (Item I4), 56-58 Botany Road, Alexandria

“A three storey Federation Free style hotel with rendered parapet, moulded window surroundings and tiled ground floor walls. Represents a good example of its architectural style on a prominent corner site. It makes a strong contribution to the streetscape of Botany Road and Henderson Street.”



Figure 32 – Cricketers Arms Hotel, Henderson Road elevation.

Source: Office of Environment & Heritage, Undated, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2420459#ad-image-0>, Accessed August 2017

“Terrace House/Shop including interior” (Item I1345), 189 Pitt Street, Redfern

“Rendered brick, parapeted, two storey Victorian Filigree style terrace house, with later shop modifications. The terrace features a first floor balcony with decorative cast iron balustrade. The ground floor features a timber shopfront with large timber framed shop windows and central timber framed and panelled doors. A good example of a terrace house with ground level shop which is rare for a non-corner site. Of historical significance demonstrating residential and commercial development in the local area after the estate subdivision. Of aesthetic significance as an Italianate terrace house.”



Figure 33 – Terrace house/shop, Pitt Street elevation.

Source: Office of Environment & Heritage, Undated, Image by B Thomas, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2421137#ad-image-0>, Accessed August 2017.

“Terrace Group ‘Gordon Terrace’ including interiors” (Item I2087), 1-25 John Street, Waterloo

“A group of twelve two storey mid Victorian filigree terrace houses constructed of rendered masonry with painted timber curved head double hung windows at ground floor level and timber French doors to the first floor level, cast iron decoration to the verandas and a parapet roof. The terrace group is terminated at each end by a two storey commercial building built to the boundaries also constructed of rendered masonry with a decorative rendered parapet screening a corrugated iron skillion roof. The buildings are a representative example of a mid-Victorian terrace constructed c. 1885 during the key period of subdivision and subsequent development of Waterloo.”



Figure 34 – Terrace Group ‘Gordon Terrace’ as viewed from John Street.

Source: Office of Environment & Heritage, Undated, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2420839#ad-image-0>, Accessed August 2017.

“Former Somerset Hotel including interior” (Item I1346), 191 Pitt Street, Redfern

“The subject site contains a two storey Victorian corner hotel. It features with tiled walls at ground level under the suspended awning, rendered brick at upper level and hipped corrugated metal roof. The Phillip St façade has two types of windows: semi-circular arched and rectangular. Two chimney shafts projecting from the roof form important roofscape elements along Pitt and Phillip Streets. The hotel originally had a projecting balcony wrapping the corner and extending to Phillip St. Historically significant as the site has historical associations with hotel use since 1858, and the Somerset Hotel appears to have been constructed circa 1881, the hotel appearing under that name in Sands Directory in 1882. Aesthetically significant as a simple late Victorian era corner hotel.”



Figure 35 – Former Somerset Hotel, Pitt Street elevation.

Source: Office of Environment & Heritage, Undated, Image by B Thomas, <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2421138#ad-image-0>, Accessed August 2017..

“Our Lady of Mt Carmel Church and School Buildings including interiors and grounds” (Item 2088), 2-6 Kellick Street, Waterloo

“The Our Lady of Mount Carmel Church and School has local historic, social and aesthetic significance as a good example of a Victorian school and church complex located on a prominent hill and dating from the key period of development of Waterloo. It has provided educational facilities and a place of worship to the local community continuously since the 1850s. Site includes a Victorian Gothic Style Church, presbytery and school buildings located in a prominent location on a hill adjacent to Waterloo Park. The site faces Elizabeth Street to the east, Kellick Street to the north, and Waterloo Park to the west and south.”



Figure 36 –Our Lady of Mt Carmel Church and School Buildings

Source: Office of Environment & Heritage, Undated, Image by C. Kemp. Access August 2017.

3. HISTORICAL OVERVIEW OF THE BROADER ESTATE

3.1. COLONIAL LAND GRANTS: THE WATERLOO ESTATE

In 1823, William Hutchinson a former convict, was granted 1400 acres (566ha) on the southern edge of the town of Sydney which he named the Waterloo Estate. The estate included all of the present-day suburb of Waterloo, as well as much of Alexandria, Zetland, Beaconsfield and parts of Redfern.

Hutchinson had arrived as a convict in 1799 but, after being charged with theft from the Kings Stores, he was re-transported to Norfolk Island in c. 1802. On Norfolk Island, he was appointed first as overseer of government stock, then acting superintendent of convicts in 1803 and superintendent in 1809. He continued to prosper, selling pork to the government stores and assisting with the evacuation of the Island, when it was abandoned as a convict settlement in 1813-14.

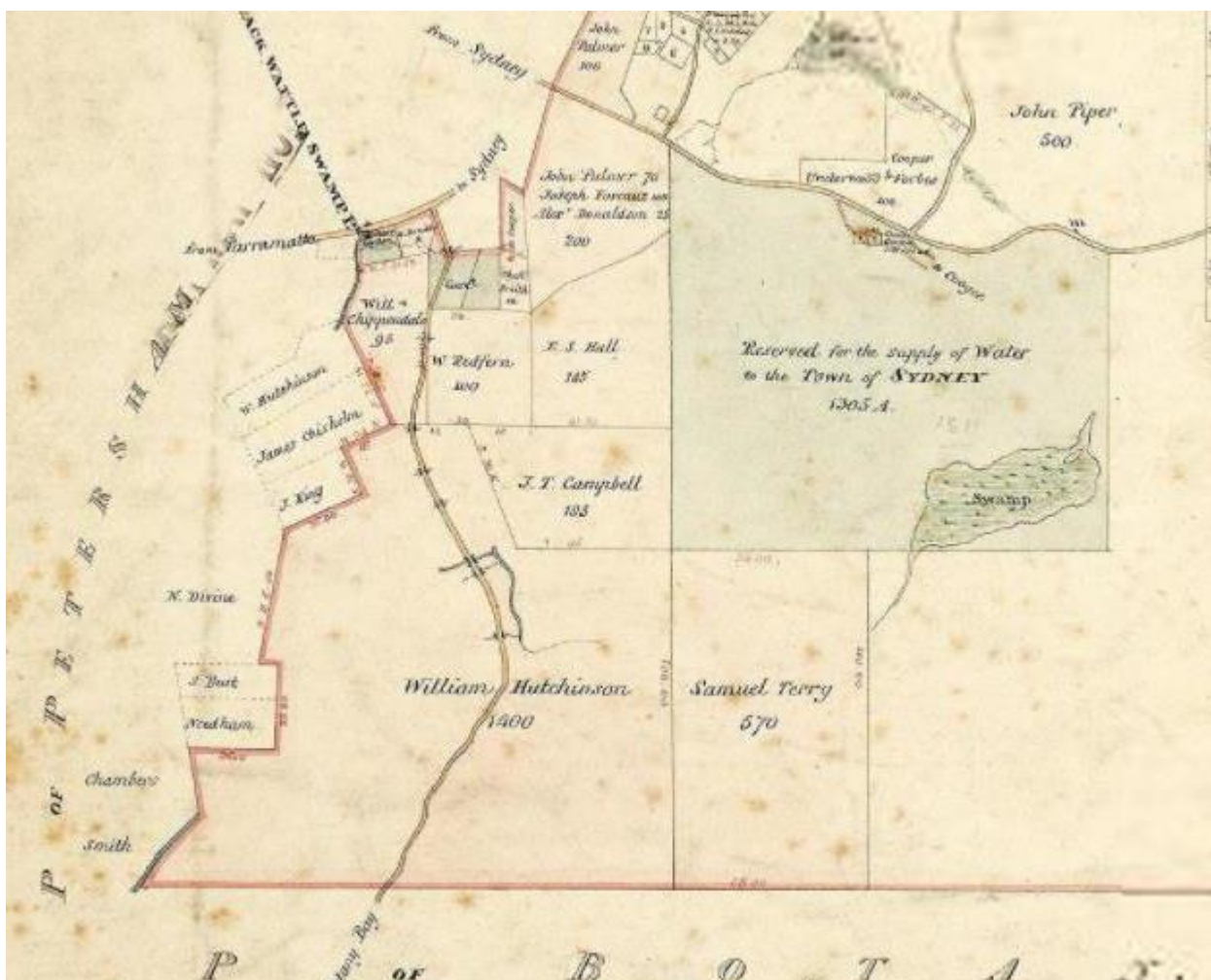


Figure 37 - Detail of Parish of Alexandria plan c1825 showing Hutchinson's 1400-acre Waterloo Estate. Botany Road runs through the centre of the grant, with a number of bridges shown crossing small streams and the swampy ground. The Estate is within the portion bounded by Redfern and Campbell's estates

Source: Lands and Property information; Sheet 1; Filename 14066301.jp2; Title, PMapMN02

His good behaviour had been noted, and on his return to Sydney he was appointed as superintendent of convicts and public works by Governor Macquarie; helped establish the Bank of New South Wales in 1817; and built and became part owner of the Waterloo Mills with Samuel Terry, Daniel Cooper, George Williams and William Leverton in 1820. The mills were a large and prominent operation, becoming a landmark in the district and visible from the road south to Botany Bay.

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.⁶

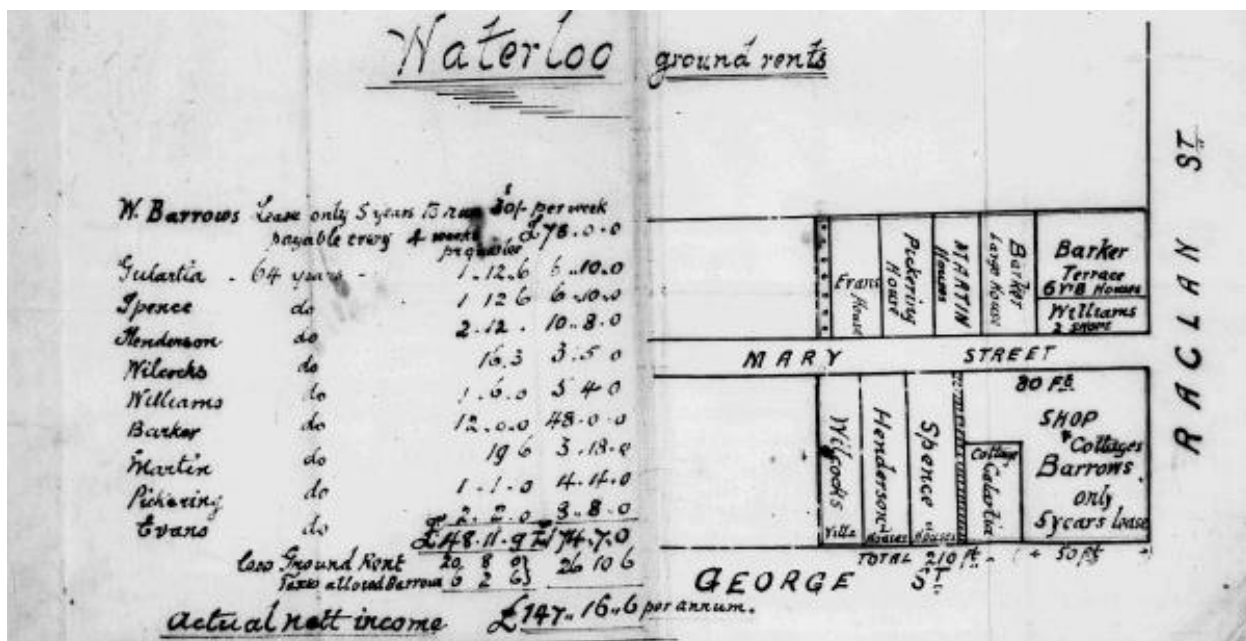
In 1825 Hutchinson sold his Waterloo Estate to Daniel Cooper and Solomon Levey, including the watermill. After Levey died in 1833 the entire estate passed to Cooper. The Cooper family retained complete ownership of the estate into the 1890s. While there was some early subdivision activity in the northern 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".⁷ 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.

3.2. 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 38 - 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

⁶ 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.

⁷ *Sydney Morning Herald*, 5 August 1864, p. 8.

its more developed neighbours in Redfern. Agitation to secede quickly took hold and in May 1860 the new Waterloo Municipality, with 1500 residents was proclaimed.⁸ 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 39 - 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

⁸ Waterloo 1860-1920 Jubilee, Waterloo Municipal Council, p.14

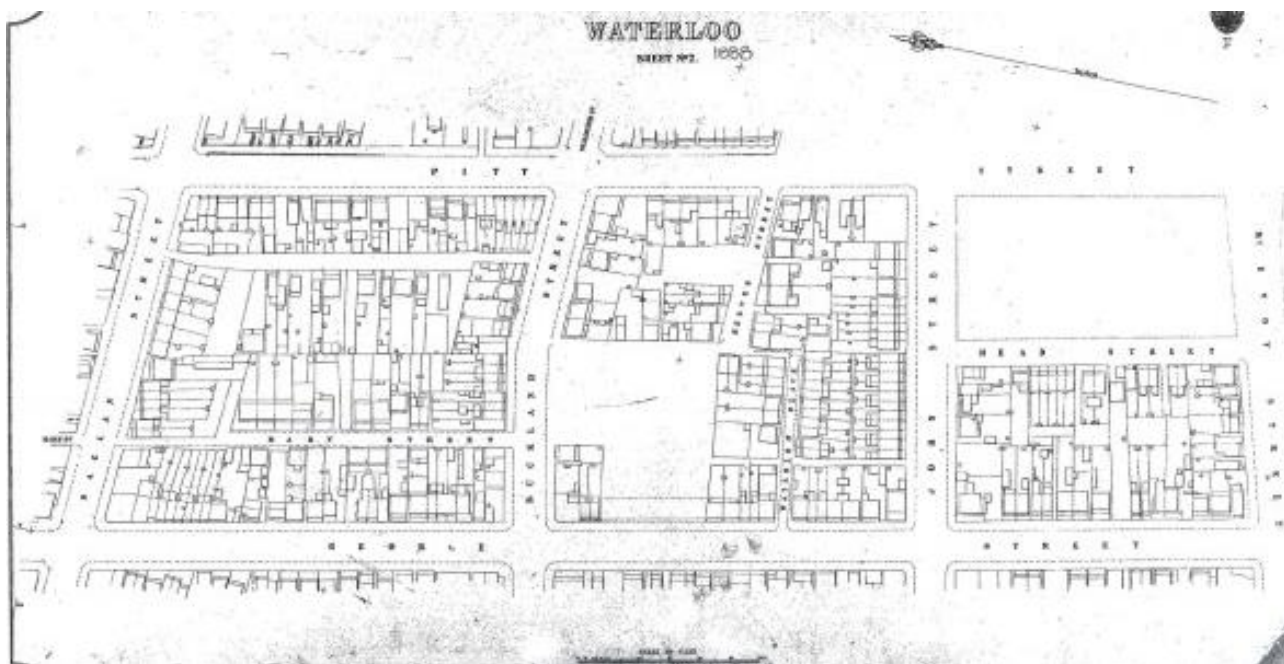
majority of the suburb was in fact tenanted, with Waterloo being one of the cheapest suburbs to rent in the southern reaches of the city.

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.⁹

Plans of the area show terraces and free standing cottages across what is now the Precinct, 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.¹⁰

Figure 40 - 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.

⁹ 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.

¹⁰ Sands Sydney and Suburban Directory, 1880-1895.

Figure 41 - 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.¹¹

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.¹² 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.¹³

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 continued through to the 1950s reinforcing the idea of the area as a slum.

3.3. 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.¹⁴

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".¹⁵

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.¹⁶ 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 blocks was started in late 1949, a budget cut to the Commission in 1951/52 meant that construction slowed and no new contracts were issued. These blocks have since been substantially altered externally.

¹¹ 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.

¹² Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 194.

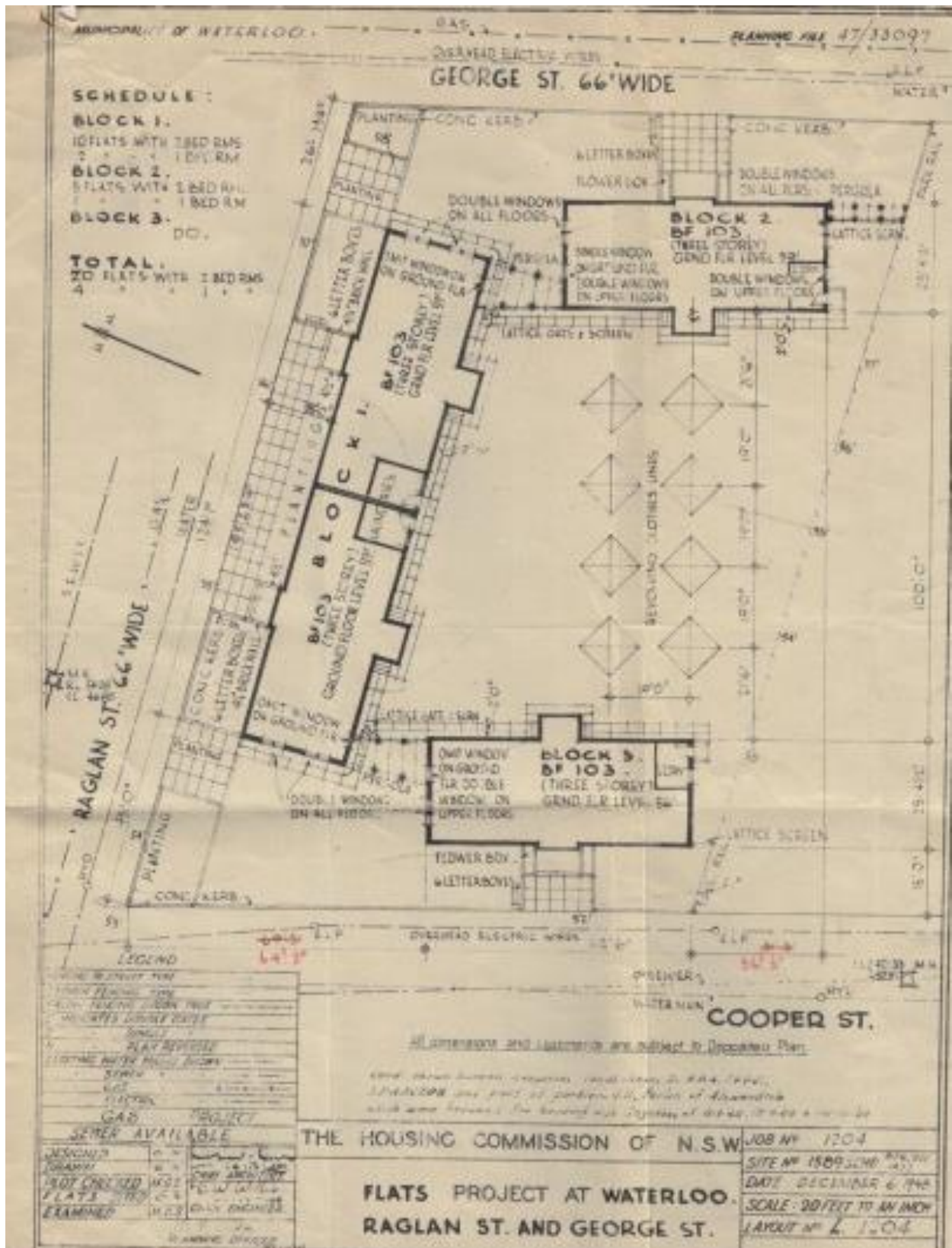
¹³ *The Australian Worker*, 15 February 1928, p.9.

¹⁴ Spearrit, P, *Sydney Since the Twenties*, Hale and Iremonger, Sydney, 1978, p.100.

¹⁵ NSW Housing Commission Annual Report for Year Ending 30 June 1952, p.7.

¹⁶ Waterloo Housing Project, 3872/49, City of Sydney Archives.

Figure 42 - 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



Source: City of Sydney Archives; December 1948; Job Number 1204; 47/33097

Figure 43 - 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 1952.¹⁷ 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.¹⁸ 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 1957.¹⁹

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.

¹⁷ Waterloo Housing Scheme, Rates, 6989/15, City of Sydney Archives.

¹⁸ NSW Housing Commission Annual Report for Year Ending 30 June 1952, p.8.

¹⁹ Land-Pitt St, Raglan St & Green St, Waterloo, Suggested lease for park or playground purposes, 1650/53 City of Sydney Archives.

Figure 44 - 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 45 - Detail of a 1950-52 planning scheme map for the Waterloo area, including the Metro Quarter 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 Precinct remains as a mix of terrace, cottage house and small scale industrial development



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

3.4. 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.²⁰

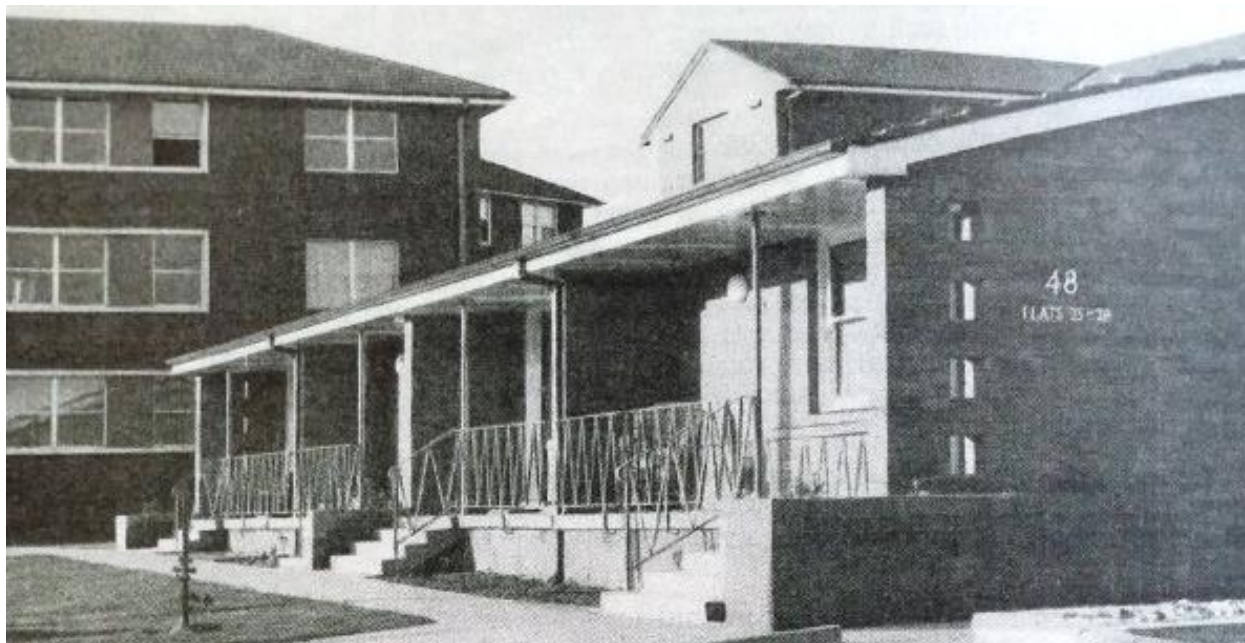
In 1966 the Commission also announced their plans for the next set of high rise towers after those in Surry Hills and Redfern. The initial proposal was for two 17-storey towers providing a total of 426 flats and five shops, with playgrounds, car parking and landscaping included. While planning was ongoing, construction continued on the smaller three storey walk up flats, with, 56 more flats called Madden Place completed in Pitt and Reeve Streets in 1966.²¹

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.²² 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.

Figure 46 - 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*

²⁰ Proposed erection of residential flats, Wellington St, George St, John St & Botany St, 4619/63, City of Sydney Archives.

²¹ NSW Housing Commission Annual Report for Year Ending 30 June 1967, p 27.

²² Housing Commission Project #3066 Waterloo, 057-1-69, City of Sydney Archives.

Figure 47 - Madden Place in Pitt Street, with 56 flats completed in 1966



Source: *Housing Commission Annual report 1966/67*

Figure 48 - 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 49 - 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

3.5. 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 Pit 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.²³

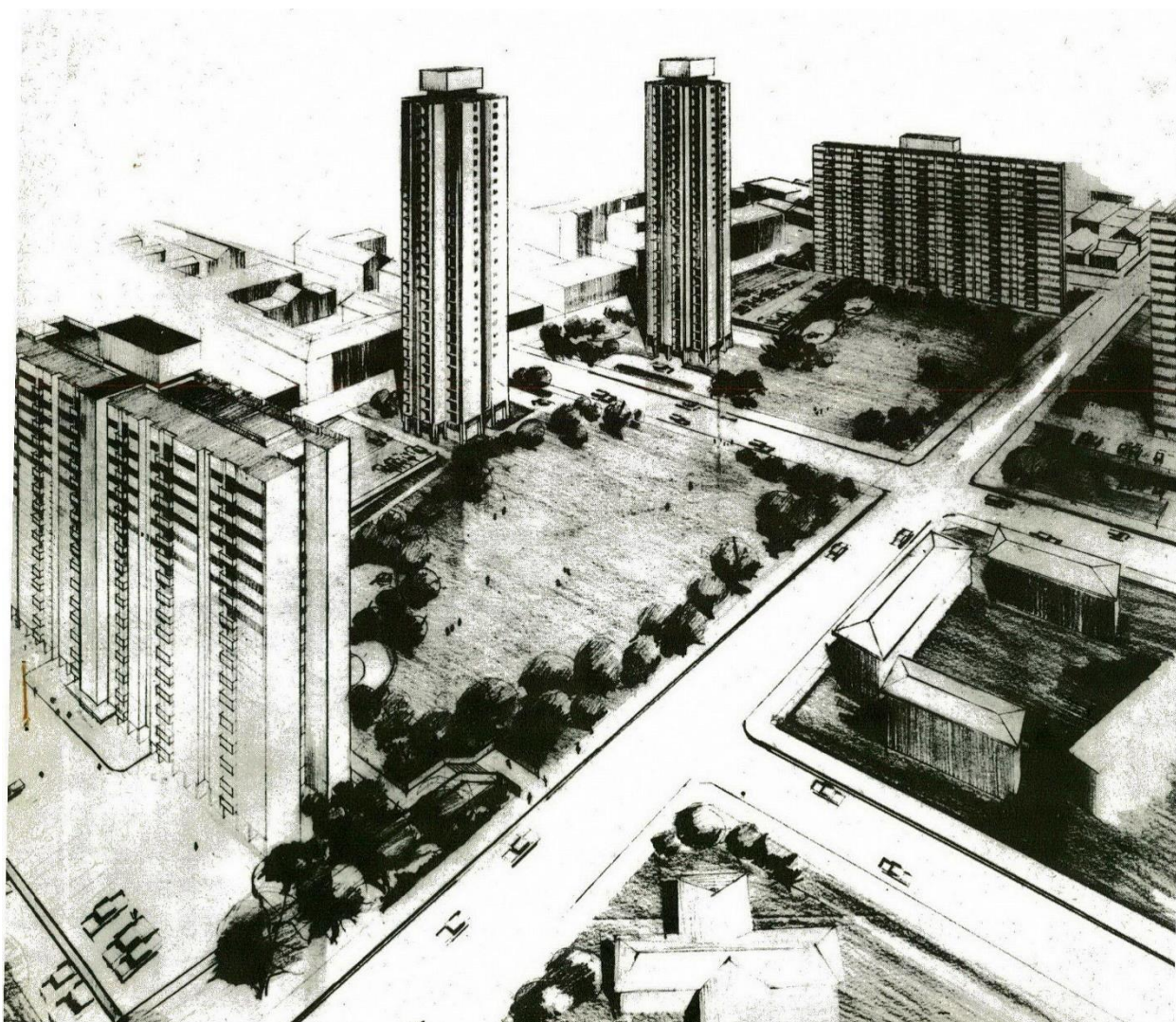
²³ Housing Commission Project #3066 Waterloo, 057-1-69, City of Sydney Archives.

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.

Figure 50 - 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

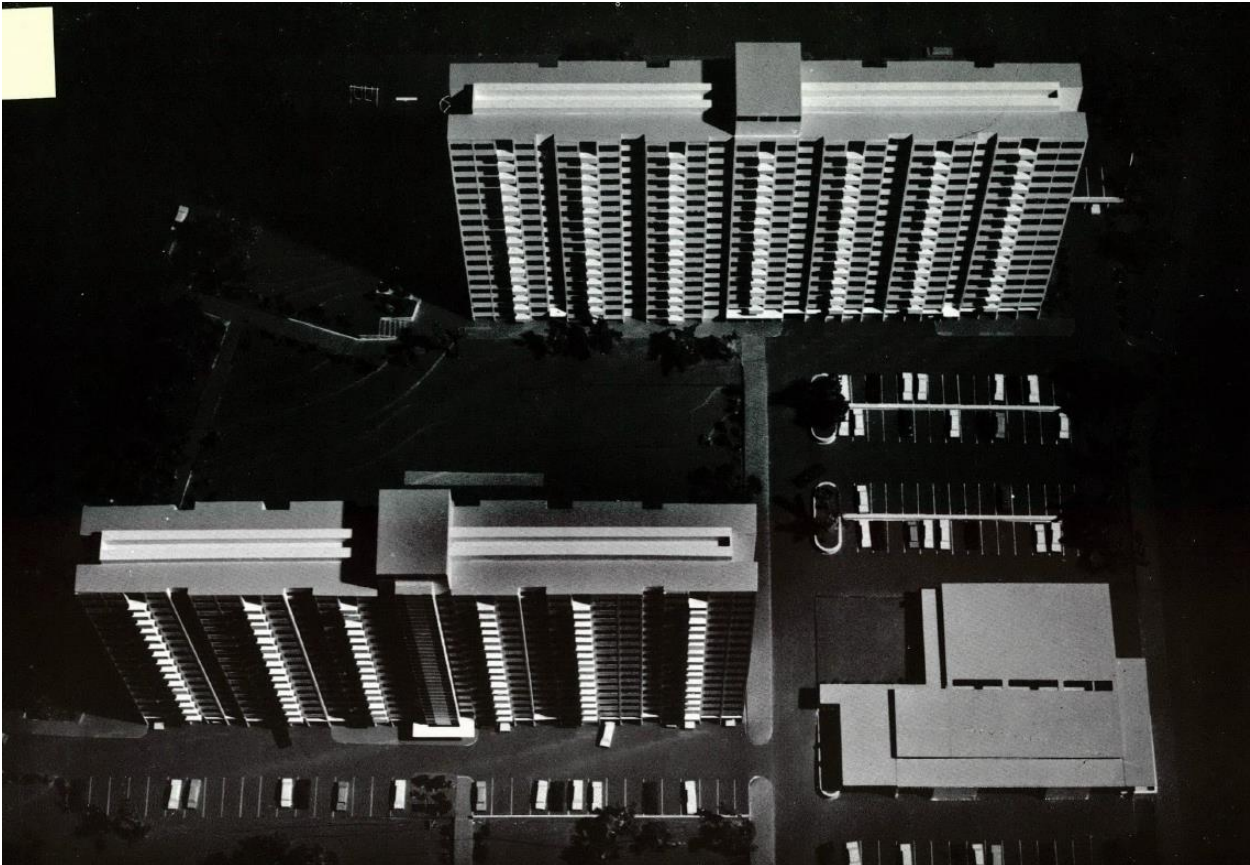


Source: Housing Commission NSW, Annual Report 1970/71)

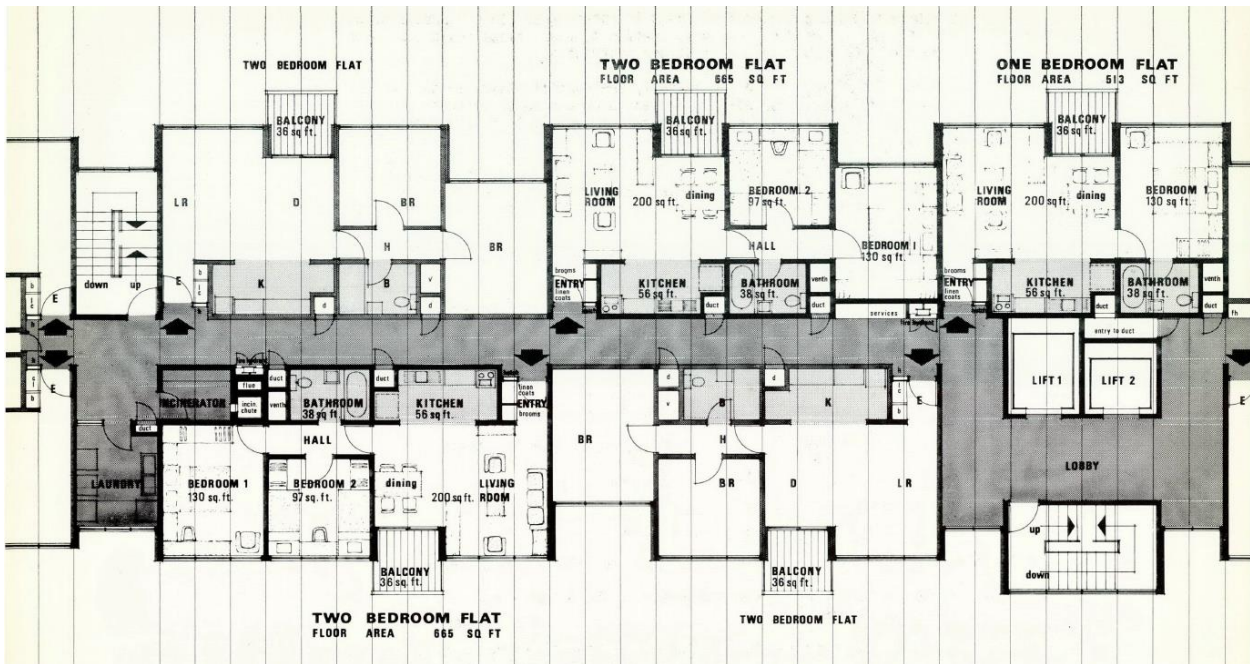
With no way of being able to guarantee the proportion of locals to be housed, the Commission instead approached the Minister for Local Government, who in turn suspended the provisions of the Council planning scheme that were delaying the project and made an Interim Development Order on the site, allowing 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 51 – 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 45 – 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 46 – 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 whom 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 Battletory* 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 1973.²⁴

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.²⁵ 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

²⁴ Burgmann, M & V. Burgmann, *Greens Bans, Red Union: Environmental Activism and the NSW Builders Labourers Federation*, UNSW Press, Sydney 1998, p. 222.

²⁵ The Housing Commission of NSW, *Matavai and Turanga*, Sydney, 1977.

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.²⁶

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.²⁷

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.

²⁶ The Housing Commission of NSW, *Matavai and Turanga*, Sydney, 1977.

²⁷ NSW Housing Commission Annual Report for Year Ending 30 June 1977.

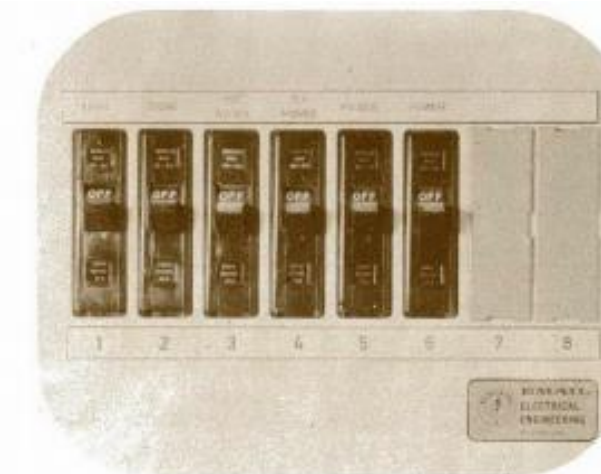
Figure 52 – Design features of Matavai and Turanga (Source: NSW Housing Commission, c. 1976, 'Matavai and Turanga' Brochure, p. 2-3)



Picture 47 – Alarm buttons beside the bed and beside the toilet in the bathroom



Picture 48 – Each floor has its own drying room



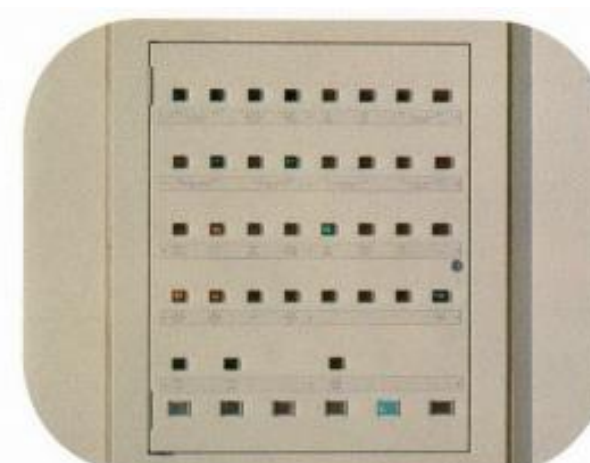
Picture 49 – The provision of circuit-breakers in the kitchen, to 'save worry about replacing fuses'



Picture 50 – Hot water controls

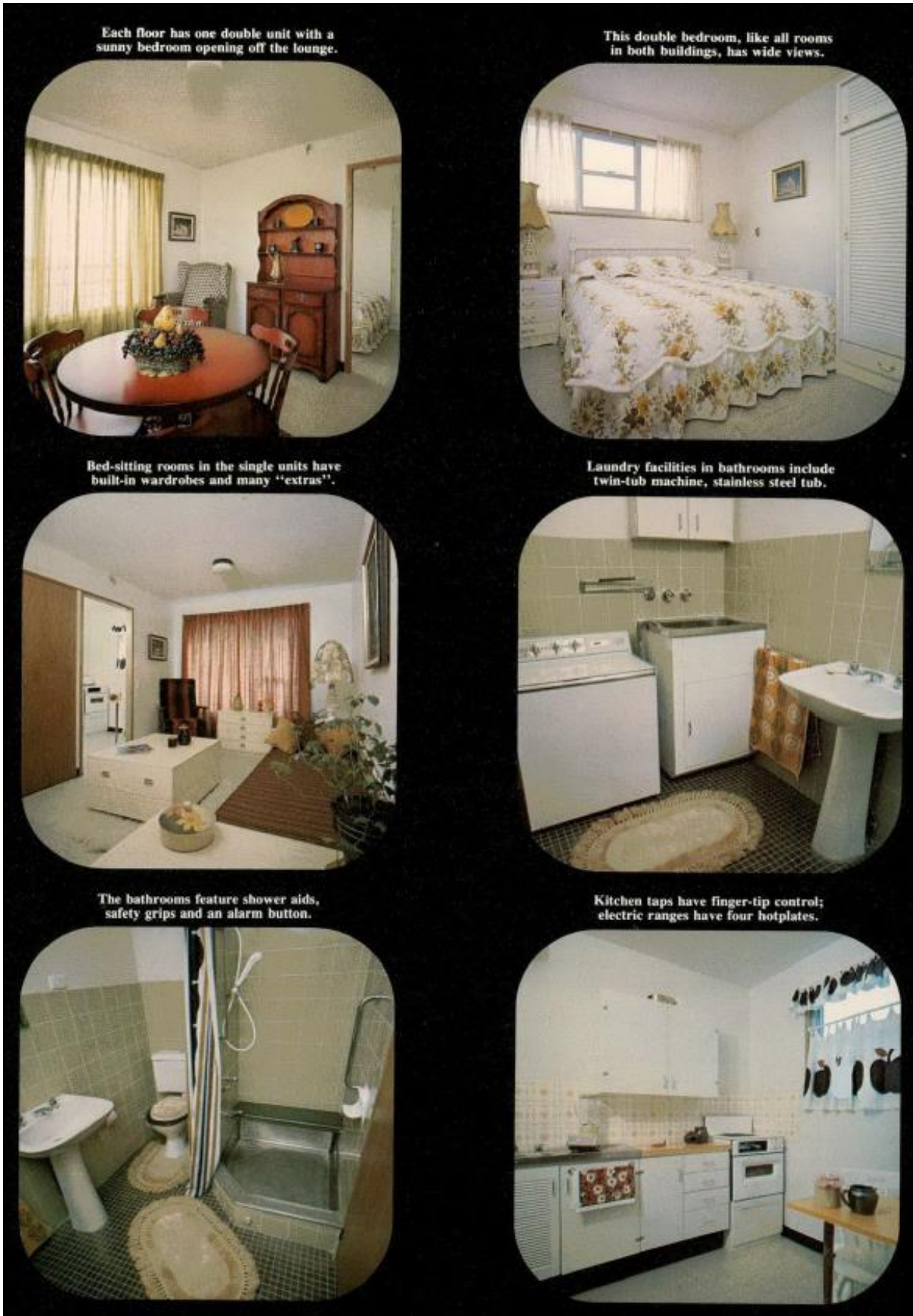


Picture 51 – A battery operated lighting system in the corridors and fire stairs, to ensure light is available in the case of power failure



Picture 52 – Comprehensive alarm systems for air conditions, pumps, lifts, sprinklers, and ventilation systems

Figure 53 – Interior features of Turanga and Matavai



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

Figure 54 – Examples of community lounge/lobby design in Matavai and Turanga (Source: NSW Housing Commission, c. 1976, 'Matavai and Turanga' Brochure, p12-13)



Picture 53 – Moorea Lounge, Matavai Building



Picture 54 – Seaman's Inn Community Lounge, Matavai Building



Picture 55 – Landscaped gardens at Matavai



Picture 56 – Matavai Community Lounge, Matavai Building

Figure 55 - 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 Commission's threats to discontinue all Waterloo redevelopment projects until Raglan Street was shut.²⁸

3.6. 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 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.²⁹

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 Estate). 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.

²⁸ 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.

²⁹ Waterloo Site 3600 Precinct 1 & 2, Drawings and Plans, Housing Commission of NSW.

Figure 56 - 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*

3.7. 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 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 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.

4. 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.

4.1. '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.³⁰ Millers Point/The Rocks therefore represents the earliest and most well-known larger-scale attempt at 'slum clearance' to be undertaken in Sydney.

Figure 57 – 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

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:

³⁰ Zanardo, M., 2009, 2009 Housing Researchers Conference. *Future Affordable Housing Typologies for Sydney: Learning from Local Precedent*, p. 3.

*'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.'*³¹

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.³²

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.³³

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.

4.1.1. 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.³⁴ 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.

³¹ 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.

³² 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.

³³ 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.

³⁴ 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 58 – Dawes Point and Millers Point, c. 1875



Source: State Library New South Wales; FL1229941

Figure 59 – 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 58, 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).³⁵

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*'.³⁶ 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.

4.1.2. 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 (refer to Section 4.2.2, below). 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.

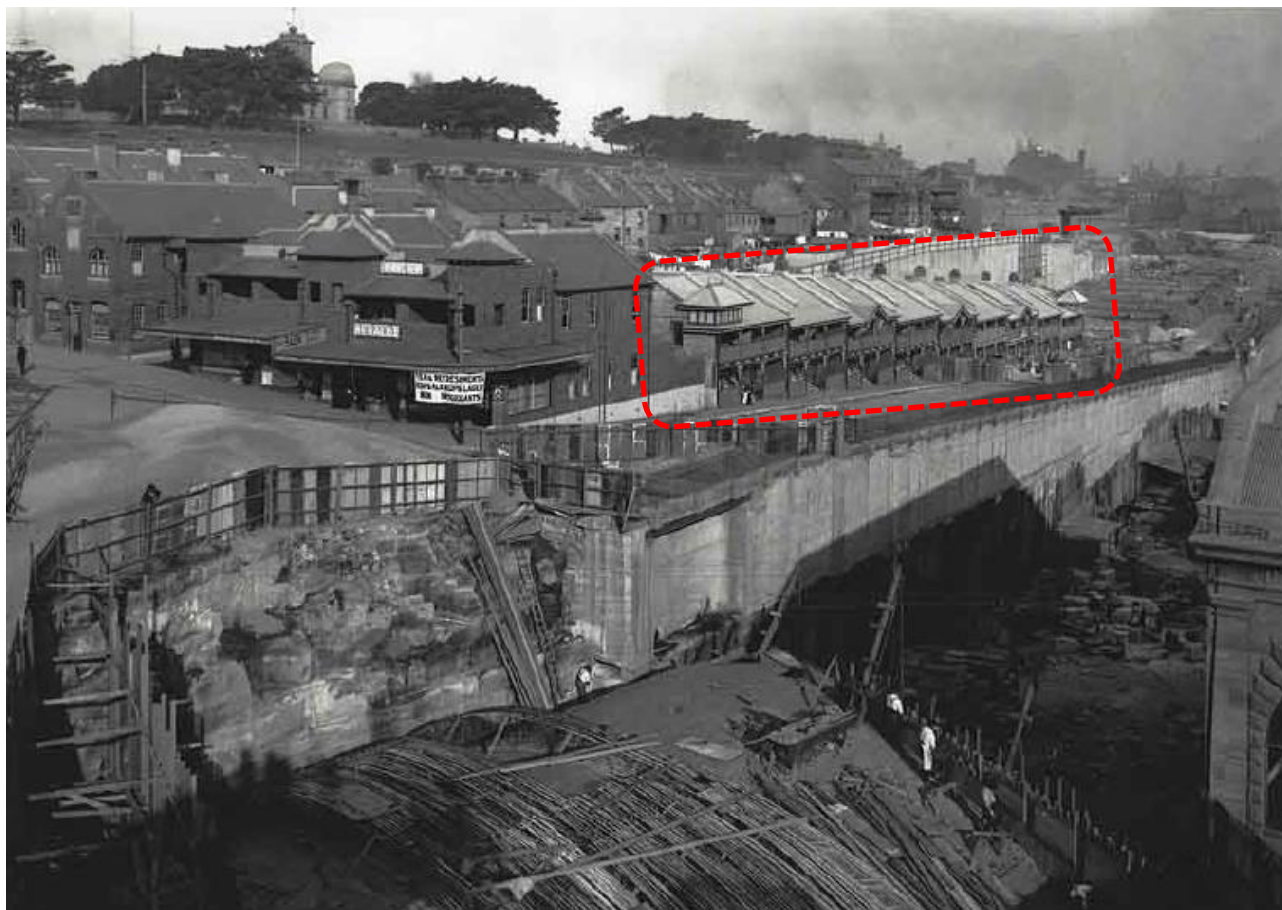
³⁵ Sourced from Harvey Volke, 2006, *The Politics of State Rental Housing in New South Wales, 1900-1939: Three Case Studies*, thesis submitted for the Master of Philosophy in Architecture, University of Sydney, p. 26.

³⁶ 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 (refer Section 4.1, above) 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 60 – 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’.³⁷

Figure 61 – View of the Lower Fort Street tenements, 2009



Source: Zanardo, M., 2014, ‘What early workers’ housing in Sydney can teach us.’, in *Architecture Bulletin*: Aug 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, as discussed at Section 4.1 above. 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.

³⁷ 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.³⁸

Figure 62 – 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.

³⁸ 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...'³⁹

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."*⁴⁰

³⁹ Spearitt, P., 2000, *Sydney's Century: A History*, Sydney, University of New South Wales Press.

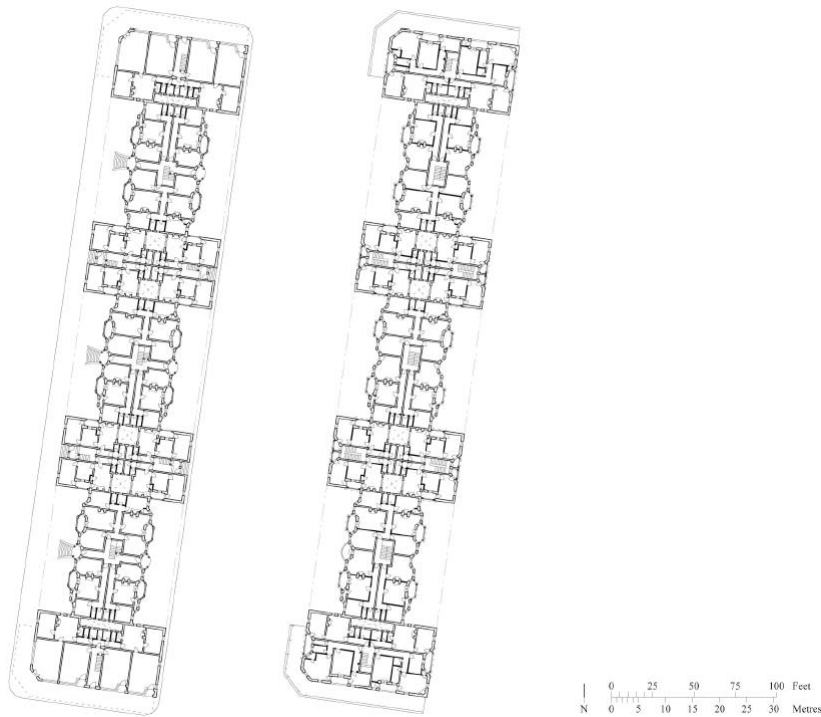
⁴⁰ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420437>

Figure 63 – View of the Strickland Building, date unknown



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

Figure 64 – 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 65 – View of the Dowling Street Flats



Source: Google Street View, July 2015

4.2. 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.⁴¹ 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.

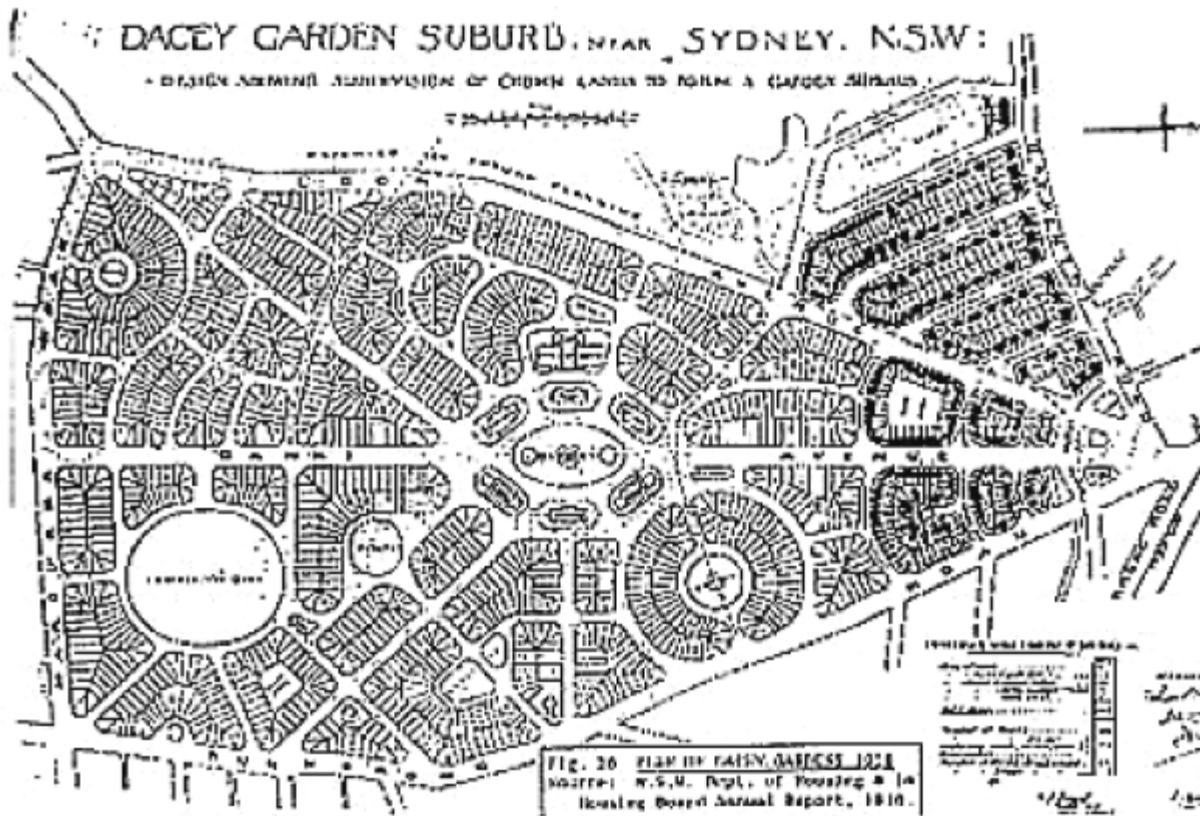
4.2.1. Daceyville: 1912

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.

⁴¹ 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.

Figure 66 – The Dacey Gardens plan (Housing Board, 1918)



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

Figure 67 – An unnamed street in Daceyville c. 1913



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

Figure 68 – The streets of Daceyville during construction



19] **View of Suburb down Cook Avenue, from Entrance.**



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

20

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 suburb's character while simultaneously allowing for an increase in housing stock, as would also be seen at Millers Point, Glebe,

Woolloomooloo and Waterloo/Redfern. 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.⁴²

Typical housing in the Daceyville Estate is shown in Figure 69, below.

Figure 69 – Typical housing in the Daceyville Estate (Urbis 2015)



Picture 57 – Typical housing in the Daceyville Estate



Picture 58 – 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.

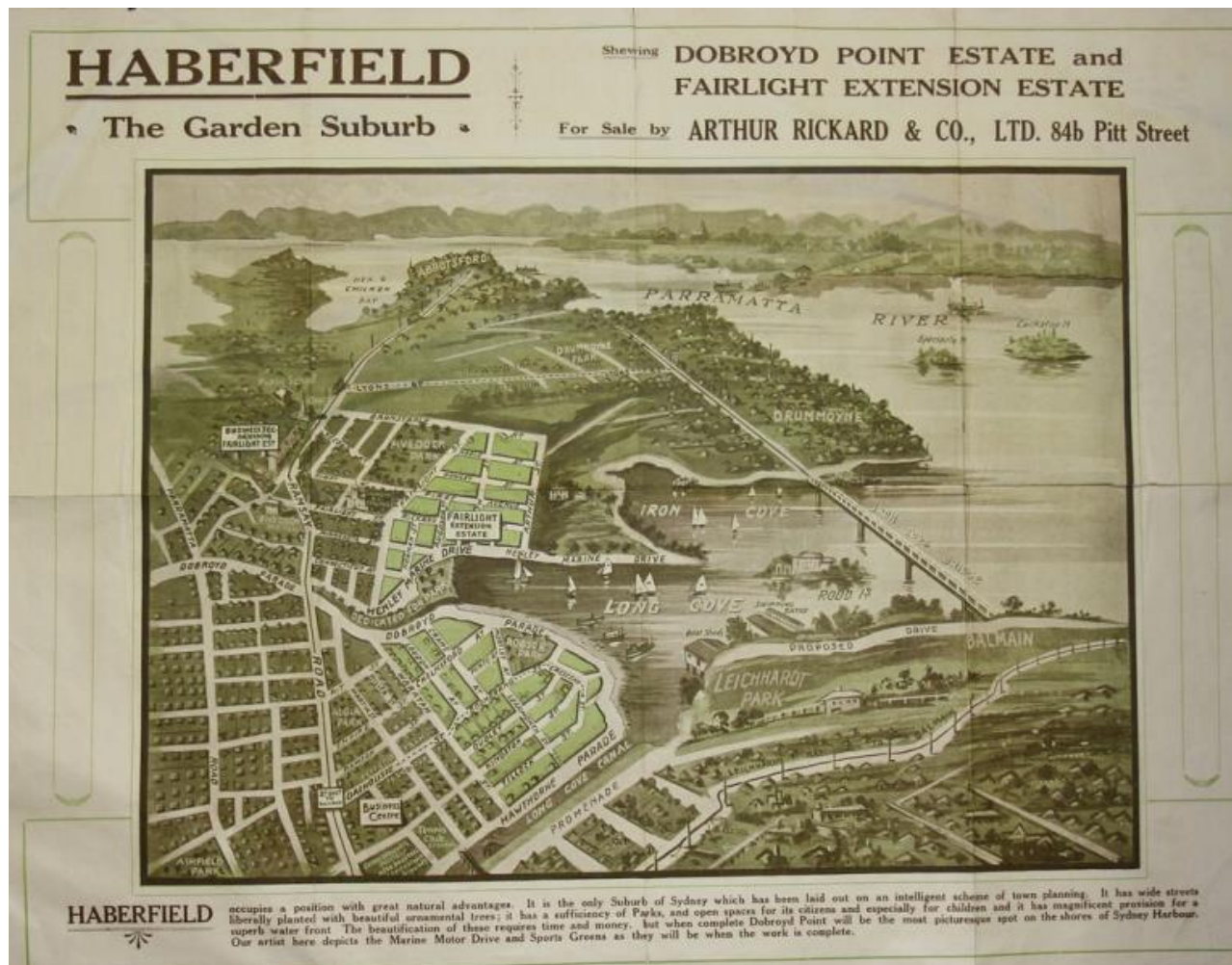
Daceyville is significant in that it provides evidence of the establishment of 'public housing' as it is now known, and provides an understanding of the ideals that underpinned the development of public housing in Sydney and wider New South Wales. The development of the Erskineville Estate followed on 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.

⁴² Sinnayah, S., *Daceyville*, Dictionary of Sydney, 2011, <http://dictionaryofsydney.org/entry/daceyville>, viewed 27 January 2015.

4.2.2. 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 70 – '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 (refer to Section 4.2.1 above). 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 72, 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."*⁴³

⁴³ 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 71 – 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.

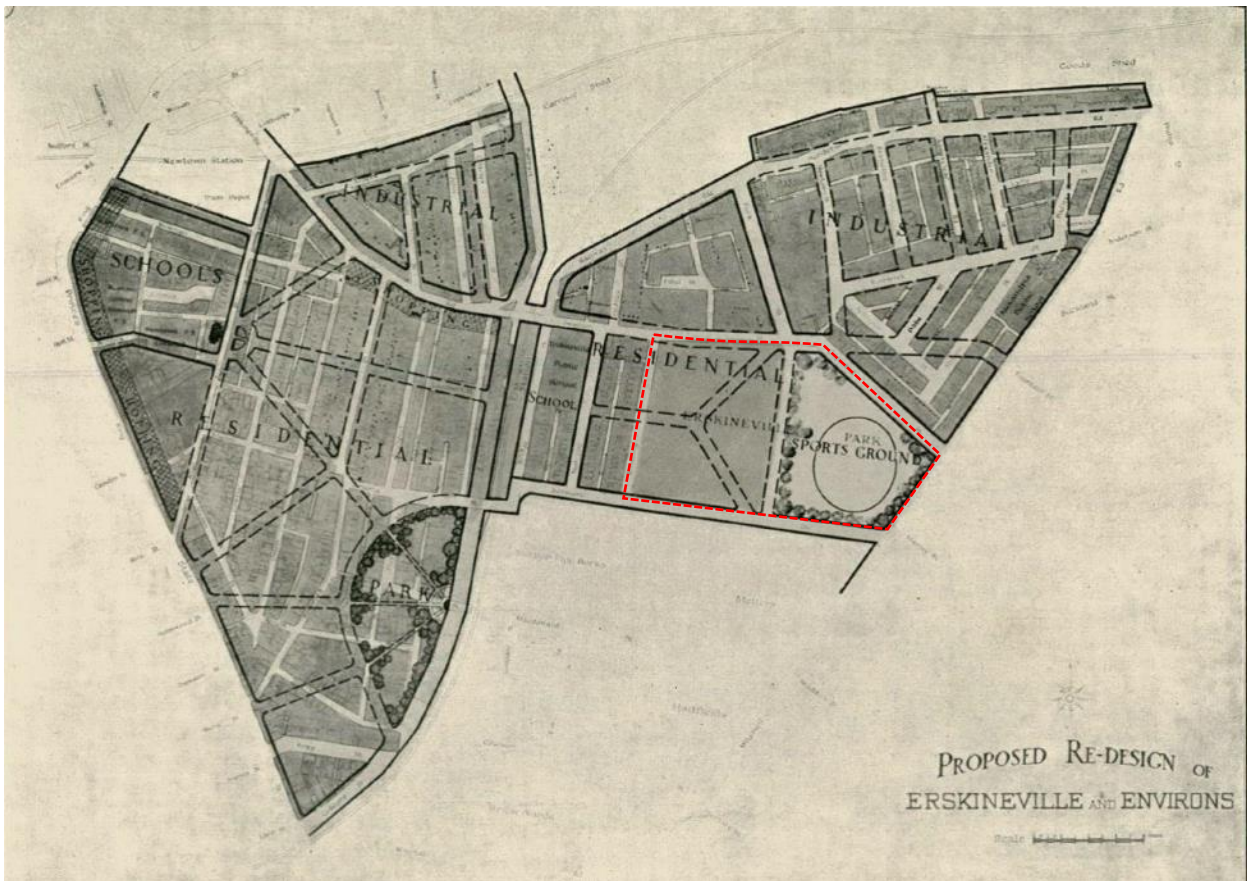
Our objections are based on the following grounds:

- (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 propropagate [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 72 – ‘Proposed redesign of Erskineville and Environs’ c. 1930s



Source: NSW Land and Housing Corporation

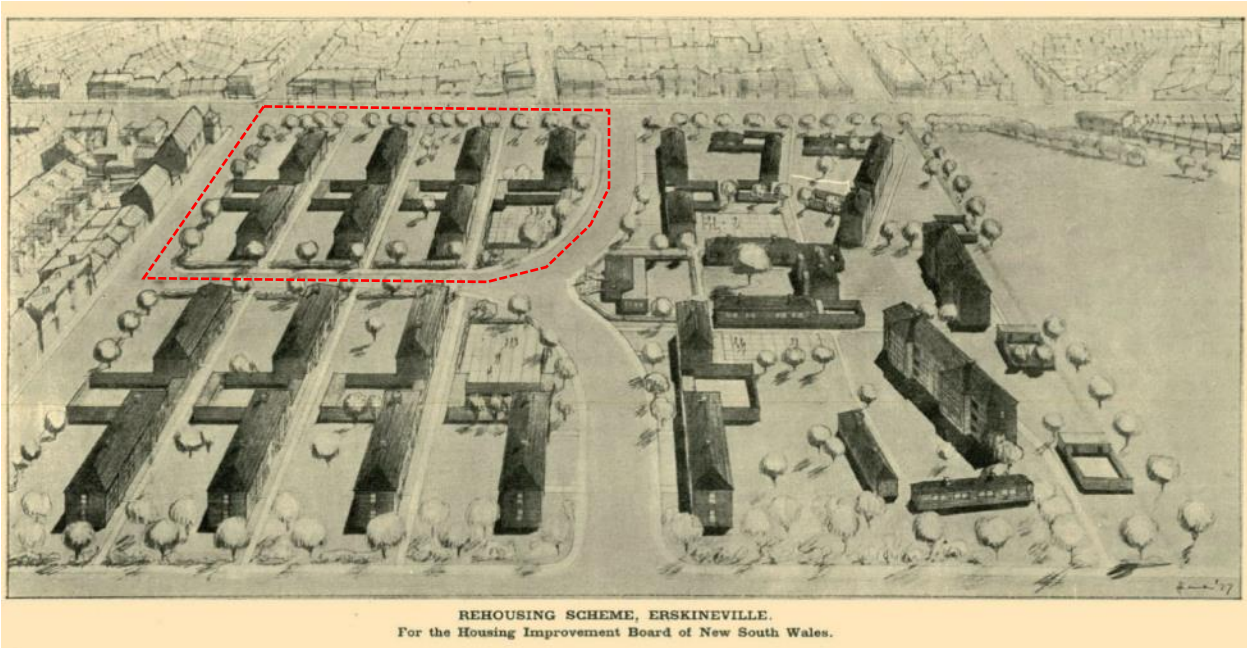
This reduced scheme was to serve as demonstration for the development of the remainder of Erskineville, and as an example for what could potentially be achieved at other suburbs. Ultimately, and as a result of associated debates within government, the purpose of the proposal by this stage was not so 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.

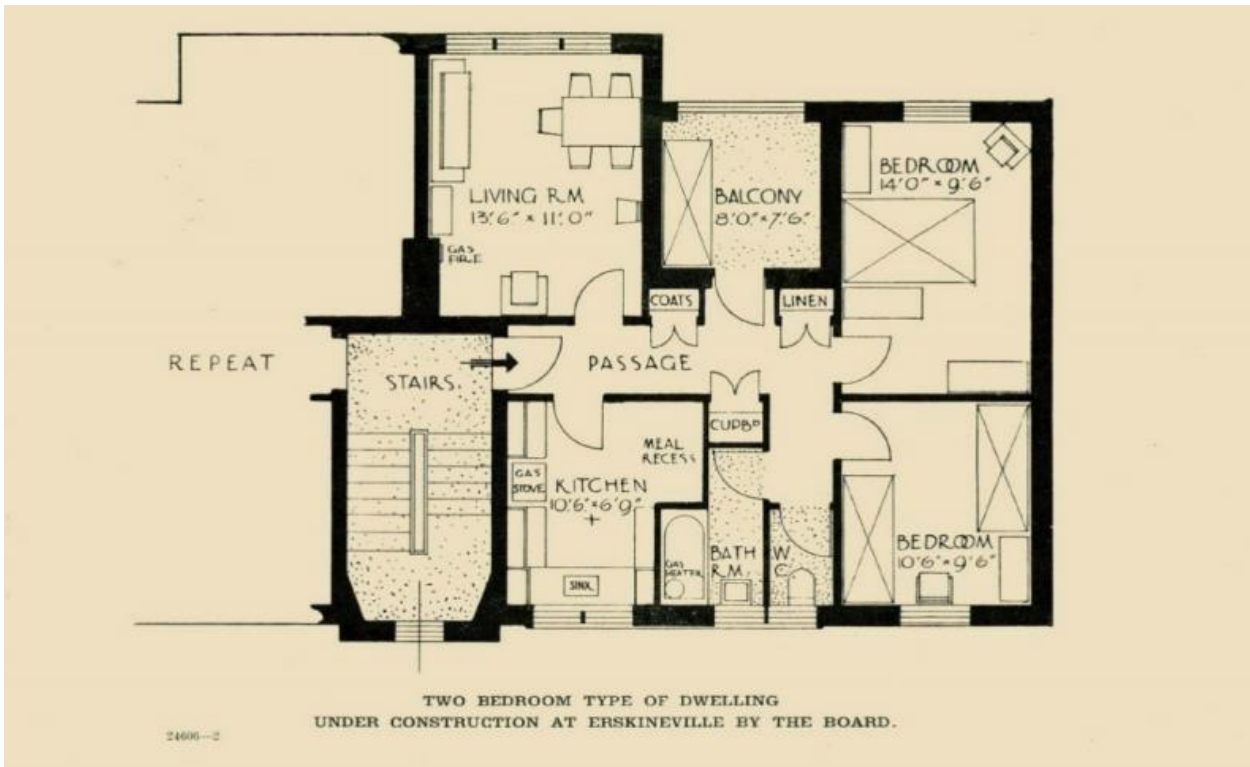
The buildings were designed by notable architects Morton Earle Herman and (William) Ronald Richardson. During the 1930s, both of these architects became prominent in the architectural community in New South Wales, each in his own right, through their active participation in the Board of Architects of 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 73 – View of the proposed Erskineville Estate, the area indicated by the dashed line represents the realised portion of the proposed estate



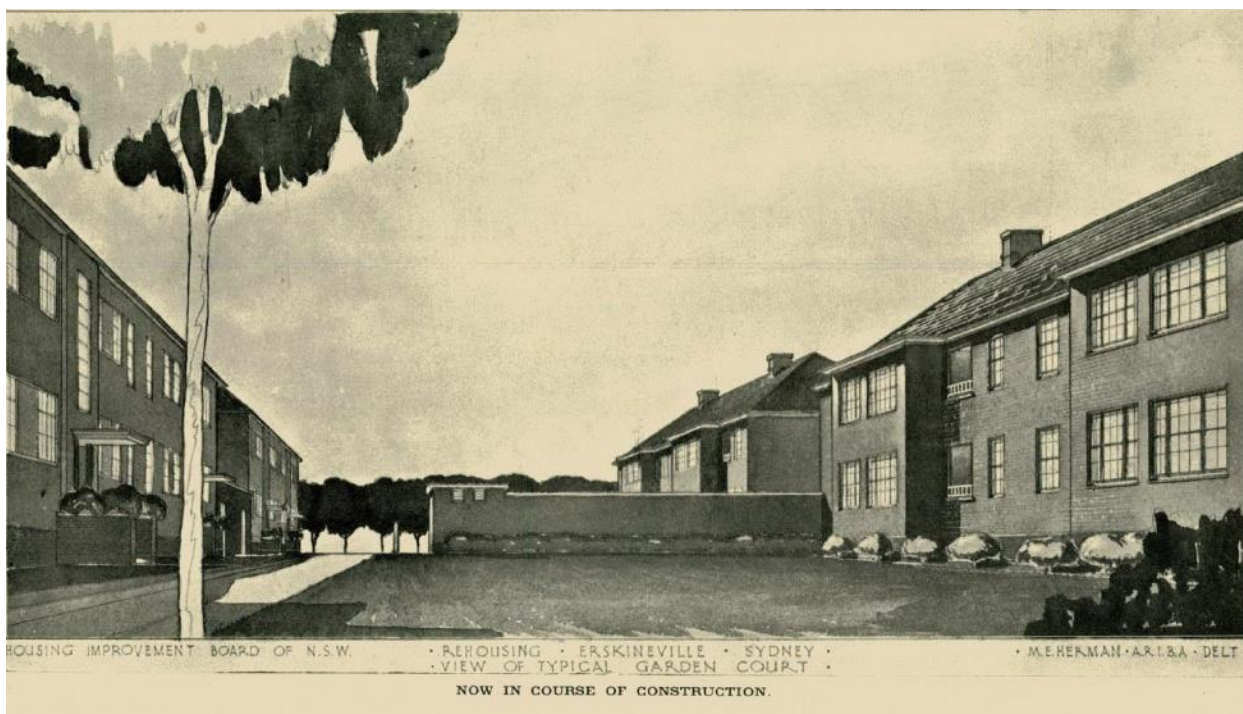
Source: NSW Land and Housing Corporation

Figure 74 – Internal layout of the flats constructed at the Erskineville Estate, c. 1938



Source: NSW Land and Housing Corporation

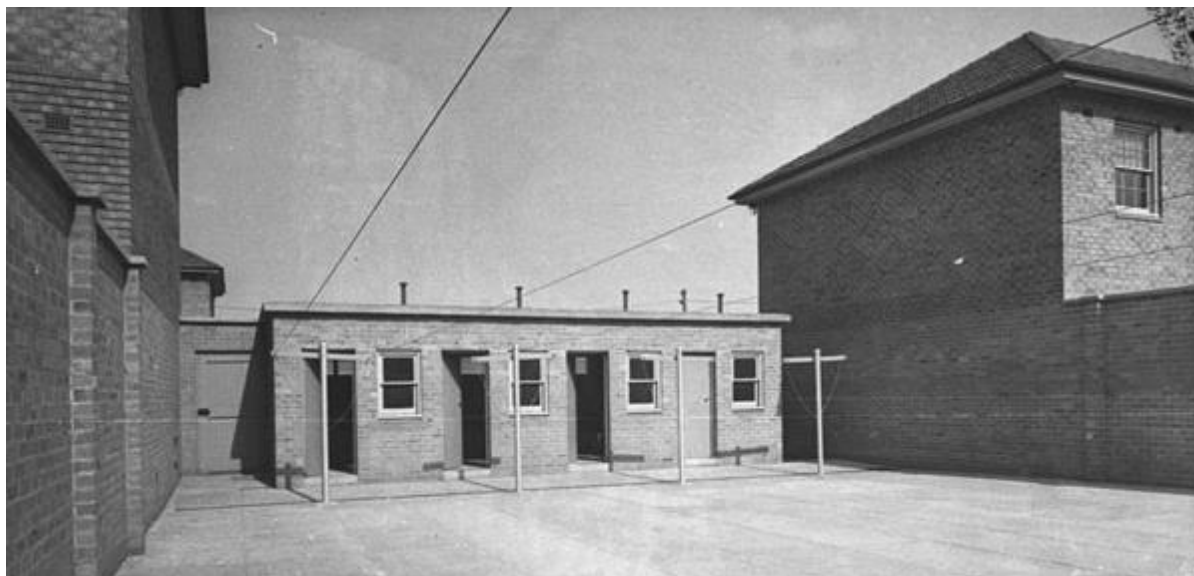
Figure 75 – View of the proposed Erskineville Estate during construction, c. 1938



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.⁴⁴

Figure 76 – View of one of the designated 'drying courts' of the Erskineville Estate, c. 1938



Source: NSW Land and Housing Corporation

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

⁴⁴ 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.

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."*⁴⁵

Figure 77 – The Estate following construction in 1938



Picture 59 – View of the Estate looking northwest from Elliot Avenue



Picture 60 – View of the Estate looking west along Swanson Street



Picture 61 – View of two of the blocks, facing south on Swanson Street



Picture 62 – Entryway to one of the blocks of flats

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

⁴⁵ 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.

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 1939.⁴⁶

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.

4.3. THE NSW HOUSING 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.⁴⁷

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.⁴⁸ 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*'.⁴⁹ 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.⁵⁰

4.3.1. 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.'*⁵¹

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.

⁴⁶ 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.

⁴⁷ 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.

⁴⁸ The Housing Commission of New South Wales Annual Report, 1948, p. 7.

⁴⁹ The Housing Commission of New South Wales Annual Report, 1948, p. 11.

⁵⁰ The Housing Commission of New South Wales Annual Report, 1948, p. 13.

⁵¹ The Housing Commission of New South Wales Annual Report, 1948, p. 24.

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'.⁵² Examples of such flats are provided in the below figures.

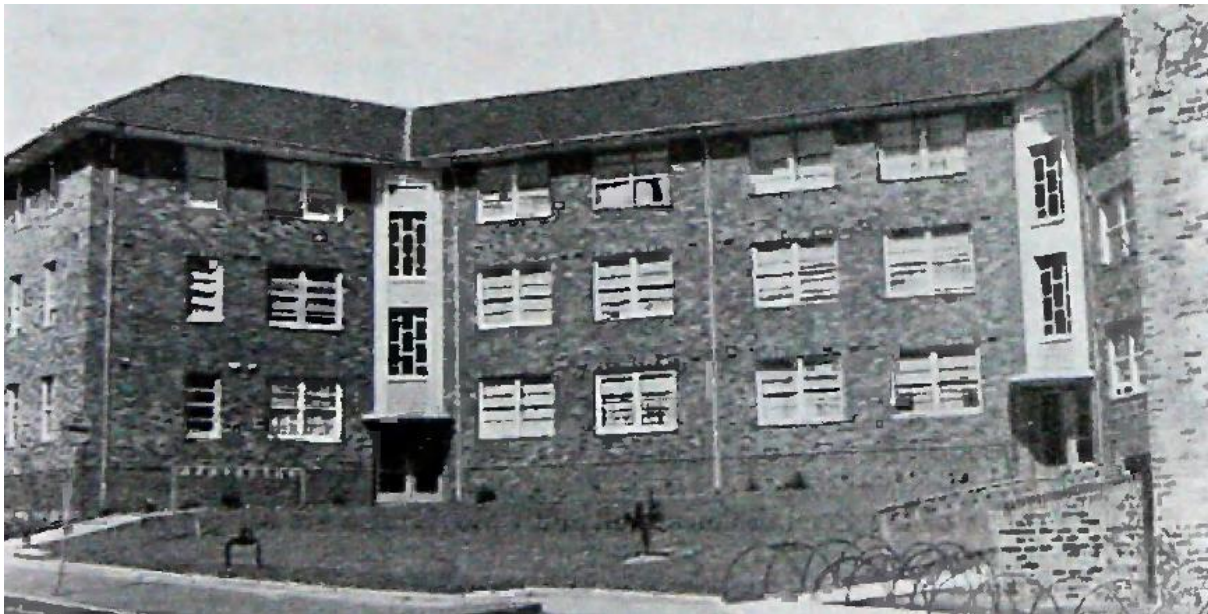
Figure 78 – 'A block of modern flats' at Balmain, c. 1948



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*

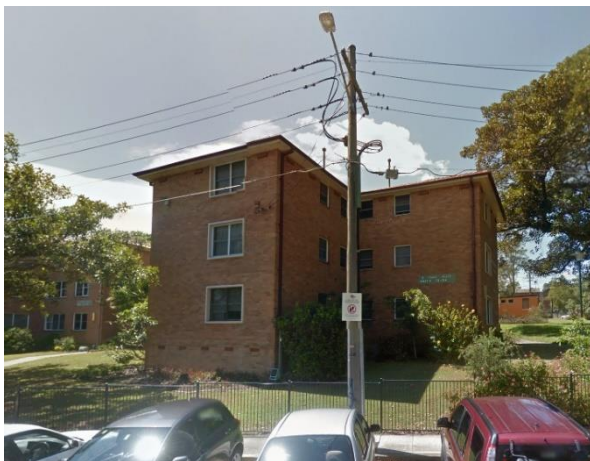
Figure 79 – Blocks of flats erected in Devonshire Street, Surry Hills, on a site 'formerly occupied by slum dwellings', 1948



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

⁵² The Housing Commission of New South Wales Annual Report, 1948, p. 24.

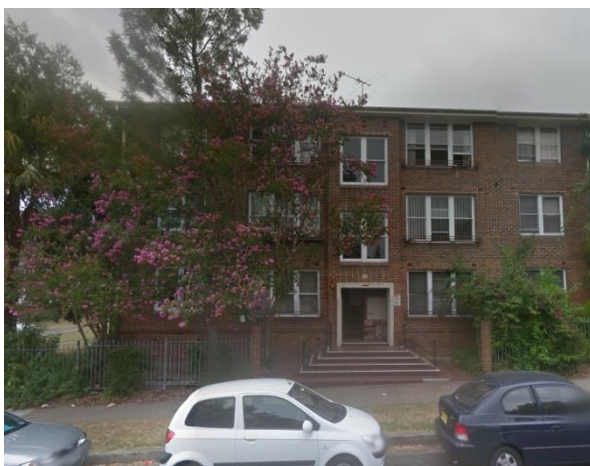
Figure 80 – Comparable public housing flat buildings constructed post-1938



Picture 63 – Yamba Place, South Coogee (Google Streetview 2016)



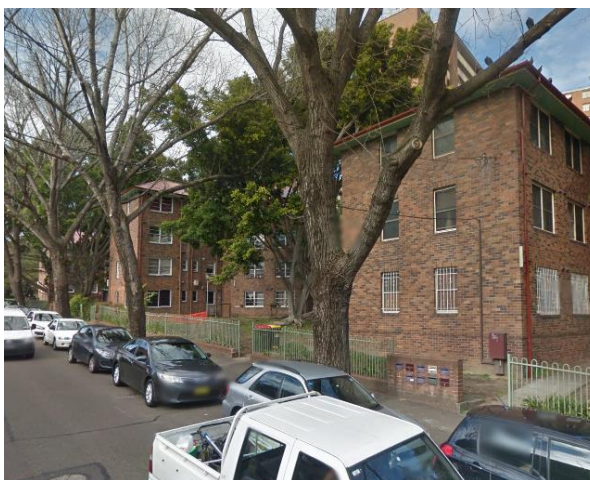
Picture 64 – Wade Street, Telopea (Google Streetview 2016)



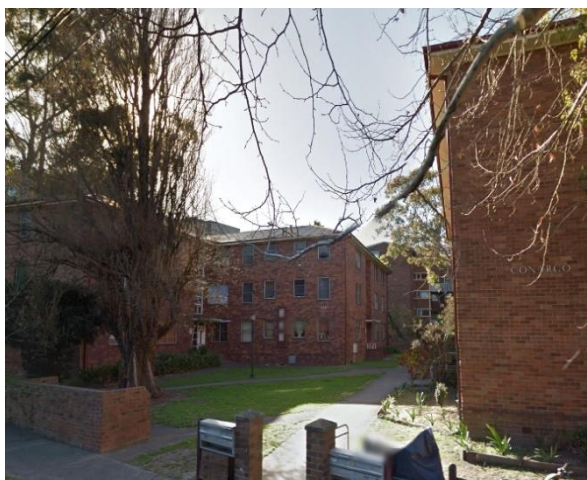
Picture 65 – Eden Street, Arncliffe (Google Streetview 2016)



Picture 66 – Bonds Road, Riverwood (Google Streetview 2016)



Picture 67 – Devonshire Street, Surry Hills (Google Streetview 2016)



Picture 68 – Elizabeth Street, Redfern (Google Streetview 2016)

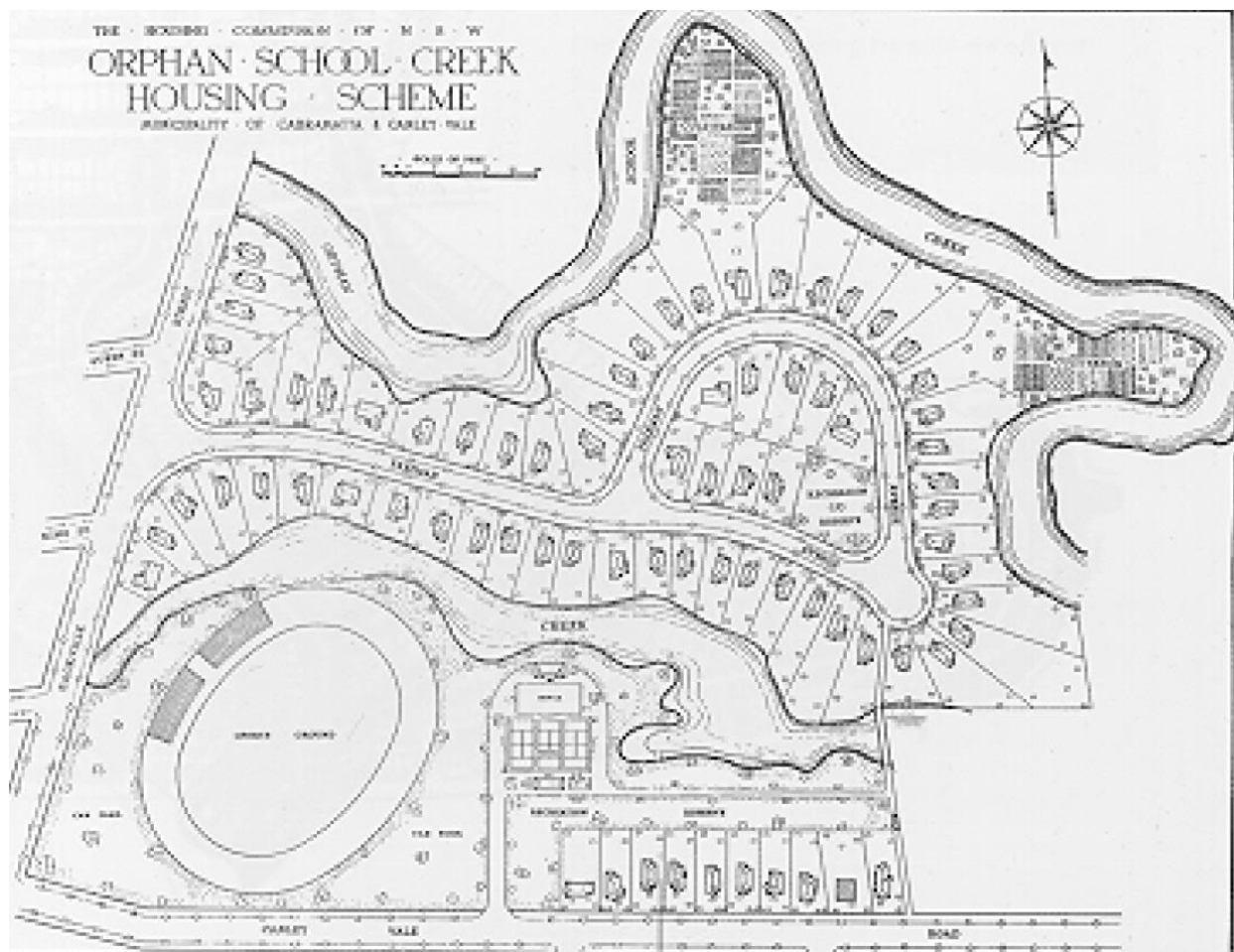
4.3.2. Continuing the Planned Estate

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 81 – 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.⁵³

⁵³ 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 82 – A typical brick cottage constructed c. 1947 by the Housing Commission in Bexley



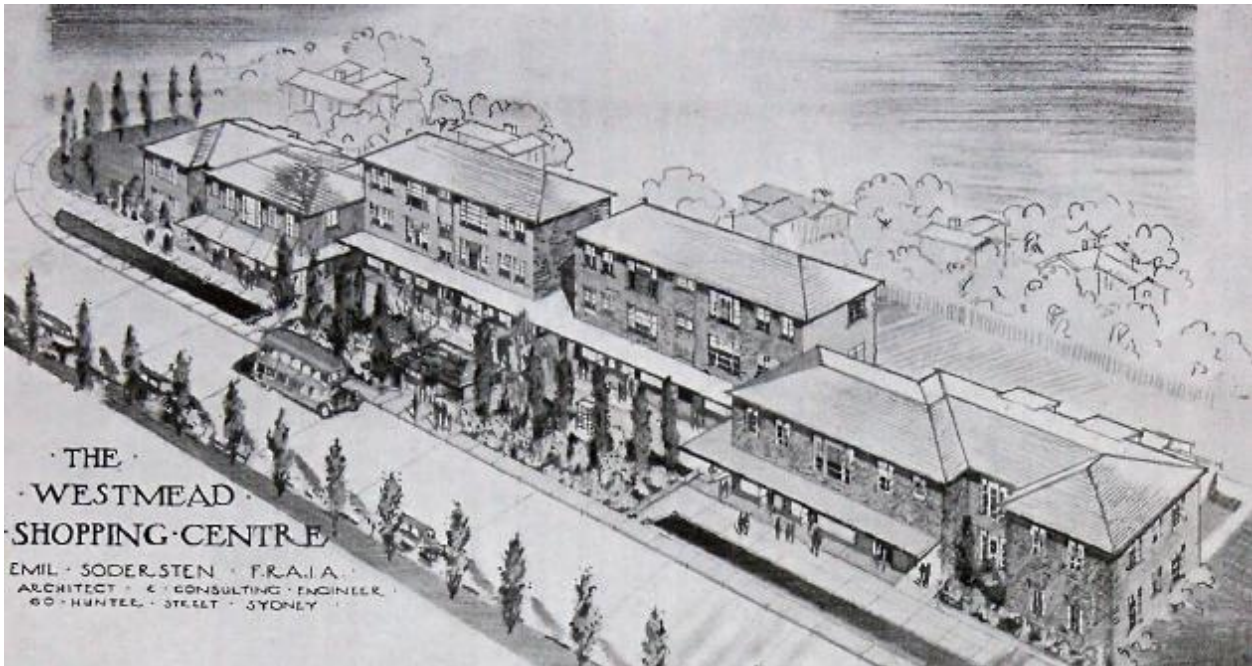
Source: *The Housing Commission of New South Wales Annual Report, 1955, p. 33.*

Figure 83 – 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 84 – 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 85 – Houses at the Cartwright Neighbourhood within Green Valley



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

Figure 86 – Plan of the ‘Green Valley Estate’, dated 1964. The numbers on the plan denote neighbourhoods within the Estate

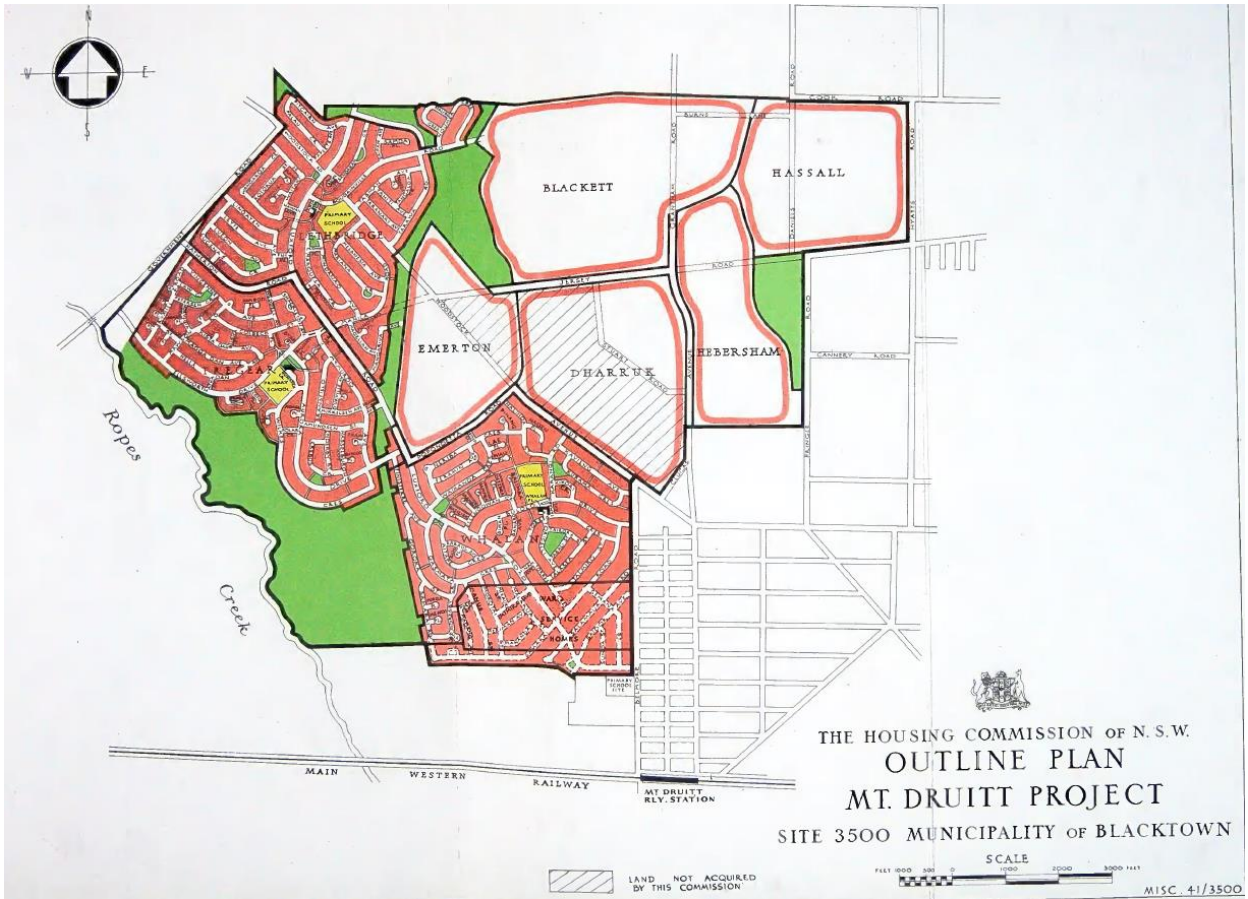


Source: *The Housing Commission of New South Wales Annual Report, 1964, p. 72.*

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.⁵⁴

⁵⁴ 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 87 – Plan of the 'The Mount Druiit Project', dated 1964-65

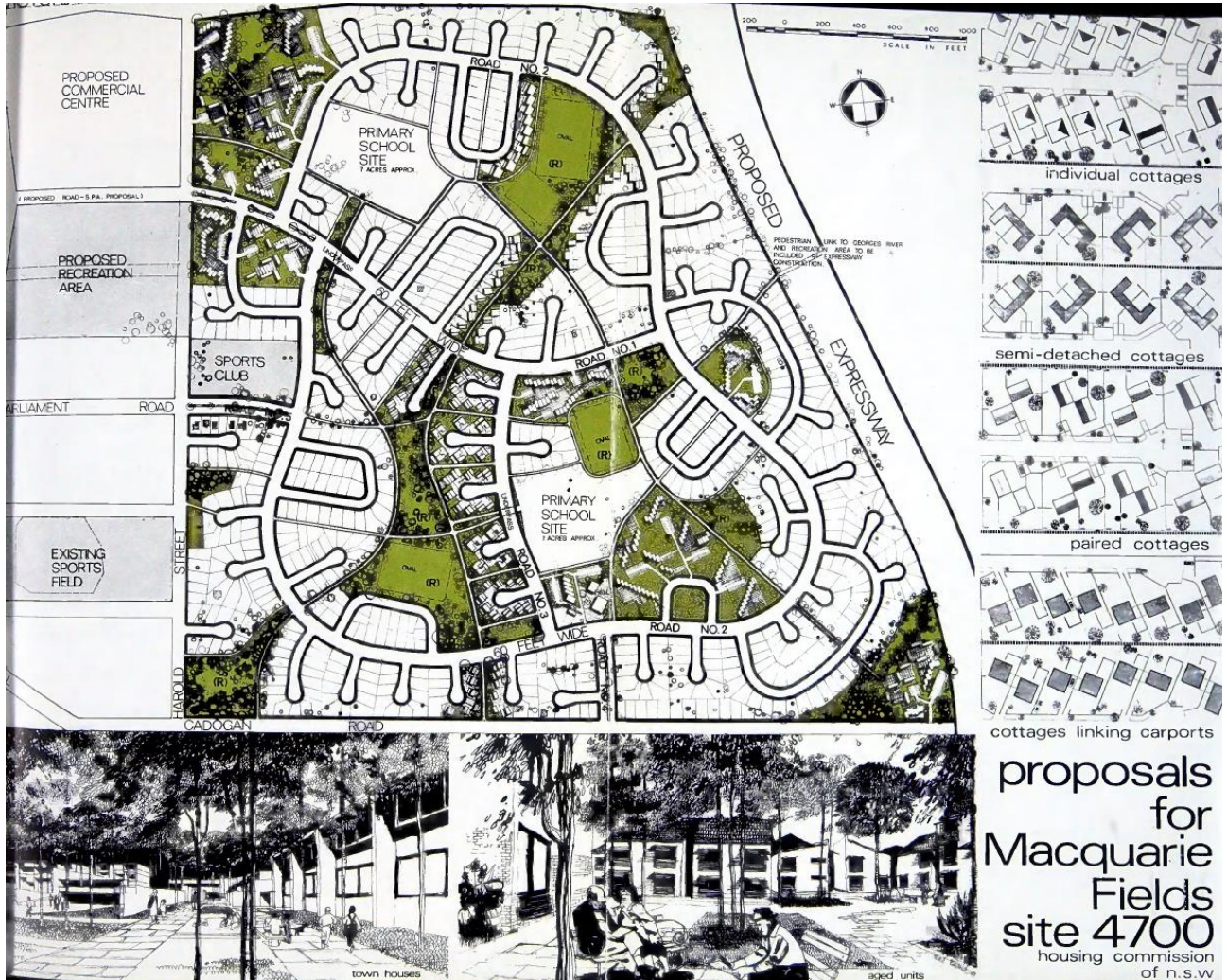


Source: *The Housing Commission of New South Wales Annual Report, 1964-65, p. 69.*

Corridor Estates

In the 1970s, the Commission also developed a number of smaller estates along the Liverpool – Campbelltown corridor at suburbs including Macquarie Fields, Airs, Minto and Claymore. The development of these so called ‘corridor estates’ coincided with a general move away from developing the large-scale, low density estates that typified the 1950s and 60s; focus was placed instead on the development of medium density suburbs utilising the townhouses typology first used at Mount Druitt.

Figure 88 – Proposals for the Macquarie Fields ‘corridor estate’, dated 1970-71



Source: *The Housing Commission of New South Wales Annual Report, 1970-71*, p. 24.

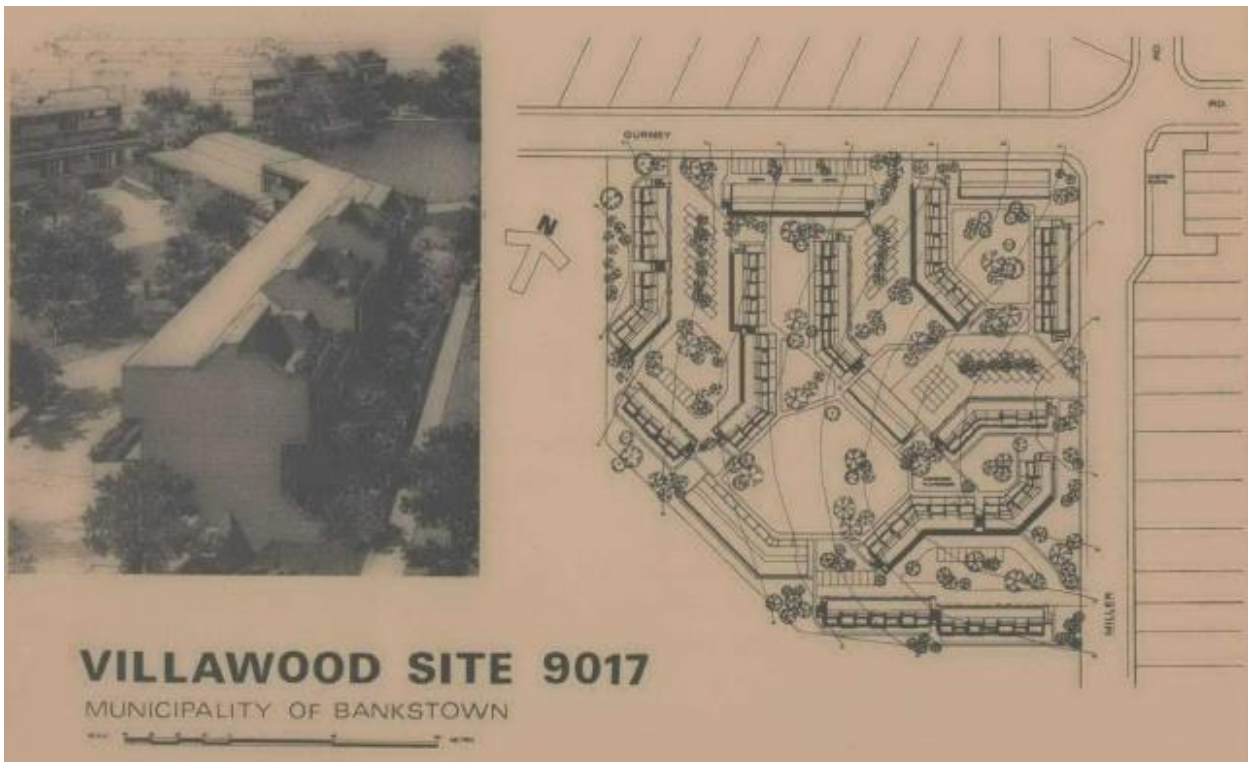
These estates, the first being Macquarie Fields, were characterised by a smaller overall area of development, a high percentage of townhouses, and the use of the ‘Radburn’ style layout. During this time, townhouses in the ‘Radburn’ layout were also incorporated into some of the older neighbourhood estates, including Windale.

Micro-Estates

The 1980s saw further evolution of the 'public housing estate' as conceived and developed from the 1940s onwards, with the Commission deciding in 1975, for the first time, to redevelop parts of its own housing stock.

The principal example of this was the introduction of a micro-estate in to the established public housing at Villawood/East Fairfield; a number of earlier fibro cottages were demolished to make way for a 'micro-estate' planned in the 'Radburn' style. The cottages set on a conventional street grid were replaced with townhouses and maisonettes that faced away from the streets, had common driveways, and small private streets.

Figure 89 – Plan of the 'Villawood Site', 1975



Source: *The Housing Commission of New South Wales Annual Report, 1975, p. 10.*

4.3.3. 'Urban Renewal' and the Modern 'Slum' Clearance Movement

The 'slum' clearance movement, initiated at Millers Point and The Rocks in the first decades of the 20th century and refined at Erskineville in the 1930s, was continued in the late 1940s and 1950s in concert with the heightened activity of the Housing Commission in the post-war years. Though 'slum' clearance efforts continued to be underpinned by a desire to remove inadequate and overcrowded terrace housing in these areas, the approach to public housing development from the 1940s was very different to that seen in at Millers Point/The Rocks in the 1910s, and more closely followed the example set at Erskineville; removal of the 'slums' was now balanced by a greater emphasis on providing appropriate replacement housing.

As before, the areas of concern were predominately inner-city suburbs which had been overdeveloped in the pre-war years; of particular concern were the suburbs of Surry Hills, Redfern, and Waterloo, located to the immediate south of the CBD. From the 1940s onwards, the large-scale 'slum' clearance initiatives undertaken in these suburbs were remodelled as 'urban renewal'.

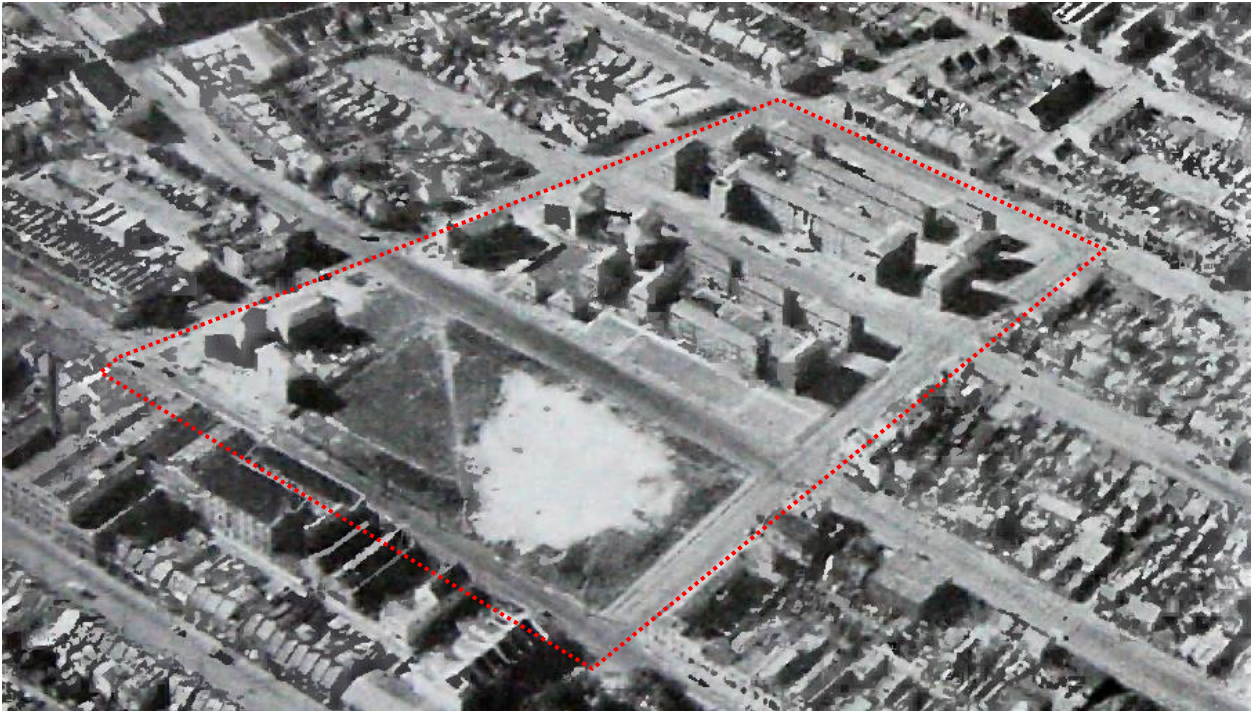
Waterloo and Redfern

The suburb of Waterloo was primarily established around industrialism. From the 1850s to the 1880s and in response to the intensive use of the land for grazing and for industries associated with the neighbouring swampland, including wool washing and brickworks, the suburb was subject to increasing residential development in the form of terrace houses and workers cottages. The subsequent establishment of the Eveleigh Railways yards, as well as the opening of a number of tanneries, brickworks and market gardens, firmly established the area's industrial character prior to the turn of the century. Like other Sydney suburbs, the growth of the area gave rise to issues concerning sanitation, poor quality housing, and overcrowding.

In order to provide the greatest number of dwellings whilst maintaining the newly established standards of living, existing building stock was subject to wholesale demolition from 1948 onwards. Walk-up apartments were erected across six blocks in Redfern from 1949 and 1961 and across five blocks and three part blocks in Waterloo between 1951 and 1971. These walk-up flats were of the same typology as those constructed at Erskineville, as considered at Section 4.3.1 above.

In an effort to further improve amenity, the Housing Commission designed a number of high-rise buildings in the early 1960s, which were to be set in open parkland. Construction commenced on the 10-storey McKell Building in 1963, and on the 17-storey Poets Corner Development in 1966, both buildings being located in Redfern. Between 1970 and 1974 the 17-storey Cooks, Banks, Solander and Martin Buildings were constructed, and in 1976 the 30-storey Matawai and Turanga Buildings were erected, with the latter being specifically designed for elderly tenants.

Figure 90 – Demolition works for the purpose of ‘slum clearance’ at Redfern in 1954 (clearance area indicated in red)



Source: *The Housing Commission of New South Wales Annual Report, 1954, p. 18.*

Figure 91 – Two storey walk-up flat building constructed in Walker Street, Redfern, c. 1955



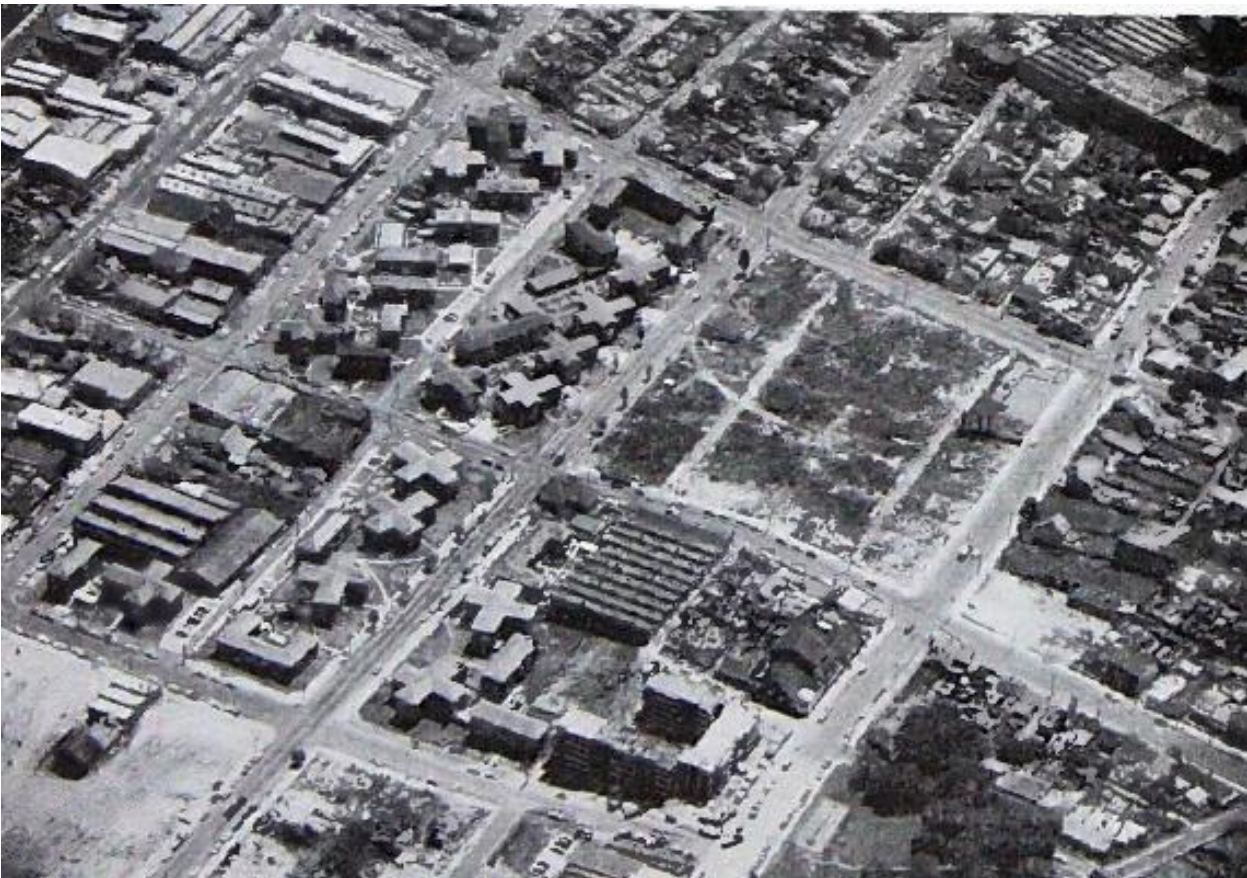
Source: *The Housing Commission of New South Wales Annual Report, 1955, p. 19.*

Figure 92 – ‘Slum clearance’ in Redfern in the 1950s, showing demolition works and new flats constructed by the Housing Commission



Source: *The Housing Commission of New South Wales Annual Report, 1956, p. 17.*

Figure 93 – Part of the Commission’s ‘slum’ clearance area in Waterloo, showing redeveloped and cleared sites, c. 1965



Source: *The Housing Commission of New South Wales Annual Report, 1965-66, p. 16.*

Figure 94 – “James Cook”, one of the 17-storey towers constructed within the Estate, dated 1970



Source: *The Housing Commission of New South Wales Annual Report, 1970, p. 2.*

Figure 95 – View of one of the Waterloo towers during construction, c. 1975



Source: *The Housing Commission of New South Wales Annual Report, 1975, p. 22.*

In April 1972, the (then) NSW Housing Commission issued a 'Housing Area Notification', to resume and redevelop 32 hectares of land south of Redfern Park in Waterloo. Over the next year, it developed an internally preferred redevelopment proposal that involved demolishing 500 existing low-rise dwellings (mainly terraced housing), and replacing them with 827 modern low-rise dwellings and six 30-storey tower blocks.

There was extensive community opposition to the proposal; bolstered by the conservation movement, the South Sydney Residents Action Group (SSRAG) led a campaign against the project that resulted in the Builders Labourers Federation placing a Green Ban on the site in February 1973. SSRAG argued that the Housing Commission of NSW had too narrow a vision, and were intending on creating large estates to house socially segregated groups without access to adequate health, welfare, cultural and other facilities.⁵⁵

Following the abandonment of the above discussed plan, the suburb was eventually subject to a program of rehabilitation and renewal in the late 1980s and 1990s. This is discussed in further detail, below.

⁵⁵ UrbanGrowth NSW Development Corporation, 2011, *Draft Redfern-Waterloo Building Environment Plan: Stage 2 (BEP 2)*, Redfern-Waterloo Authority: Sydney.

4.4. 'CITIES IN THE SKY' - THE EVOLUTION OF THE FLAT BUILDING AS PUBLIC HOUSING: 1960S – 1970S

As the 'slum clearance' movement continued throughout the 1950s and 60s in the inner-city and the demand for housing increased, it became increasingly apparent that land was at a premium; to address this, 'high-rise' public housing was introduced into the Commission's building stock style vernacular.

The program commenced with the simply designed 'Greenway' in Kirribilli in 1954, but over the following 20 or so years the philosophies and architecture behind the high-rises would both evolve and be refined. The use of the high-rise as public housing culminated with the construction of the 30-storey towers Matavai and Turanga at Waterloo in 1976, which were to be the tallest and last of their kind to be built in Australia.

The use of the high-rise as public housing in New South Wales was underpinned by the theories of French planner and architect Le Corbusier, who was one of the originators of the international school of architecture. His approach to public housing centred around high-rise blocks connected by walkways so as to create space on the ground plane for parks, walkways and leisure amenities (refer Section 4.4.1 below).

4.4.1. Le Corbusier and Public Housing

The movement headed by Le Corbusier was a possible inspiration for the development of public housing sites in New South Wales, however, there is no direct evidence of his theories being consciously included in the Waterloo housing project. It has been postulated, however, that even had Le Corbusier not championed the high-rise, it still would have eventually become a widely used public housing building typology; given the shortage of land in 'slum clearance' areas where populations were highest and land was at a premium, building vertically for the purposes of public housing was essentially inevitable.⁵⁶

Le Corbusier developed much of his approach to and theories around urban planning and architectural design in response to the Industrial Age; both the 'urban chaos' it generated and the principles of mass production and democracy that underpinned it. Within this context, Le Corbusier advocated an approach to urban design and planning whereby the principles of rational design translated to a greater sense of democracy, egalitarianism and social order.

This was expressed by the use of prefabricated and standardised building components, which he believed to be representative of modernism and egalitarianism, and the incorporation of specific design elements including minimal ornamentation, repetitive units, regularity and straight lines. High-rise apartment buildings were seen by Le Corbusier as the building typology most able to express this ideal, allowing for repetitive, simple dwellings with generous open space at the ground plane achieved through vertical construction.

Le Corbusier's overarching theory that urban design and architecture could influence social practice was expressed as follows:

*'On the day when contemporary society, at present so sick, has become properly aware that only architecture and city planning can provide the exact prescription for its ills, then the time will have come for the great machine to be put in motion and begin its functions.'*⁵⁷

The intention was for high-rise buildings to incorporate common areas and open galleries (to duplicate the functions of sidewalks and street) within the buildings and larger green spaces at the ground plane that would encourage social relations amongst tenants; through this design elements, Le Corbusier foresaw the high-rises as being self-contained neighbourhoods or 'cities in the sky'. Le Corbusier's overarching theories were expressed by the modernist residential housing design principle known as 'Unité d'habitation'.

The public housing program of the 1950s in the United States was heavily influenced by Le Corbusier's theories of design and environmental determinism. Like that seen in New South Wales, the public housing program in the U.S. was based largely around 'slum clearance' and urban redevelopment, with Le Corbusier's high rises selected as the model style for new residential development in these areas. Also like that seen in New South Wales and elsewhere including the U.K., the U.S. public housing program and its use of the high-rise was criticised for imposing a forced order on tenants within buildings that were developed by designers and planners in isolation, and without adequate consultation with the inhabitants themselves or purposeful thought about the reality of specific demographics living in such environments.

⁵⁶ Radford, G., 1999, 'Housing Ideals and Realities: New Historical Explorations', *Journal of Urban History*, 25, 720.

⁵⁷ Le Corbusier, 1967, *The Radiant City*, New York: Orion Press, p. 142.

Despite the intention of the high-rises as ‘cities in the sky’, the reality of public housing developments influenced by Le Corbusier in the U.S. was that they ultimately fostered a sense of isolation and alienation in their tenants, and allowed for the intensification of unfavourable activities and behaviour. Despite this, Le Corbusier’s overarching approach to public housing was adopted internationally, with examples in Australia, the U.K., Europe, Russia, and Asia.

4.4.2. International Examples of High-Rise Public Housing

The following examples provide a broad overview of the use of the high-rise typology internationally.

La Cité Radieuse, Marseille, France, c. 1952

The first and most famous of Le Corbusier’s Unité d’habitation developments is the Cité Radieuse, located in Marseille, France. The building was constructed between 1947 and 1952, and was developed in conjunction with Le Corbusier’s designers Shadrach Woods and George Candilis.

The building, which is raised on large *piloti*, comprises 337 apartments arranged over 12 storeys, and was constructed in *béton brut* (or rough cast concrete). Internally, relatively narrow flats are mostly arranged as two-storey duplexes with a double-height living room at one end. One level of each apartment stretches the full 21-metre depth of the block, creating a layout where pairs of homes interlock around a central access corridor. This arrangement meant that these access corridors – known as ‘streets’ – only needed be accommodated on every third floor; there are therefore just five in total.

When first opened, the building’s 7th and 8th floors contained an assortment of shops, eateries, galleries and a hostel for guests. The hostel has since become a hotel, and the shops have seen a change in tenants. Originally, the roof housed a nursery, running track and pools, but is now used as an open air museum space. The building was subject to renovations in 2010-2013.

In July 2016, the Le Cité Radieuse, along with a number of Le Corbusier’s buildings, were inscribed as UNESCO World Heritage Sites.

Figure 96 – View of Le Cité Radieuse, date unknown



Source: <http://i34.tinypic.com/dcg5si.jpg>

Cabrini-Green, Chicago, U.S., c. 1942-1962

The development of 'Cabrini-Green' began in 1942 with the construction of the Francis Cabrini Rowhouses, with the Cabrini Extensions North and South having been added in 1958, followed by the William Green Homes in 1962. Upon completion, the complex totalled 70 acres on Chicago's near North Side, and housed up to 15,000 people within 3,607 units across a number of buildings, many of which were 'high-rise' (between seven and 19 storeys). Again, this complex was developed as part of a 'slum clearance' program.

As seen at other public housing estates of the period, Cabrini-Green soon devolved, and became synonymous with drugs, crime and violence. Following years of tension and financial issues, the U.S. Department of Housing and Urban Development took over the Chicago Housing Authority in 1995 and in 1999 the Department announced a 'plan of transformation' for the city, which was to involve the demolition of the high-rise buildings at Cabrini-Green.⁵⁸

Demolition of the buildings began in 2000, and were completed by 2011. Only the 1942 Rowhouses have been retained, with the remainder of the land to be redeveloped by mixed-income developments.

Figure 97 – Aerial view of Cabrini-Green, c. 1999



Source: <https://www.britannica.com/media/full/1995752/200068>

⁵⁸ <https://www.britannica.com/topic/Cabrini-Green>

Pruitt-Igoe, St Louis, U.S., c. 1954

The Wendell O. Pruitt Homes and William Igoe Apartments, collectively known as Pruitt-Igoe, were joint urban housing projects first occupied in 1954 in the U.S. city of St. Louis, Missouri. The complex comprised 33 individual buildings of 11 storeys each across 57 acres of land. The complex was developed as part of a 'slum clearance' program, and was designed by architect Minoru Yamasaki who also designed the World Trade Centre towers and the Lambert-St. Louis International Airport main terminal.

Living conditions in Pruitt-Igoe declined soon after construction was completed in 1956, and by the late 1960s, the complex had become renowned for its poverty, crime, and racial segregation. All 33 buildings were demolished with explosives in the mid-1970s, and the project has become an icon of failure of urban renewal, public-policy planning and the 'failure' of government-sponsored housing.⁵⁹

Figure 98 – View of Pruitt-Igoe from the air, shortly following completion in 1954



Source: <http://www.pruitt-igoe.com/YAMA/wp-content/uploads/2010/09/P-199.jpg>

The Park Hill Flats, Sheffield, U.K., c. 1961

The Park Hill Flats in Sheffield, South Yorkshire, England, was constructed between 1957 and 1961 as part of a 'slum clearance' program. The Flats were designed by architects Jack Lynn and Ivor Smith under the supervision of John Lewis Womersley, Sheffield Council's City Architect.

The Flats feature a reinforced concrete frame, partly board marked, with concrete balcony fronts and brick infill in four shades. They comprise a total of 995 flats on 17 acres, as well as 31 shops, four pubs, a laundry boiler house, refuse station and garage. The flats and maisonettes were designed on a steeply sloping site (gradient 1 in 10) keeping a constant roof level, so that the height of the blocks range from four to thirteen storeys.

Access decks at every third floor serve maisonettes on and above the deck and one-storey flats set below. The innovative width of these four 'street decks' was a key feature of the architects' concept; all save the uppermost (Norwich Row) debouches on to ground level at some part of the scheme, and are served by 13 lifts and two large goods' lifts which gave milk floats and other services direct access to the decks, enhancing the image of 'streets in the sky'.

The Flats received a Grade II Heritage Listing in 1998, on the basis of the following assessment of significance:

'Park Hill is of international importance. It is the first built manifestation of a widespread theoretical interest in external access decks as a way of building high without the problems of isolation and expense encountered with point blocks. Sheffield and the London County Council had the only major local authority departments designing imaginative and successful public housing in the

⁵⁹ <http://www.pruitt-igoe.com/urban-history/>

1950s, and this is Sheffield's flagship. The decks were conceived as a way of recreating the community spirit of traditional slum streets, with the benefit of vehicular segregation.

*Park Hill has been regularly studied by sociologists ever since it opened, and is one of the most successful of its type. The deck system was uniquely appropriate here because the steeply sloping site allowed all but the uppermost deck to reach ground level, and the impact of the long, flat-topped structure rising above the city centre makes for one of Sheffield's most impressive landmarks. The result was Britain's first completed scheme of post-war slum clearance and the most ambitious inner-city development of its time.*⁶⁰

Park Hill is currently being subject to a program of extensive renovation, which will provide around 200 new dwellings and 2,500 square metres of commercial space. Renovations have already been undertaken on the complexes northern block, with the building stripped back to the concrete frame and a new façade applied. The expected completion date of all renovation works is late 2019.

Figure 99 – The Park Hills Flats, showing the original façade (left) in contrast to the newly applied façade of the northern block (right), c. 2015



Source: Paul Dobraszcyk, 2015, via <https://www.theguardian.com/cities/2015/aug/14/park-hill-brutalist-sheffield-estate-controversial-renovation>

⁶⁰ <https://historicengland.org.uk/listing/the-list/list-entry/1246881>

The Robin Hood Gardens, Poplar, U.K., c. 1972

The Robin Hood Gardens is a residential estate in Poplar, London, which was designed in the 1960s by architects Alison and Peter Smithson, and completed in 1972. It was built as a council housing estate with homes spread across 'streets in the sky' similar to that seen at the Park Hill Estate (refer above). Its conception and design was heavily influenced by Le Corbusier's Unité d'Habitation.

The estate comprises two long curved blocks facing each other across a central green space, and in total covers 1.5 hectares (3.7 acres). The blocks are built from precast concrete slabs, are between seven and 10 storeys high, and contain 213 flats. The flats themselves are a mixture of single-storey apartments and two-storey maisonettes, with wide balconies (the 'streets') on every third floor.

A redevelopment scheme, involving the demolition of Robin Hood Gardens as part of a wider local regeneration project, was approved in 2012; however, as of March 2016 the estate was still intact and many flats were still occupied.

A campaign was mounted in 2008 by Building Design magazine and the Twentieth Century Society to have The Robin Hood Gardens listed as a historical landmark in order to save it from destruction, with support from Richard Rogers and the late Zaha Hadid. However, English Heritage did not back the proposal, with its commissioners overruling the advice of its own advisory committee; this decision was made on the basis that the estate did not fully meet the strict criteria for listing post-war buildings, and because the building had suffered serious shortcomings from the start, with designers having been forced to compromise on issues including the width of the access decks.

Interestingly, the campaign to save Robin Hood Gardens drew very little support from those who actually had to live in the building, with more than 75% of residents supporting its demolition when consulted by the local authority.

Figure 100 – The Robin Hood Estate, c. 2012



Source: http://i.telegraph.co.uk/multimedia/archive/03347/robin-hood-01_3347684b.jpg

Trellick Tower, Kensal Town, U.K., c. 1972

Trellick Tower was designed in the Brutalist style by architect Ernő Goldfinger, with construction of the 31-storey flat building completed by 1972. It comprises 217 flats, six shops, an office, and youth and women's centres. Its façade design incorporates bush-hammered in-situ reinforced concrete with some pre-cast pebble-finished panels, and timber cladding to balconies.

Figure 101 – Image of Trellick Tower, c. 2016



Source: <https://static.standard.co.uk/s3fs-public/thumbnails/image/2016/05/25/17/trellick-tower.jpg>

Each third corridor floor contains six one-bedroom flats in each wing, with a storey of two-bedroom flats above and below reached off the same level. The 23rd and 24th floors contain five two-storey maisonettes and two flats. All the living rooms and kitchens to the two-bedroom flats, have balconies forming a distinctive pattern across the main façades that is interrupted by the maisonette floor.

In 1998 the Tower was listed as a Grade II Heritage Building, based on the following brief assessment of significance:

*'Included as the ultimate expression of Goldfinger's philosophy of high-rise planning. It also embodies the best ideas of the time on high rise housing.'*⁶¹

The majority of the flats in the building have been retained as public housing.

⁶¹ <https://historicengland.org.uk/listing/the-list/list-entry/1246688>

The Heygate Estate, Elephant and Castle, U.K., c. 1974

The Heygate Estate was a large housing estate designed by architect Tim Tinker and completed in 1974. Like other public housing developments of a comparable scale designed in the same period, it was influenced by Le Corbusier and incorporated public walkways similar to those seen at other developments.

The Estate was demolished between 2011 and 2014 as part of the Elephant and Castle Regeneration Scheme. The Estate was widely criticised for having a dark reputation for crime, poverty, and dilapidation.⁶²

Figure 102 – View of The Heygate Estate prior to complete demolition works, c. 2013-2014



Source: <http://www.oblivionstate.com/forum/topic/6551-the-heygate-estate-visited-may-to-july-2013-london-february-2014/>

⁶² <http://www.dailymail.co.uk/news/article-2316072/Poignant-pictures-decaying-crime-ridden-housing-estate-fallen-ruin-remaining-residents-await-bulldozers.html>

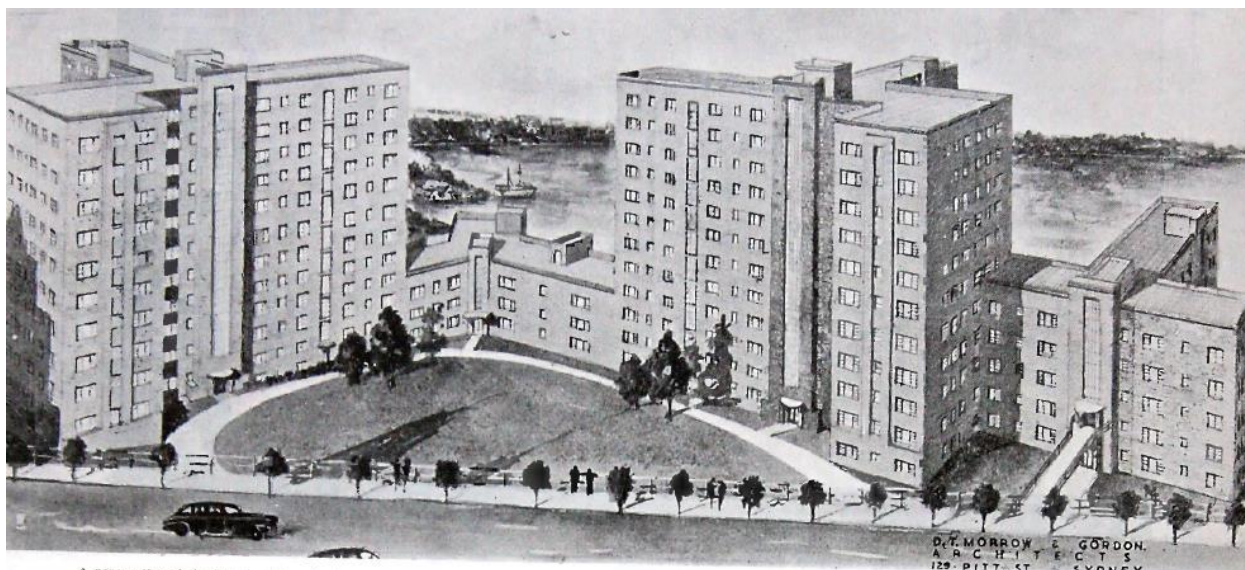
4.4.3. Examples of High-Rise Public Housing in New South Wales

The following examples provide a broad overview of the use of the high-rise typology in public housing in New South Wales.

Greenway, Kirribilli, c. 1954

New South Wales' first 'high-rise' public housing development, 'Greenway', located in Kirribilli, was opened in 1954 and at the time was the largest flat complex in Australia. It was named after the colony's first public architect, Francis Greenway, and comprises four buildings consisting of 309 one and two bedroom flats. Height restrictions in Sydney at the time were 150 feet, with Greenway standing 130 feet tall, or 12 storeys. It was designed by architect Percy J. Gordon of the firm Morrow & Gordon, and bears a resemblance to comparable housing 'project' buildings that were constructed in Manhattan in the 1940s.

Figure 103 – A perspective of 'Greenway', dated 1948



Source: *The Housing Commission of New South Wales Annual Report, 1948*, p. 11.

Figure 104 – Greenway, as it currently appears



Source: http://sydneywebcam.smugmug.com/photos/53689079_CbDSd-L.jpg

Owing to the post-war materials shortage, construction of the building took six years and the overall design of the building was simple and restrained so as to save costs; it was designed in a modern Functionalist style that was popular in Australia in the 1930s, which sought to relate the building's form to its function, and avoid 'unnecessary decoration'. The building was appealing to tenants because of the inclusion of modern appliances, included electric stoves, stainless steel sinks, and built-in cupboards.

Greenway has been recognised on the Royal Australian Institute of Architects (RAIA) Register of Significant 20th Century Buildings in New South Wales ('RAIA Register') (RAIA #4700812).

Sir John Northcott Place, Surry Hills, c. 1961

At the time of its construction in 1961, Sir John Northcott Place ('Northcott') in Surry Hills was the largest single flat building to have been constructed by the Housing Commission. Northcott was designed by renowned architects Lipson & Kaad, and is 15 storeys high. The building encompassed 429 units, shops, meeting rooms and other social amenities. It is reported that Lipson regarded the project as a high point of his career, and an opportunity to design socially responsible architecture.⁶³

It cost a total of £1.25 million to construct Northcott, and was officially opened by then Premier J.R. Heffron in December 1961; the Queen would attend a further 'opening' celebration two years later in 1963. At the time, Northcott was touted as a 'pioneering project', with the Sydney Morning Herald publishing the following in its editorial:

*'...the gradual acceptance by Australians of high-density living and the dwindling of the old insistence that the only acceptable form of housing is a detached dwelling on an individual allotment. The Housing Commission has recognised and accepted this and a large proportion of its building is now multi-storey.'*⁶⁴

Northcott has been recognised on the RAIA Register (RAIA #4702886).

⁶³ HeriCon Consulting, 2013, *The Modern Movement in New South Wales: a Thematic Study and Survey of Places*, commissioned by the Heritage Council of NSW, p. 56.

⁶⁴ Sydney Morning Herald, 18 December 1961.

Figure 105 – John Northcott Place nearing completion c. 1961



Source: *The Housing Commission of New South Wales Annual Report, 1961, p. 8.*

William McKell Place, Redfern, c. 1964

The high-rise building program continued in Redfern with the building of William McKell Place ('McKell Place') in 1964, which was designed by architects Morrow & Gordon and contained 284 flats across six blocks of eight, nine and 10 storeys.

Figure 106 – Artist's impression of McKell Place, as featured in the Commission's annual report of 1961



Source: *The Housing Commission of New South Wales Annual Report, 1961, p. 9.*

One of the economical features of the building was the incorporation of lifts which only stopped at every third floor. Laundries, which were later a source of considerable complaint, were situated in the stair tower on every third floor with one laundry per six flats.⁶⁵

McKell Place has been recognised on the RAI Register (RAIA #4702898).

Figure 107 – McKell Place under construction, c. 1962-93



Source: *The Housing Commission of New South Wales Annual Report, 1962-63, p. 28.*

Poet's Corner, Redfern, c. 1965

Opposite to McKell Place, the 'Poet's Corner' development was constructed. Completed by the mid-1960s, this developed comprised three 17-storey blocks named after Australian poets Henry Kendall, Dame Mary Gilmore, and Henry Lawson. It was designed by architecture firm Peddle Thorp & Walker, and was designed to also contain a small shopping centre.

Like McKell Place, Poet's Corner has also been recognised on the RAI Register (RAIA #4702896).

Figure 108 – Artist's impression of one of the Poet's Corner blocks, with construction to commence c. 1964



Source: *The Housing Commission of New South Wales Annual Report, 1962-63, p. 10.*

⁶⁵ Sydney Morning Herald, 30 June 1964.

Figure 109 – The scale of McKell Place (centre) in relation to the surrounding 17-storey Poet's Corner blocks, c. 1966



Source: *The Housing Commission of New South Wales Annual Report, 1966-67, p. 16.*

Rosebery Apartments, Rosebery, c. 1967

The Rosebery Apartments were designed by Harry Seidler and had been constructed by 1967. It comprised two nine-storey blocks, and a total of 225 apartments.

The apartment building was designed in the brutalist style, expressing function through the use of off-form concrete and a free standing lift and stair tower between slab blocks, linked to them by foot bridges. The building is often cited as one of Seidler's best works, and is recognised on the RAIA Register (RAIA #4702910).

Figure 110 – The Rosebery Apartments, c. 1967



Source: Abel, C., 2004, *Architecture, Technology and Process*, Architectural Press: Oxford, Fig. 5.14

Figure 111 – View of Seidler's Rosebery Apartments from Maloney Road, 2016



Source: Google Street View, April 2016

Purcell, Redfern, c. 1973

The *Report of the Royal Commission of Inquiry on the Landlord and Tenant (Amendment) Act 1948*, which appeared in 1961, put further pressure on the Commission to provide low cost housing and particularly to accommodate pensioners and elderly tenants generally.

Up until the mid-1960s, aged flats constructed by the Commission were typically contained within the three storey walk-up flats discussed at Section 4.3.1, above or in the single storey units described at Section 2.1.1, also above. The construction of specifically designed high rise blocks for the aged did not come until Liberal moves in the early 1970s saw the creation of Purcell, an eight-storey block built as part of the continuing Redfern slum clearance scheme and intended to rehouse elderly people who occupied inner city slum dwellings and who wanted to 'remain close to the heart of the city'.

Figure 112 – Excerpt from the 1973 Housing Commission Annual Report, showing a two-page spread on the 'successful' Purcell development



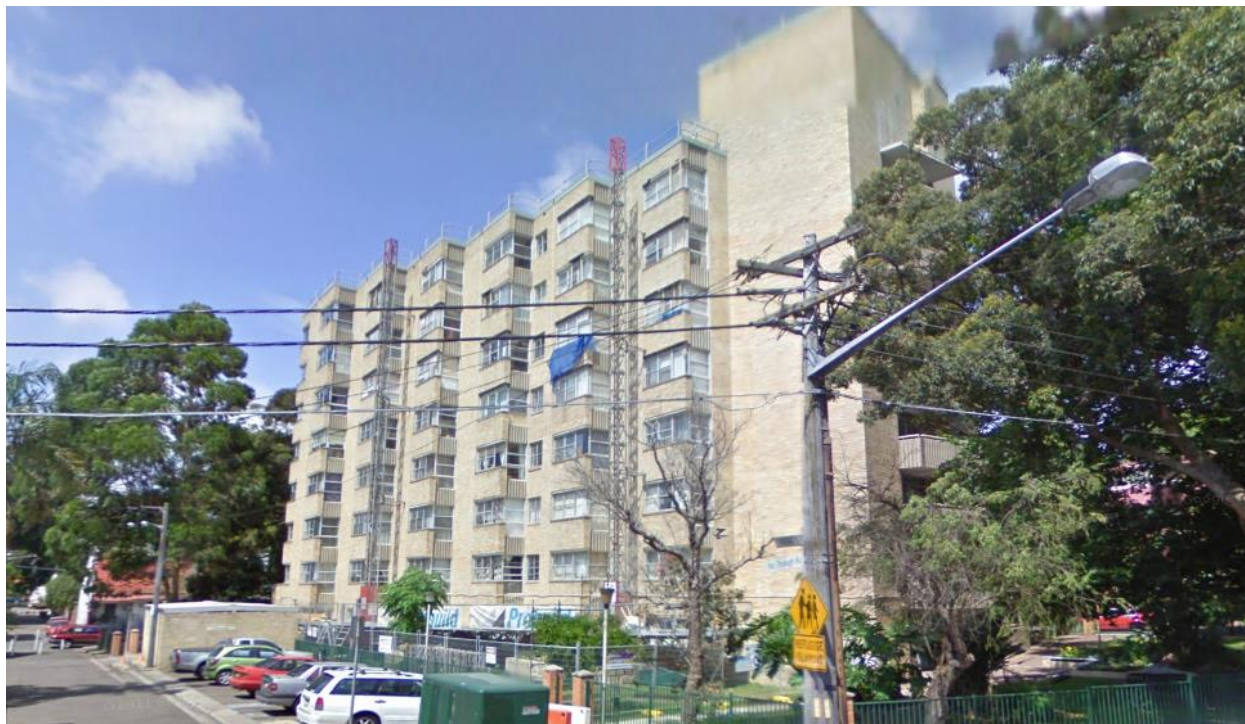
Source: *The Housing Commission of New South Wales Annual Report, 1973.*

Purcell, completed by January 1973, consisted of 77 single flats and 15 flats for couples; it provided housing for a total of 107 aged people. The block contained an air-conditioned ground floor community room, two lifts, and a small lounge on each floor. The landscaped grounds contained an enclosed courtyard with garden furniture to allow for 'sheltered outdoor activity'.

The innovative features of Purcell revealed an attempt by the Commission to improve those aspects of design that researchers most criticised in its earlier blocks of high rise flats, especially landscaping, open space and community amenities.

Again, Purcell has been recognised on the RAI Register (RAIA #4702900) and the NSW Land and Housing Corporation Section 170 Heritage Conservation Register.

Figure 113 – View of Purcell from Cooper Street



Source: Google Streetview, June 2014

The Waterloo Estate, Waterloo, c. 1970-1982

As Purcell demonstrated, the Commission's approach to the use of the high-rise and larger flat buildings evolved over time, particularly in response to criticisms of the use of this type of building stock for elderly residents and for families with children. In 1974 the Commission appointed a research team from Macquarie University to study the attitudes of its tenants towards high rise and walk-up flats, particularly in the 'slum' clearance areas in the inner city.

Overall, the study found that 76% of high rise residents gave proximity to the city as the reason for their choice of dwelling type and accepted any drawbacks of the high rise to be in a convenient location, and that most regarded themselves as considerably better off in terms of their previous accommodation.⁶⁶ The study did, however, make recommendations regarding design features that could improve the quality of life in high-rise buildings. This included private laundries, soundproofing, play areas and a more intimate use of outdoor areas.

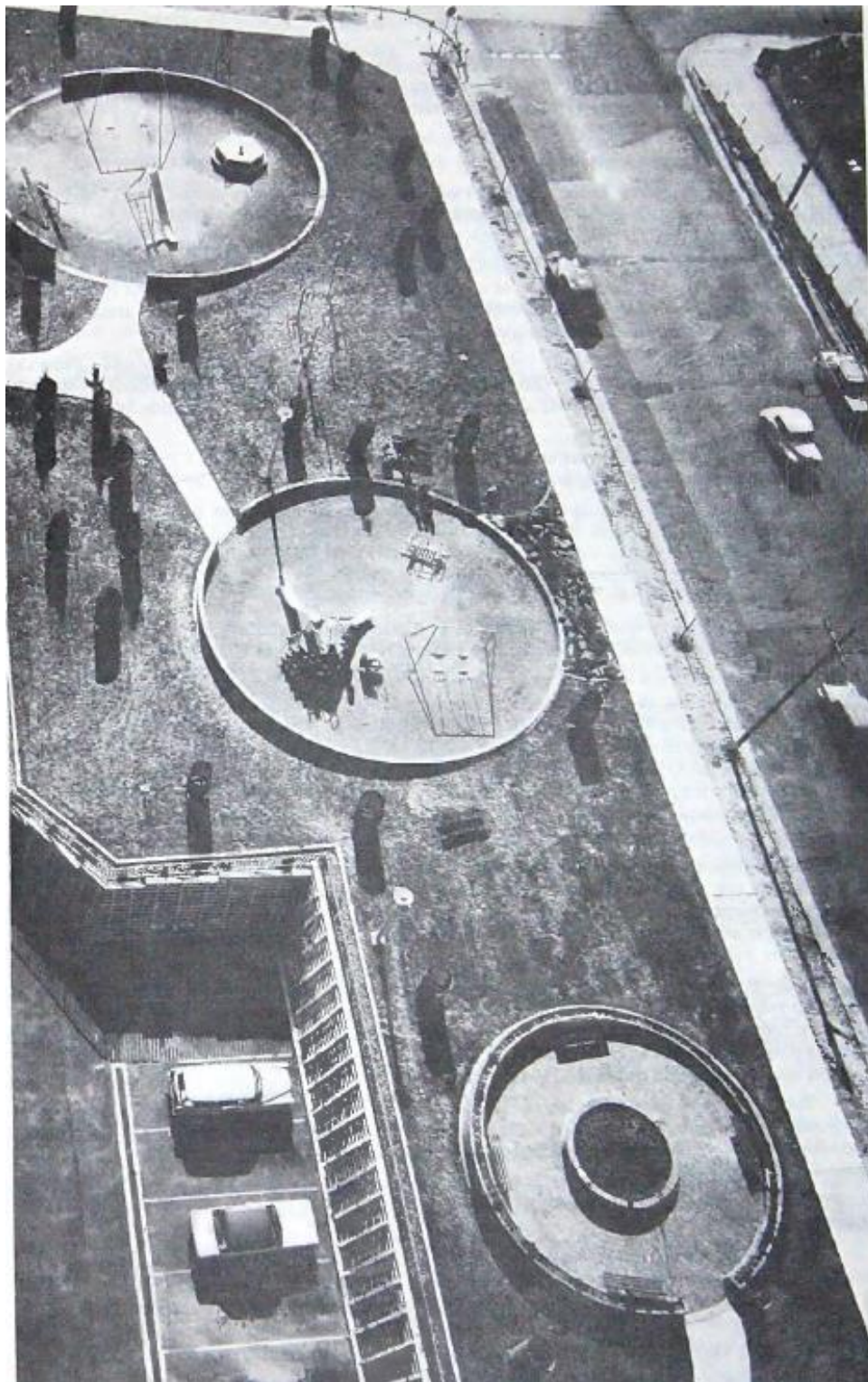
The high-rise buildings constructed at the Estate in the 1970s represented an attempt by the Commission to practically express these research findings. As such, the Waterloo high-rise scheme, which was constructed amongst a number of two and three-storey walk-up flat buildings constructed in the 1940s-60s, contained many new features not previously seen in public housing high-rise buildings.

James Cook, the first to be completed in May 1970 comprised a 17-storey block of 196 two bedroom and 16 one bedroom flats together with a shopping mall of five shops. The Commission claimed that 'the atmosphere achieved in the ground floor foyer and associated management office is one designed to create a sense of identity for the residents'. Modern play equipment was installed in three areas as well as 'carefully positioned' garden furniture throughout the landscaped grounds. Each flat had its own laundry.⁶⁷ Other blocks built between 1970 and 1974 included the 17-storey Banks, Marton and Solander buildings, all completed July 1973.

⁶⁶ Thompson, R., 1986, *Sydney's Flats: A Social and Political History*, thesis submitted for the degree of Doctor of Philosophy of Macquarie University, School of History, Philosophy & Politics, p. 190.

⁶⁷ The Housing Commission of New South Wales Annual Report, 1970, p.18.

Figure 114 – View from the roof of the 'James Cook' building, Waterloo, showing play areas. Dated c. 1910



Source: *The Housing Commission of New South Wales Annual Report, 1970, p.15*

In 1974 work began on the two tallest blocks ever contemplated by the Commission. The 30 storey towers called Matakai and Turanga, after landfalls on the voyage of Captain Cook's Endeavour, were to house 524 old people, many of whom had been on the Commission's waiting list for five years. The South Sydney Action Group, whose activities were directed largely by the Labor dominated South Sydney Council, alleged that the flats would encourage high suicide rates, mental depression and general instability amongst tenants. It induced the NSW Branch of the Builders Labourers Federation (BLF) to impose a 'green ban' on Commission plans for further high rise flats.

Pensioner organisations and old people living in the area objected to the green ban, arguing that the Action Group had no right to dictate to them where they should live. Mr Jim Sharrock, a 69 year old retired resident of a Commission flat in Redfern and an executive member of the Council for the Aging, organised a block of 80 old people who attended a meeting between the BLF, the Resident Action Group and pensioners. As a result the BLF agreed to lift the ban and acknowledged that it had 'made a mistake'.⁶⁸

In anticipation of potential tension around the use of high-rise developments in Waterloo, the Commission had consulted some fifty 'potentially influential allies' in the early planning stages for the project.⁶⁹ This included the Sydney Hospital, Sydney City Mission, Sydney Home Nursing Service, Rachel Forster Hospital, Council for the Aging, the Wayside Chapel and the Department of Social Work at the University of New South Wales. In 1973, a year before construction began, the Commission invited Dr Margaret Mead, the renowned social anthropologist, to comment on the two tower blocks and inspect other Commission projects as well as present the Keynote Address at the Building Science Forum Conference on 'Building for People'. She observed that there was no reason why high rise should not work as it gave the old 'security, company and independence'.⁷⁰

Figure 115 – Anthropologist Dr. Margaret Mead visiting the Waterloo high-rise scheme, 1975



Source: *The Housing Commission of New South Wales Annual Report, 1975, p.22*

The Commission's tower blocks in Waterloo were the last of their type to be built. This was due to a number of factors including changes to funding, continued criticisms and public opposition against high-rise buildings as public housing, and the continued evolution of the Housing Commission's approach to public housing design and town planning, which was at that time becoming increasingly concerned with the integration of public and private housing so as to minimise the segregation and stigmatisation of public housing tenants within self-contained estates.

⁶⁸ Sydney Morning Herald, 21 August 1973.

⁶⁹ Thompson, R., 1986, *Sydney's Flats: A Social and Political History*, thesis submitted for the degree of Doctor of Philosophy of Macquarie University, School of History, Philosophy & Politics, p. 192.

⁷⁰ Sydney Morning Herald, 21 August 1973.

Figure 116 – Matavai and Turanga soon after completion, dated 1977



Source: *The Housing Commission of New South Wales Annual Report, 1977, p.19*

The Sirius building at the Rocks, completed in 1980 and discussed further below, was the first of the new-look Commission high rise. This was followed soon after by two major blocks within the existing Estate, 'Dobell' and 'Drysdale', which comprise 130 flats over seven-storeys and were completed in 1983.

These buildings, which form part of the 'Artist's Corner' of the Estate, were designed in a series of stepped back terraces allowing flats on every level to have their own private family courtyard area, which was intended to facilitate family living within a higher density inner city context. 'Dobell' and 'Drysdale' signify the

Commission's trend away from massive tower blocks in the inner city, and a refocusing on the provision of low rise medium density housing of a greater variety than previously seen.

The buildings are loosely referential to Ancher Mortlock & Woolley's 'Penthouse Apartments' located at 58-61 New Beach Road, Darling Point. These flats, constructed c. 1966, were designed in the Sydney School style and were considered seminal in the development of townhouse design in Sydney.⁷¹

Figure 117 – Apartment buildings introduced to the Estate c. 1983, known as 'Drysdale' and 'Dobell'



Source: *The Housing Commission of New South Wales Annual Report, 1980, p. 9.*

⁷¹ Quinlisk, M. on behalf of Clive Lucas, Stapleton & Partners Pty Ltd, c. 2004, *Heritage and Contemporary Architecture: Engaging with the Architects as Part of Local Heritage Listing*, prepared for Woollahra Council.

Figure 118 – Apartment buildings introduced to the Estate c. 1983, known as ‘Drysdale’ and ‘Dobell’



Source: *The Housing Commission of New South Wales Annual Report, 1980, p. 9.*

The Sirius Building, The Rocks, c. 1980

The Sirius Building ('Sirius') at the Rocks, completed in 1979 and opened to residents in 1980, was the first of the new-look Commission high rise, and the last of public housing development of that scale and visual prominence to be constructed in New South Wales.

The National Heritage List nomination for the building notes:

Sirius was built in response to the Millers Point community's opposition to the Sydney Cove Redevelopment Authority's plans to demolish historic buildings along the Western side of Circular Quay in order to build high-rise office towers. This plan would have displaced hundreds of residents who have lived in the area for generations. The Resident Action Group was formed to rally against the decision and was aided by the Builders Labourers Foundation and leader Jack Mundy to place one of the famous Green Bans on the area, which prevented the development and removal of residents until an appropriate solution was found that benefitted both parties. Out of this conflict the government agreed to the Green Ban conditions and commissioned a building to house displaced residents, which was the Sirius Building. The building symbolized a win for the community of Millers Point and lifted the Green Ban on the area.⁷²

The below figure shows the 1963 proposal that was halted by The Rocks Green Ban and community action.

⁷² http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=place_name%3Dsirius%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_region%3Dpart%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=106312

Figure 119 – 1963 proposal for The Rocks, which did not go ahead



Source: <http://millerspointcommunity.com.au/the-place/sirius/>

Sirius was designed by Commission architect Theodore 'Tao' Gofers to accommodate a wide range of demographics and family types. The building was specifically designed to address the concerns raised in the previous decade regarding the use of high-rise and high-density buildings as public housing; it included a number of features that were specifically incorporated so as to improve the quality of living for its tenants, including public spaces designed to encourage resident interaction, level security lift access, built in distress alarms and a loading dock for furniture and equipment. Incorporating both aged and family housing in a single building was a decided step away from the schemes recently completed in other inner-city areas (like Waterloo).

The below figure shows an artist's impression of the building, prior to construction; the building was based on a three-storey prototype built at San Souci.

Figure 120 – An artist's impression of the Sirius building, dated 1977



Source: *The Housing Commission of New South Wales Annual Report, 1977, p. 11.*

Figure 121 – The San Souci prototype for the Sirius Building



Source: <http://millerspointcommunity.com.au/the-place/sirius/>

Sirius has been identified as being aesthetically significant as the physical:

*'... representation of an important move by the Housing Commission of the mid 1970s, away from modernist ideals of housing in towers or slab blocks on cleared sites towards [architectural] solutions that involved community participation and sympathetic contextual placement of such housing and retention of long time low income residents in historic inner urban precincts'*⁷³

It has also been identified to have landmark qualities owing to its highly visible presence within views of Circular Quay from Sydney Harbour and from the Harbour Bridge travelling or facing south. It is also aesthetically distinct within its context owing to its strong Brutalist character, asymmetrical massing and distinctive fenestration; it is one of the most thoughtful and refined architectural offerings of the Housing Commission.

⁷³ Professor Phillip Goad, 2015, quoted in http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=place_name%3Dsirius%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_region%3Dpart%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=106312

In March 2014, the NSW state government announced plans to sell the site and in 2015, tenants of the public housing complex were relocated. The Heritage Council of NSW unanimously recommended the building for heritage listing following a meeting of the Council in December 2015.

In 2015, Stephen Davies, Director of Urbis Heritage (the authors of this report), was a sitting member of the Heritage Council of New South Wales, and Dr Mark Dunn was the Deputy Chair of the Heritage Council of New South Wales.

In a statement released on 31 July 2016, the Minister (Mark Speakman) declined to heritage list the building, saying it could reduce the site value by approximately \$70 million, which is equivalent to 240 social housing units.

The Save our Sirius group took the NSW Government to the Land and Environment Court over the decision to not heritage list the building on the NSW State Heritage Register, The L&E Court found that;

Acting judge of the Land and Environment Court Simon Molesworth ruled that former heritage minister Mark Speakman, now the state's attorney-general, made two errors of law when deciding not to list the building on the State Heritage Register.

Justice Molesworth found that Mr Speakman erred in the way he applied the Heritage Act. One error was that Mr Speakman considered that listing the building would cause financial hardship to the building's owner, Property NSW, without properly considering the impact on that owner.

A second error was that he failed to make a determination about the particular heritage significance of the building.⁷⁴

This meant that the Minister Gabrielle Upton would have to review the decision to not heritage list the building.

The decision to heritage list Sirius was reviewed on October 25, 2017, by the Minister (Gabrielle Upton) and she declined to heritage list the building⁷⁵

The full extract can be viewed at <http://www.environment.nsw.gov.au/heritageapp/minister.aspx>

The building was officially listed for sale by the State Government in December 2017.

4.4.4. Examples of High-Rise Public Housing Elsewhere in Australia

Victoria

Although extensive, the high-rise building program of the New South Wales Housing Commission was not as extensive as that of its Victorian counterpart, and did not occur as early. While tower blocks became a major type of public housing in Melbourne, they accounted for less than 5% of the New South Wales public housing stock, and these were predominately concentrated within the inner city 'slum clearance' areas. There are around 21 sites in Victoria where high-rise public housing developments occurred. The below provides a non-exhaustive overview of these.

Emerald Hill Court Flats, South Melbourne

Constructed c. 1960-62, this 17-storey concrete tower represented the Housing Commission's first foray into high-rise apartment construction. As such, it marked the start of the Commission's ambitious and controversial high-rise programme that transformed Melbourne's inner suburbs during the 1960s.

It may also possibly be an early local use of slip-form concrete construction. It was designed by Sir Bernard Evans on behalf of the Housing Commission of Victoria.⁷⁶

⁷⁴ <https://www.smh.com.au/national/nsw/the-sirius-building-to-remain-standing-after-court-rules-against-nsw-government-20170725-gxibsq.html>

⁷⁵ Gabrielle Upton, Decision pursuant to Section 34(1) of the Heritage Act 1977, October 25 2017.

⁷⁶ Heritage Alliance Conservation Architects and Heritage Consultants, October 2008, *Survey of Post-War Built Heritage in Victoria: Stage One*, prepared for Heritage Victoria, p. 213.

Figure 122 – View of Emerald Hill Court, April 2015



Source: Google Street View

Emerald Hill was identified as a building of heritage significance in a 2008 heritage study of post-war built heritage in Victoria. Although the development is not individually listed, it forms part of the Emerald Hill Residential Precinct, which is listed on the Port Phillip local government area heritage list (Ref: HO440).

Park Towers, South Melbourne

Park Towers is a 32 storey high-rise flat block designed and built between 1962 and 1969, and officially opened in 1970. It was designed by Roy Prentice on behalf of the Housing Commission of Victoria.

Park Towers was the tallest, most ambitious, most architecturally considered and most celebrated of the high-rise blocks built by the Housing Commission of Victoria in the 1960s. At the time, it was not only one of the tallest blocks of flats in Australia but also one of the tallest pre-cast load-bearing concrete buildings in the world.⁷⁷

In terms of a comparative analysis, Park Towers provides the closest comparison to Matavai and Turanga, the 30-storey towers within the Estate. Whilst the architectural height of Park Towers is recorded as 92 metres, that of Matavai and Turanga is recorded as 97 metres.

Like Emerald Hill, Park Towers was identified as a building of heritage significance in a 2008 heritage study of post-war built heritage in Victoria. Although the development is not individually listed, it forms part of the Emerald Hill Residential Precinct, which is listed on the Port Phillip local government area heritage list (Ref: HO440).

⁷⁷ Heritage Alliance Conservation Architects and Heritage Consultants, October 2008, *Survey of Post-War Built Heritage in Victoria: Stage One*, prepared for Heritage Victoria, p. 214.



Figure 123 – Park Towers, South Melbourne, date unknown







Source: <http://australiaforeveryone.com.au/melbourne/images/sth-melb-park-towers.jpg>

Other Examples of High-Rises as Public Housing in Victoria

Table 4 – Example of high-rise building typology use for public housing in Victoria

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Albert Park	Victoria Avenue (corner of Reed St) 1 building (I-Shaped)	
Brunswick	Barkly Street (corner of McKay St) 1 building (S-Shaped)	



Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Carlton	<p>Elgin Street (corner of Nicholson St)</p> <p>2 buildings (I-Shaped)</p>	
	<p>Lygon Street (Lygon St)</p> <p>4 buildings (2 S-Shaped, 1 Y-Shaped, 1 T-Shaped)</p>	




Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Collingwood	Hoddle Street (between Perry & Vere Streets) 2 buildings (S-Shaped)	
	Wellington Street (between Perry & Vere Streets) 1 building (S-Shaped)	



Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Fitzroy	Atherton Gardens (Brunswick St) 4 buildings (S-Shaped)	
Flemington	Racecourse Road (Racecourse Rd) 4 buildings (4 S-Shaped)	
Footscray	Gordon Street (corner of Shepherd St) 1 building (T-Shaped)	

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Kensington	56 Derby Street 1 building (L-Shaped)	
	94 Ormond St 1 building (I-Shaped)	
North Melbourne	Boundary Road (Boundary Rd) 3 buildings (1 S-Shaped, 1 Y-Shaped, 1 T-Shaped)	

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
	<p>Canning Street (corner of Boundary Rd)</p> <p>1 building (I-Shaped)</p>	
Northcote	<p>Heidelberg Road (near Merri Creek)</p> <p>1 building (S-Shaped)</p>	
Pahran	<p>King Street (corner of Little Chapel St)</p> <p>2 buildings (T-Shaped)</p>	

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
Richmond	112 Elizabeth Street 4 buildings (S-Shaped)	
	Highett Street (corner of Lennox St) 1 building (S-Shaped)	

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
St Kilda	Inkerman Street (corner of Henryville St) 1 building (T-Shaped)	
South Yarra	Malvern Road (between Bray St & Surrey Rd) 3 buildings (2 Y-Shaped, 1 S-Shaped)	
Williamstown	Floyd Lodge (corner of Thompson St and Hanmer St) 1 building (I-Shaped)	

Suburb	Location/ Summary Description	Photograph <i>(Source: Google Street View)</i>
	<p>Nelson Place (corner of Pasco St)</p> <p>1 building (S-Shape)</p>	
Windsor	<p>Union Street</p> <p>1 building (S-Shaped)</p>	

Western Australia

Wandana Apartment Block, Subiaco, Perth

The Wandana Apartment Block, constructed c. 1956, is listed on both the Western Australia State Heritage Register, as well as the Subiaco Municipal Inventory. The building has been recognised for its aesthetic, historic and social values, as well as its representativeness and rarity, as follows:

Aesthetic Value

Wandana Apartment Block, with its considered massing and limited palette of materials is a good example of the post-war international style of architecture. The lawns and gardens, designed to complement the building, add to the aesthetic quality of the place. As the first multi-storey residential building providing public housing in Perth, and one of the first in Australia, the place demonstrates design innovation and achievement. The physical dominance of the ten storey building in the complex over the surrounding single storey residential buildings gives it a landmark quality.

Historic Value

Wandana Apartment Block is associated with the debate concerning the provision of appropriate public housing in cities and the question of high rise accommodation that was prevalent in western countries in the post-World War II period and which involved architects, planners and sociologists. The place is important as an attempt to provide low cost public housing for a range of household types close to the city centre at a time of rapid population growth. The place has significance as the first multi-storey public housing apartment block in the State. The lawns, gardens, playgrounds, shops and community facilities established at the time of construction were designed to provide amenities and services for residents.

Figure 124 – The Wandana Apartment Block, 2008



Source: <https://perthsbest.wordpress.com/2008/01/16/wandana/attachment/375/>

Wandana Apartment Block was constructed as a result of the vision of Herb Graham, the Minister for Housing at the time. Graham was responsible for implementing the new concepts of public housing in Western Australia in the 1950s. Wandana Apartment Block was designed by Perth architect Harold Krantz, who was prominent in the field of flat design in Perth and who promoted the principles of standardisation and economies of scale in construction. The landscaping was designed by prominent landscape architect, John Oldham.

Social Value

The place is valued for its association with the provision of public housing. Specifically it was an example of the experiment in multi storey housing that caused much controversy and discussion on the nature of housing in Australia and elsewhere in the 1950s and 60s.

The place is valued by the various residents who have lived in the neighbourly community of the multi storey public apartment since its construction in 1954. The dominance of Wandana Apartment Block in the Subiaco community and its continuity of function contribute to the community's sense of place.

Rarity and Representativeness

Wandana Apartment Block was the first multi-storey public housing block built in the Western Australia and as such represents the State Government's adoption of the post-World War II social planning philosophies already being implemented in Europe and America at the time. In a national context, high rise public housing did not occur in Melbourne until the 1960s and Wandana is therefore possibly one of the earliest examples in Australia. Wandana Apartment Block is representative of a number of multi-storey residential buildings constructed to provide public housing in the post-World War II era, both in Australia and other Western countries.⁷⁸

⁷⁸ <http://inherit.stateheritage.wa.gov.au/Public/Content/PdfLoader.aspx?id=b5efc0a6-3586-43fd-b269-62d755cf8276&type=assessment>

4.5. URBAN RENEWAL AND CONSERVATION IN THE LATE 20TH CENTURY: 1970S – 1990S

Following the era of the 'high rise' as public housing and the community opposition it generated (particularly at Waterloo), the Housing Commission, which was re-branded as the NSW Department of Housing in 1986 (and Housing NSW in 2008), again shifted their focus. The idea of 'urban renewal' was reconsidered and repackaged; rather than demolishing older housing stock and replacing it wholesale with medium and high density housing, the Commission instigated a more restrained renewal program based on renovating existing dwellings and introducing appropriate and sympathetic low-scale infill housing designed in a referential style.

The Whitlam Labor Government (1972-1975) encouraged the general rehabilitation and renewal program that characterised the Commission's activity in the 1970s through to the 1990s. By the mid-1980s, five major urban renewal estates were undergoing rehabilitation and infill development, being Waterloo, Glebe, Daceyville, Millers Point and Lyndhurst. These projects heralded the first time the Commission/Department had sought to rehabilitate terrace housing, which until this time had continued to be associated with the pervasive idea of the inner-city 'slum'.

4.5.1. The Glebe Renewal Project

The suburb of Glebe was initially surveyed in 1870, with 400 acres of land subsequently being granted to the Church of England. The area was subdivided by the Church in 1828; 25 lots were disposed of, while two lots to the north east (later known as St Phillips) and one lot of the south west (later known as Bishopthorpe) were retained. Both were later subdivided, and further housing constructed. By the 1880s the suburb grew as increasing numbers of city workers relocated to Glebe in an effort to escape the poor living conditions of the CBD.

The population grew exponentially, and the suburb was adversely impacted by the depression of the 1930s. Up until the 1960s, both the Church and the City of Sydney made several attempts to improve the standards of housing in the area, and were able to redevelop, reconstruct and upgrade part of the St Phillips precinct. As was the case with other suburbs, particularly those discussed above, redevelopment plans floated throughout the 1960s and 70s, which involved the erection of high rise buildings, were met with opposition from residents. This opposition was underpinned by the conservation movement, and a recognition of the social and heritage significance of the area.

In 1974 the Commonwealth Government stepped in and acquired the area from the Church. It was later acquired by the (then) Housing Commission of NSW. A program of rehabilitation was initiated by the Commonwealth Government, but due to limited funding only 237 of the intended 710 existing dwellings had been upgraded by the time the Urban Renewal Group of the Department of Housing took control of the project.⁷⁹

Similar to the redevelopment of Woolloomooloo, the Urban Renewal Group sought to redevelop Glebe while conserving the heritage values and range of architectural styles present in the area. In addition to this, community consultation was emphasised throughout the process. Through a combination of rehabilitation, renovation and infill development, the program resulted in an increase of 155 dwellings and approximately 900 bedrooms across the suburb. Examples of these dwellings are shown in Figure 125, below.

⁷⁹ Gregory, J. and Richardson, R. 1993, *New South Wales Case Study: Evolution or Revolution – the Glebe Estate, Sydney*, in National Capital Planning Authority, *Restructuring Public Housing Precincts*, Occasional Paper, Series 1, Paper 4, report prepared for Department of Health, Housing and Community Services, Australian Government Publishing Service: Canberra.

Figure 125 – Contemporary infill public housing within the historical Glebe Estate



Picture 69 – Properties along Wentworth Park Road, featuring referential dormers, verandahs and overall form in a contemporary style



Picture 70 – Property on Wentworth Park Road featuring a referential bay window and verandahs in a contemporary style



Picture 71 – Property at the corner of Mitchell Lane and Wentworth Street, featuring referential parapets, verandahs and overall form



Picture 72 – Property at Wentworth Park Road, featuring referential verandahs and overall form in a contemporary style

As part of urban renewal programs undertaken in other suburbs between the 1940s and 1970s (also known as ‘slum clearance’), existing housing stock was typically demolished and replaced, rather than retained, conserved and rehabilitated. As conservation was not prioritised, infill development that respected the existing character of the neighbouring buildings and overall suburb had not been necessary. Significantly, the rehabilitation of Glebe’s public housing stock, which did involve the construction of infill buildings, represented the first such attempt by the (then) Housing Commission of NSW to combine redevelopment with conservation. This was evidence of the beginning of the ‘conservation movement’.

As the above photographs demonstrate, the infill housing constructed at Glebe, like that of the suburbs discussed below, as well as that of Millers Point, was designed to be referential to the historic and heritage listed properties that characterise the suburb. Properties along Wentworth Park Road in particular are similar in design to those on Forbes Street, Woolloomooloo, which sought to represent the arches, parapets and verandahs of neighbouring and nearby heritage properties in a contemporary style.

It is noted that a row of referential infill terrace houses in Glebe have been recognised as having heritage significance via a local heritage listing on Sydney’s current local environmental plan (Sydney LEP 2012, Item No. I659). These terraces, located at 82-96 Bridge Road, Glebe and constructed c. 1988, have been identified as significant on the basis of being an:

*'...excellent example of modern infill development in character with historic townscape architectural significance... recent example in chronological development of workers housing to be seen in Glebe from 1840s to the present.'*⁸⁰

Figure 126 – View of the referential infill terraces at 82-96 Bridge Road, Pyrmont, dated 2013



Source: <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2427854#ad-image-0>

⁸⁰ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2427854>

4.5.2. The Woolloomooloo Renewal Project

The 'Woolloomooloo Project' was initiated by the Housing Commission of NSW in 1975. The Project, which involved the reconstruction of the suburb, was underpinned by an appreciation of the heritage significance of the area, and an acknowledgement of the wide range of architectural styles and variable quality of the existing buildings, which were seen to require a different approach from other urban renewal programs that had previously been undertaken. In line with the conservation movement, the Housing Commission described it as '*... not just a conservation project or redevelopment but a combination of both*'.

Figure 127 – Information regarding the Woolloomooloo Renewal Project, dated 1976

COMMISSION PUTS LIFE INTO WOOLLOOMOOLOO

In March, the Woolloomooloo Project Team of the Housing Commission put seven alternative schemes to the public in an exhibition which aroused wide interest. The views and wishes of local residents, as well as townscape considerations and the cost of rehabilitating old houses were taken into account in arriving at the final plan, which went on exhibition in conjunction with the Council of the City of Sydney in August. The method of approach and lengthy consultation with residents was widely praised.

A Harbourside Square at Woolloomooloo Bay is part of the final plan for this historic and colourful waterfront area.

Residential development along McElhone Street makes provision for children's play areas easily supervised from the balconies.

The Project Plan, here in model, provides a total of 770 dwellings of from one to four bedroom dwellings; 130 old houses will be restored.

By closing Forbes Street and Cathedral Street at their intersection a tranquil pedestrian area for shopping and strolling is created.

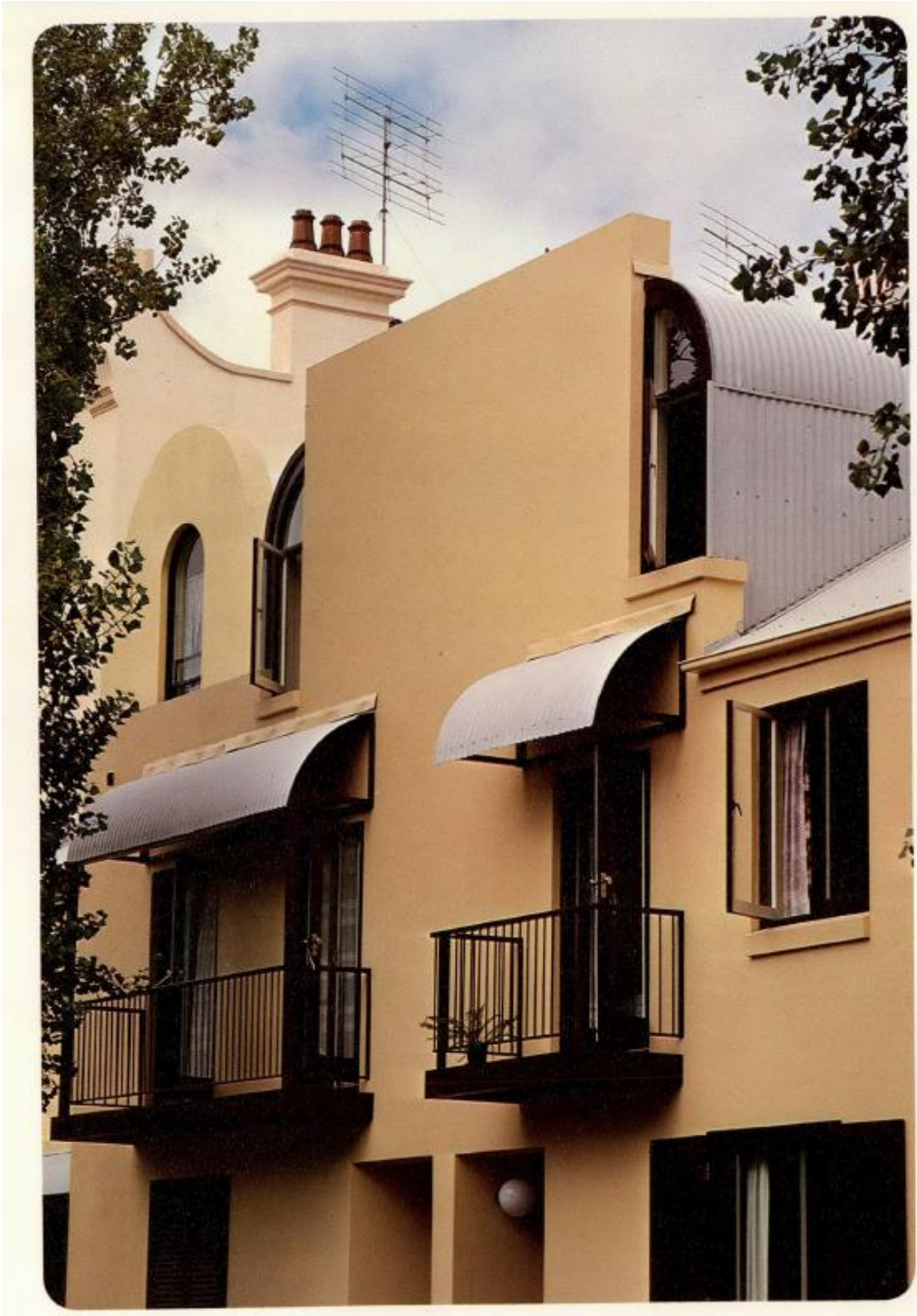
Nicholson Street, which runs behind the Harbourside Square, will have a mixture of the old and new, with no cross traffic flow.

7

Source: *The Housing Commission of New South Wales Annual Report, 1976, p. 7.*

To manage this unique situation, the Housing Commission divided the area into a series of smaller jobs, and engaged different architectural firms to design infill housing for each. Examples of infill housing constructed as part of the Project include those along Forbes Street, and within the land bounded by Dowling, Cathedral and Judge Streets. Architectural consultants involved in the Project include Ancher Mortlock and Woolley and Philip Cox and Associates. The latter consultants were also involved in the similar program of rehabilitation and redevelopment that was undertaken in Millers Point throughout the 1980s and early 1990s (refer below). Their infill housing on Forbes Street, which was constructed between Victorian terrace houses on both sides, was designed so as to repeat the arches, parapets and verandahs of the neighbouring dwellings.

Figure 128 – Referential infill housing in Woolloomooloo, located at 92-100 Forbes Street



Source: *The Housing Commission of New South Wales Annual Report, 1979, p. 9.*

Overall, the Project included 770 dwellings, 130 of which were to be rehabilitated for public housing. Similar to that seen at other rehabilitation and renewal sites, rehabilitation in Woolloomooloo involved the restoration of façades, the upgrading of interiors by providing new kitchens, bathrooms, and laundries, and the repair or replacement of services, fixtures and fittings.⁸¹

As was the case with Glebe, the Woolloomooloo Project was heavily influenced by the conservation movement, and this influence is still in evidence today. Varied examples of the successful integration of traditional housing with contemporary infill housing are present in Woolloomooloo. Examples have been provided in Figure 129, above.

The Woolloomooloo Project garnered substantial interest; it was featured in a number of journals, both in Australia and overseas, and won two prizes in the N.S.W. Building Society's 1980 Design Awards. No. 92-100 Forbes Street (refer Figure 128 above) has also been recognised on the RAI Register (RAIA #4703088).

Figure 129 – Contemporary infill public housing within the historic suburb of Woolloomooloo



Picture 73 – Central courtyard located at the corner of Cathedral and Dowling Streets, showing the integration of public housing in different styles and from different periods within a single block



Picture 74 – View from the central courtyard located at the corner of Cathedral and Dowling streets, showing the rear of properties located on Dowling Street (contemporary on left and Victorian to right)



Picture 75 – Terraces along Forbes Street, designed a simple referential style



Picture 76 – Terraces along Forbes Street, featuring referential parapets, verandahs, arched windows and overall form in a contemporary style

⁸¹ The Housing Commission of NSW, 1979, *Woolloomooloo Project: The New Architecture of Woolloomooloo*, The Housing Commission of NSW: Sydney.



Picture 77 – Terraces along Forbes Street, featuring referential parapets, arched windows and overall form in a contemporary style



Picture 78 – Terraces along Forbes Street, featuring referential arched windows and overall form in a contemporary style

4.5.3. Millers Point

Following the Harbour Trust’s role as landlord in Millers Point in the first decades of the 20th century, control of the area was transferred to the Maritime Services Board (MSB) upon its inception in 1936. The Housing Commission and later the Department of Housing progressively assumed control of nearly 400 properties from the MSB from 1982 onwards.

As seen at other suburbs, the Department of Housing’s Urban Renewal Group prepared a Strategy Plan which brought together detailed studies of the area (including an inventory of buildings, social history, archaeology, landscape, and demographics) to formulate an operational framework for the rehabilitation and infill program to be undertaken in the suburb.

The established heritage significance of Millers Point as a precinct was a key consideration in the preparation of this Plan, as was developing methods that appropriately balanced heritage with the projected living needs of the residents. Throughout the suburb, a total of 394 older buildings of heritage significance were rehabilitated, and 32 infill buildings constructed. As was the case elsewhere, infill buildings were designed in a referential style intended to be sympathetic to the existing, surrounding building stock.

Select example of infill development within the precinct are provided below.

Figure 130 – Infill development within Millers Point, constructed in the 1980s and 1990s



Picture 79 – 54A & 54B Kent Street



Picture 80 – 2-8 Kent Street and 16-20 Argyle Place

Figure 131 – Plan of Millers Point showing rehabilitated (red) properties and infill development (purple)



Source: Department of Housing Library, date unknown, Visit by Minister for Urban Affairs and Planning and Minister for Housing: Waterloo Housing Estate.

4.5.4. Redfern and Waterloo

Following the abandonment of the 1972 plan to resume and redevelop 32 hectares of land south of Redfern Park in Waterloo, limited building stock in these suburbs was eventually subject to a program of rehabilitation and renewal in the late 1980s and 1990s, which mirrored those undertaken in Daceyville, Glebe and Woolloomooloo.

This program included the construction of a number of infill buildings, including 3-4 storey apartments (e.g. along Pitt Street), 2-3 storey terrace housing (e.g. overlooking Redfern Park and Oval), 1-2 storey townhouses at Explorer Place and other infill types in Walker Street. These infill developments, like those in other suburbs, were designed in a 'contextual' manner, so as to fit into the streetscapes of existing conservation areas. Examples of infill housing constructed in Redfern/Waterloo as part of the program have been provided in Figure 132, below.

Infill housing in Walker Street (located between Phillip and Wellington Streets) constructed as part of this program has since been recognised by the Royal Australian Institute of Architects, and was awarded the Lloyd Rees Award for Outstanding Design in 1993.

Figure 132 – Contemporary infill public housing within the historic suburbs of Redfern/Waterloo



Picture 81 – Terraces along Phillip Street, featuring referential parapets, arched windows and overall form in a contemporary style. Victorian terraces shown at right of frame



Picture 82 – Terraces along Chalmers Street, featuring referential verandahs and overall form in a contemporary style. Victorian terraces shown at left of frame



Picture 83 – Terraces along Chalmers Street, featuring referential parapets, verandahs and overall form in a contemporary style. Victorian terraces shown at right of frame



Picture 84 – Award winning infill development at Walker Street

4.5.5. Phillip Cox and Partners Pty Ltd

Philip Cox commenced his first practice with Ian McKay in 1963. In 1967 Cox founded his own practice, Phillip Cox and Associates. Through to the late 1970s, the practice focused primarily on domestic and school architecture, as well as the conservation of historic buildings. In 1980, the firm commenced work on the new township of Yulara at Ulura (Ayers Rock), which was awarded the Royal Australian Institute of Architects Sir Zelman Cowen Award in 1984.

For the remainder of the 1980s, the firm designed a number of significant public buildings for the 1988 Australian Bicentenary including the Sydney Football Stadium (now Aussie Stadium) and the Sydney Exhibition Centre. The success of these projects led to the establishment of offices in Melbourne, Brisbane and Perth in addition to the existing Sydney and Canberra offices. Over the next several decades the firm continued to grow, taking on a range of projects in Singapore, China, and Dubai, as well as Australia.

From the mid-1970s onwards, Phillip Cox and Partners were involved in a number of public housing projects in and around Sydney. They were commissioned to design infill housing as part of the Woolloomooloo Renewal Project (1975-1983) and the Millers Point rehabilitation works (early 1980s). This body of work coincides with the early years of the practice,

At this time, Cox was also the architect responsible for initially implementing the American Radburn design for public housing in New South Wales. The Radburn design is typified by the backyards of homes facing the street and the fronts of homes facing each other over common yards.

It is often referred to as an urban design experiment which is typified by failure due to the laneways used as common entries and exits to the houses helping ghettoise communities and encourage crime; it has ultimately led to efforts to 'de-Radburn' or partially demolish American Radburn designed public housing areas.

When interviewed in 1998, the architect responsible for introducing the design to public housing in New South Wales, Philip Cox, was reported to have admitted with regards to an American Radburn designed estate in the suburb of Villawood, "Everything that could go wrong in a society went wrong," "It became the centre of drugs, it became the centre of violence and, eventually, the police refused to go into it. It was hell."

5. COMPARATIVE ANALYSIS

Based on the information presented in Section 4, a selection of comparative examples relevant to a significance assessment of the Estate and its component elements have been provided overleaf.

Table 5 – Summary of comparative analysis for the Estate and its component elements

Component Element	Site	Date	Designer	Details
Single storey flats	Multiple	1940s-1960s	- NSW Housing Commission	Examples at Yagoona, Erskineville, Bankstown, Revesby, Flemington, Westmead, etc
Two to six storey walk-up flats	Multiple	1940s-1960s	- NSW Housing Commission	Examples at Redfern, South Coogee, Telopea, Arncliffe, Flemington, Newcastle, Tamworth, Balmain and Riverwood, Surry Hills, etc (refer to Section 4.3.1).
Terraced flats	'The Penthouses', New Beach Road, Darling Point	1966	Ken Woolley (Ancher, Mortlock & Woolley)	RAIA's 1968 Wilkinson Award for housing RAIA Register of Significant Architecture in NSW (RAIA #4702721)
	Wydefel Gardens, Potts Point	1936	John R. Brogan	The complex originally had a waterfrontage, during WWII the waterfront was reclaimed by the Navy. RAIA Register of Significant Architecture in NSW (RAIA #4700833). Listed on the Sydney LEP 2012 as a local heritage item (ID I1197)
High-rise flats (Australian examples)	Wandana Apartment Block, Subiaco (Western Australia)	1956	Krantz and Sheldon	Listed on the Western Australia State Heritage register (Place No.09186) and locally heritage listed
	Emerald Hill Court in Dorcas Street, South Melbourne (Victoria)	1960-62	Sir Bernard Evans	First high-rise development to be undertaken by the HCV Recommended for heritage listing in 2008
	Park Towers in Park Street, South Melbourne (Victoria)	1962-1970	Roy Prentice	Tallest tower block built by the HCV, and reputedly one of the tallest buildings of its type in the world at the time Recommended for heritage listing in 2008

Component Element	Site	Date	Designer	Details
High-rise flats (international examples)	Greenway, Kirribilli (New South Wales) (New South Wales)	1954	Percy J. Gordon of Morrow & Gordon	Largest public housing flat building constructed at the time, and the first of that scale to be constructed by the Commission. RAIA Register of Significant Architecture in NSW (RAIA #4700812)
	Sir John Northcott Place, Surry Hills (New South Wales)	1961	Lipson & Kaad	RAIA Register of Significant Architecture in NSW (RAIA# 4700886)
	William McKell Place, Redfern (New South Wales)	1964	Morrow & Gordon	RAIA Register of Significant Architecture in NSW (RAIA# 4702898)
	Poet's Corner, Redfern (New South Wales)	1965	Peddle Thorp & Walker	RAIA Register of Significant Architecture in NSW (RAIA# 4702896)
	Purcell, Redfern (New South Wales)	1973	The Housing Commission of NSW	First attempt at a purpose-built multi-storey flat building for aged tenants RAIA Register of Significant Architecture in NSW (RAIA# 4702900) and the NSW Land and Housing Corporation Section 170 Heritage Conservation Register.
	La Cité Radieuse, Marseille, France	1952	Le Corbusier	La Cité Radieuse, along with a number of Le Corbusier's buildings, are inscribed on the UNESCO World Heritage Register
	Cabrini-Green, Chicago, U.S.	1942-1962	Chicago Housing Authority	Demolition of the buildings began in 2000 and were completed by 2011
	Pruitt-Igoe, St Louis, U.S.	1954	Minoru Yamasaki	All 33 buildings were demolished in the mid-1970s
	The Park Hill Flats, Sheffield, U.K.	1961	Sheffield Council's City Architect	Listed as a Grade II Heritage item in 1998
The Robin Hood Gardens, Poplar, U.K.	1972	Alison and Peter Smithson	In 2008 a campaign to list the building was mobilised by Building Design Magazine and the Twentieth Century Society. English Heritage did not back the proposal	

Component Element	Site	Date	Designer	Details
	Trellick Tower, Kensal Town, U.K.	1972	Ernő Goldfinger	Constructed in the Brutalist style, in 1998 the Tower was listed as a Grade II Heritage Building.
	The Heygate Estate, Elephant and Castle, U.K.	1974	Tim Tinker	The Estate was demolished between 2011 and 2014 as part of the Elephant and Castle Regeneration Scheme.
Referential infill development/urban renewal	Woolloomooloo	Initiated in 1975	Various including Ancher, Mortlock and Woolley and Philip Cox & Partners	<p>Project included 770 dwellings, 130 of which were to be rehabilitated for public housing</p> <p>Featured in a number of journals in Australia and overseas</p> <p>Won two prizes in the NSW Building Society's 1980 design awards</p> <p>92-100 Forbes Street is listed on the RAIA Register of Significant Architecture in NSW (RAIA#4703088)</p>
	Glebe	Initiated in 1974	Various including Howard Tanner & Associates and Philip Cox & Partners	<p>Program resulted in an increase of 155 dwellings and approximately 900 bedrooms</p> <p>Evidence of the beginning of the combination of redevelopment with conservation, beginning of the 'conservation movement'</p> <p>(Refer further to Section 4.5.1)</p>
	Millers Point	Initiated in 1982	Various including Howard Tanner & Associates and Philip Cox & Partners	<p>Rehabilitation of 394 buildings of heritage significance</p> <p>32 infill buildings constructed in referential style</p>
	Waterloo & Redfern	Initiated late 1980s	Various including Howard Tanner & Associates and Philip Cox & Partners	<p>Program involved the construction of a number of infill buildings to fit in with the established streetscape</p> <p>Infill housing in Walker Street was awarded the Lloyd Rees Award for Outstanding Design in 1993</p> <p>(refer further to 0)</p>

Component Element	Site	Date	Designer	Details
Late 20 th Century International Style	MLC Centre, 19 Martin Place, Sydney	1978	Harry Seidler	RAIA Register of Significant Architecture in NSW (RAIA#4703040)
	Australia Square Tower, George Street, Sydney	1967	Harry Seidler	RAIA Register of Significant Architecture in NSW (RAIA#4702942) Listed on the Sydney LEP 2012 as a local heritage item (ID I1764) RAIA Sulman Medal and Civic Design Award Winner 1967
	State Office Block, Chifley Square, Sydney	1957	Felix Taverner of Rudder Littlemore & Rudder	RAIA Register of Significant Architecture in NSW (RAIA#4702940) Listed on the Sydney LEP 2012 as a local heritage item (ID I1811) Listed on the State Heritage Register as a state heritage item (SHR#01512) Judged best new building in the British Commonwealth by the Royal Institute of British Architects in 1959, awarded the bronze medal
	201 Miller Street, North Sydney	Late 20 th Century	Vittorio H. Moratelli of Sabemo Pty Ltd	Listed on the North Sydney LEP 2013 as a local heritage item (ID I0904)
	The Former Metropolitan Water Sewerage and Drainage Board Head Office Building, 115-119 Bathurst Street, Sydney	1965	McConnel, Smith and Johnson	RAIA Register of Significant Architecture in NSW (RAIA#47029380) Listed on the Sydney LEP 2012 as a local heritage item (ID I1672)
	Blues Point Tower, McMahons Point	1962	Harry Seidler	RAIA Register of Significant Architecture in NSW (RAIA#4703038) Listed on the North Sydney LEP 2013 as a local heritage item (ID I0408)
Brutalist Style	Rosebery Apartments, Rosebery	1967	Harry Seidler	RAIS Register of Significant Architecture in NSW (RAIA#4702910)

Component Element	Site	Date	Designer	Details
	The Laurels, San Souci	1975	Tao Gofer	Prototype for The Sirius Building
	Retirement Housing, Jersey Road, Woollahra	1977	Clarke Gazzard	N/A
	Wesley Mission Hostel Addition, Bourke Street, Darlinghurst	1980	Bruce Taylor	Brutalist addition to the State Heritage Listed Wesleyan Chapel (SHR#00457)
	Stewart House, Curl Curl	1977	Michael Dysart and Associates	Listed in the Warringah LEP 2011 as a local heritage item (ID I128).
Works of Stafford, Moor & Farrington	Boots Pure Drug Company 376 Eastern Valley Way, Roseville	1954	Stafford, Moor & Farrington	Sulman Medal Award winner in 1954 Now demolished
	Wormald Bros. Pty Ltd 208 Young Street, Waterloo	1947	Stafford, Moor & Farrington	RAIA Register of Significant Architecture in NSW (RAIA#4700889) Sulman Medal Award winner in 1947 Now demolished
	School of Molecular Bioscience University of Sydney, Camperdown	1970-73	Stafford, Moor & Farrington	Recently recognised by the National Trust

Component Element	Site	Date	Designer	Details
	McPherson's Bolt & Nut Works, ACI 11-117 McEvoy Street. Alexandria	c. 1953	Stafford, Moor & Farrington	RAI A Register of Significant Architecture in NSW (RAIA#4702907) Listed on the Sydney LEP 2012 as a local heritage item (ID I22)
	Former Wilson Bros Willow Ware factory including interiors 38 Ralph Street, Alexandria	1939	Stafford, Moor & Farrington	Listed on the Sydney LEP 2012 as a local heritage item (ID I2239)
	Industrial Building "Frank G Spurway" including interior 20-30 Maddox Street, Alexandria	1940	Stafford, Moor & Farrington	Listed on the Sydney LEP 2012 as a local heritage item (ID I20)

6. SIGNIFICANCE ASSESSMENT

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.

This significance grading system has been referred to and used to assess the significance of Waterloo South and its component elements.

6.1. SINGLE STOREY UNITS FOR AGED TENANTS AND WALK-UP FLAT BUILDINGS (C. LATE 1940S – 1960S)

Table 6 – Assessment of heritage significance for the single storey cottages and walk-up flat buildings from the 1950s to 1960s

Criteria	Significance Assessment
<p>A – Historical Significance</p> <p><i>An item is important in the course or pattern of the local area’s cultural or natural history.</i></p>	<p>The single storey units for aged tenants and walk-up flat buildings that were constructed within the Estate between the 1950s and 1960s do not have any identified historical significance as individual items, but do contribute to the overall historical evolution of the wider Estate from the late 1940s to the 1980s.</p> <p>These buildings are generally representative of the ‘slum clearance’ movement that typified public housing development in the inner-city areas throughout this period, and the standardised housing typologies that were used by the Housing Commission in this period.</p> <p>They are also representative of the historical approach to public housing adopted by the NSW Housing Commission at its inception in the 1940s, as well as the subsequent evolution of public housing typologies over time.</p> <p>As highly common buildings within both the local area and NSW that are of a standard typology, they do not have any identified individual heritage significance.</p> <p>Whilst these dwellings contribute to the history of the Estate as a whole, they are not considered to be ‘important’ to an understanding of these historical events, and do not meet the criteria for either local or state historical significance as individual items.</p>
<p>B – Associative Significance</p> <p><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>	<p>As noted above, these dwellings are associated with the Housing Commission of NSW, as they are directly representative of the Commission’s activities and approach to public housing in this period. They are also associated with the wider ‘slum clearance’ movement.</p> <p>However, as the buildings are highly common representative examples of standardised building typologies used widely throughout NSW, any associations between them and the Housing Commission of NSW and the ‘slum clearance’ movement are demonstrative, rather than ‘strong’ or ‘special’. These dwellings were a utilitarian solution to the public housing ‘issue’, and are consequently extremely common throughout NSW.</p> <p>It is further acknowledged that these dwellings have associations with existing and past tenants, though this association is not considered to be of particular historical importance as defined under this criterion.</p> <p>For these reasons, these dwellings are not assessed to meet the criteria for either local or state associative significance as individual items.</p>

Criteria	Significance Assessment
<p>C – Aesthetic Significance</p> <p><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>	<p>As noted above, single storey units for aged tenants and walk-up flat buildings that were constructed within the Estate between the 1950s and 1960s are extremely common and representative examples of standardised buildings typologies that were used widely throughout NSW during this period.</p> <p>Overall, their design is utilitarian, and builds on examples initially pioneered in the previous decade (with Swedish influences, as seen at Erskineville), with only minor variations to the established typology in terms of internal configuration and façade detail.</p> <p>The examples of these dwelling typologies present at Waterloo were not the earliest (see Erskineville Estate at Section 4.2.2), nor have they been identified as examples of a particularly innovative or notable variation to the standardised typologies (see Urban Renewal typologies at Section 4.5 for contrast).</p> <p>They are not demonstrative of a highly original or influential style, and are not the work of a notable architect or architectural firm.</p> <p>For the reasons outlined above, none of the single storey units for aged tenants or walk-up flat buildings within the Estate have been assessed to meet the threshold for aesthetic significance as individual items on either a local or state level.</p>
<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>As part of the wider Estate, these dwellings may have a degree of contributory social significance, which would be particularly derived from their habitation by long-term tenants (if present) of the Estate and the associations that these tenants have formed with the building stock.</p> <p>However, outside of this relatively localised group of people, there is no evidence to suggest that these dwellings have any strong or special associations with the wider community, nor do they appear to be held in any particular regard or esteem by the wider community.</p> <p>There is currently little evidence available to suggest that the loss of these dwellings would result in a sense of loss for the wider community. It is, however, acknowledged that the loss of these dwellings may have an impact on existing or former longer-term tenants of the Estate.</p> <p>It is noted that the potential social significance of these dwellings has not been assessed on the basis of input from relevant community or social groups or organisations; such detailed assessment sits outside of the current brief, and it is understood that a consultation and engagement program has been undertaken by separate project consultants.</p> <p>Based on the assessment presented in this report only, and not on any active community consultation or feedback, the single storey units for aged tenants and walk-up apartment buildings within the Estate are not considered to meet the criterion for social significance at either a local or state level based on the criteria development by the NSW Heritage Council.</p>

Criteria	Significance Assessment
<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>These dwellings have a degree of research potential as part of the wider Estate, which as a whole has the potential to yield information regarding the evolution of public housing in NSW.</p> <p>However, individually, the units and flat buildings do not possess any identified research potential; they are common examples of a standardised housing typology that is comprehensively documented in the historical record.</p> <p>As such, the buildings are not identified to meet the criteria for research potential on either a local or state level.</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>As has been noted, and as demonstrated at Section 4.3, above, these dwelling types are common both within the precinct itself, as well as within the wider local area and NSW generally.</p> <p>As such, they are not considered to meet the criterion for rarity on either a local or state level.</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"> • <i>cultural or natural places; or</i> • <i>cultural or natural environments.</i> 	<p>As has been noted, and as demonstrated at Section 4.3, above, these dwelling types are common both within the precinct itself, as well as within the wider local area and NSW generally.</p> <p>The single storey units for aged tenants and walk-up flat buildings that were constructed within the Estate between the 1950s and 1960s are directly representative of the Commission’s activities and approach to public housing in this period, and are highly common representative examples of standardised, utilitarian building typologies used widely throughout NSW at this time, both for public and private housing.</p> <p>However, whilst representative, the building stock within the Estate is not considered to be particularly <i>important</i> in demonstrating this typology. As noted above, those present within the Estate were not the first nor the most well-resolved examples of this typology.</p> <p>The Erskineville Estate, for example, is a more significant representative example of this typology, having been the first of its kind constructed in NSW, as well as having been constructed in a in association with significant historical events that are highly relevant to the development of public housing in NSW.</p> <p>For these reasons, and although they are representative of specific typologies, the dwellings of this type that are present within the Estate are not considered to meet the criterion for representativeness on either a local or state level.</p>

6.2. 'DOBELL' AND 'DRYSDALE'

Table 7 – Assessment of heritage significance for Dobell and Drysdale, c. 1983

Criteria	Significance Assessment
<p>A – Historical Significance</p> <p><i>An item is important in the course or pattern of the local area's cultural or natural history.</i></p>	<p>'Dobell' and 'Drysdale' were constructed by 1983 in response to 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 (refer to Section 3 generally). The purpose of the buildings was to therefore provide 'high density family accommodation in a low-rise development.'</p> <p>The buildings were therefore developed within a phase in the history of public housing in NSW, which saw a decided shift away from the high-rise public housing developments that had become increasingly common in the 1960s and 1970s.</p> <p>Through their 'low-rise' terraced design, focus on amenity, and provision of open courtyard spaces, 'Dobell' and 'Drysdale' can be interpreted as an architectural expression of this period and the associated evolution of public housing design in NSW in response to community opposition to larger-scale redevelopment and changes to government funding.</p> <p>However, 'Dobell' and 'Drysdale' have not been assessed to be particularly 'important' to an understanding of this historical phase or associated historical events, and based on a review of the historical record were not particularly seminal or influential with regards to public housing developments or design in the following years.</p> <p>Material prepared by the Housing Commission prior to the construction of these buildings identifies that they were simply a 'good solution to the brief' that would address demand for larger, family-size apartments in the area.⁸²</p> <p>It is also noted that the historical record for this phase in the development of public housing is comprehensive, as is associated social commentary (particularly in the form of media material). This further limits the potential for these buildings to contribute significantly to an understanding of this specific historical phase, or to contribute information regarding this phase that is not readily available via other resources.</p> <p>Further, other extant buildings, particularly the Sirius Building in The Rocks, are considered to better architecturally express the attitudes and approach to public housing during this period; the recent state heritage register nomination for the Sirius Building is reflective of its perceived heritage significance in this regard.</p> <p>Although they are representative of the historical events/phase discussed above by way of their design, 'Dobell' and 'Drysdale' have not been assessed to be particularly 'important' to an understanding of these historical events/phase, and on this basis do not meet the threshold for individual historical significance, on either a local or state level.</p>

⁸² The Housing Commission of NSW, 1980, *Job No. 4/3066/13/1 Waterloo – Tenders for 95 Maisonette Style Apartments*, p. 5.

Criteria	Significance Assessment
<p>B – Associative Significance</p> <p><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>	<p>Like other dwellings in the Estate, ‘Dobell’ and ‘Drysdale’ are associated with the Housing Commission of NSW. These buildings are representative of the Commission’s activities and approach to public housing in the early 1980s and immediately following the public protests and ‘Green Bans’ of the 1970s.</p> <p>However, this association is not considered to be particularly strong or special, in that the design of the buildings was developed out of necessity to meet a brief that responded to external pressures (refer above).</p> <p>It is also acknowledged that the architect Tao Gofers formed part of the overall design team of these buildings. At this time, Tao Gofers was a Grade Three (or Acting Grade Four) architect with the NSW Housing Commission, who had recently designed the Sirius Building in The Rocks.</p> <p>Though Gofers has recently gained prominence by way of his association with Sirius and the associated state heritage register nomination for that building, it is considered that the association between the architect and ‘Dobell’ and ‘Drysdale’ is not of heritage significance for the following reasons:</p> <ul style="list-style-type: none"> • Despite his association with Sirius, Gofers is not a particularly notable or high-profile architect (Gofers was a staff architect for the Commission), and is not generally considered to be of particular importance to the local area’s or NSW’s history for his architectural work; • Gofers was one of five Commission architects who worked on the project. His association with the design is therefore not necessarily direct, special, or strong; • The buildings were designed to respond to a brief based on external pressures and housing demand, rather than as an expression of Gofers’ particular architectural style or approach or as an innovative architectural approach to public housing. <p>It is further acknowledged that these dwellings have associations with existing and past tenants, though this association is not considered to be of particular historical importance as defined under this criterion (refer also to the assessment of Social Significance, below).</p> <p>For these reasons, ‘Dobell’ and ‘Drysdale’ are not considered to meet the criteria for either local or state associative significance as individual items.</p>

Criteria	Significance Assessment
<p>C – Aesthetic Significance</p> <p><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>	<p>The Housing Commission architectural team responsible for the design of ‘Dobell’ and ‘Drysdale’ included Tao Gofers (also involved in the design of the Sirius Building in The Rocks), Penny Rosier, Bernard Connell, Anthony Foran and Greg Turner.</p> <p>None of these architects are considered to be particularly notable, nor have they been identified as being important to the local area’s or NSW’s architectural or cultural history; all of these architects were Commission staff.</p> <p>As has already been discussed, the buildings were designed in direct response to a brief that was based on external pressures, including limitations on scale and the demand for units appropriate for families (i.e. three to four bedroom units) within the local area.</p> <p>They do not represent an innovative architectural approach to public housing, though it is acknowledged that they do signify the Commission’s refocus on the provision of low rise medium density housing of a greater variety than that seen in the preceding decades.</p> <p>Though the design of the buildings has clearly been influenced by the brutalist style, they are not particularly well-resolved examples of this style, nor are they assessed to exemplify this style with any clarity.</p> <p>Further, they are not known to have been the inspiration for any subsequent creative or technical achievement; rather, the buildings follow the example of earlier, more influential buildings including:</p> <ul style="list-style-type: none"> • The ‘The Penthouses’ in Darling Point, which were designed by Ancher, Mortlock & Woolley and incorporated a similar terraced form; and • The Sirius Building in The Rocks, which was similarly designed in part as a response to the ‘Green Ban’ movement and public opposition to proposed high-rise development with no relationship to the local scale and character of The Rocks/Millers Point area. <p>Overall, and on the basis of the above, the buildings are not assessed to demonstrate original, innovative or influential design, nor have they been identified to demonstrate any creative or technical excellence, or achievement.</p> <p>For the reasons outlined above, neither ‘Dobell’ nor ‘Drysdale’ have been assessed to meet the threshold for aesthetic significance as individual items on either a local or state level.</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>As part of the wider Estate, ‘Dobell’ and ‘Drysedale’ may have a degree of contributory social significance, which would be particularly derived from their habitation by long-term tenants (if present) of the Estate and the associations that these tenants have formed with the building stock.</p> <p>However, outside of this relatively localised group of people, there is no evidence to suggest that these dwellings have any strong or special associations with the wider community, nor do they appear to be held in any particular regard or esteem by the wider community.</p> <p>There is currently little evidence available to suggest that the loss of these buildings would result in a sense of loss for the wider community. It is, however, acknowledged that the loss of these dwellings may have an impact on existing or former longer-term tenants of the Estate.</p> <p>It is noted that the potential social significance of these dwellings has not been assessed on the basis of input from relevant community or social groups or organisations; such detailed assessment sits outside of the current brief, and it is understood that a consultation and engagement program has been undertaken by separate project consultants.</p> <p>Based on the assessment presented in this report only, and not on any active community consultation or feedback, ‘Dobell’ and ‘Drysedale’ are not considered to meet the criterion for social significance at either a local or state level based on the criteria development by the NSW Heritage Council.</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>As is the case for other elements within the Estate, ‘Dobell’ and ‘Drysedale’ have a degree of research potential as part of the wider Estate, which as a whole has the potential to yield information regarding the evolution of public housing in NSW in direct response to economic, social, and governmental influences.</p> <p>For a detailed assessment of the research potential of the Estate as a whole, refer to Section 7.3.6, below.</p> <p>However, as individual items the two buildings do not possess any identified research potential; as noted above, the design of the buildings did not incorporate any identified technical or creative innovation or achievement that is considered to warrant further investigation.</p> <p>Further, and as touched on above, these buildings are comprehensively documented in the historical record. Complete architectural plans and structural plans are readily available within the Housing Commission archives, as are design briefs and supporting design justification material.</p> <p>It is therefore considered that further investigation of the physical fabric of these buildings is highly unlikely to reveal information that would contribute to a greater understanding of the local area or NSW’s history. As such, the buildings are not identified to meet the criteria for research potential on either a local or state level.</p>

Criteria	Significance Assessment
<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>As noted above, the design of ‘Dobell’ and ‘Drysdale’ was influenced by the multi-storey terraced apartment design most notably expressed in The Penthouses (1966) in Darling Point (Ancher, Mortlock & Woolley) and also influenced by the earlier Wyldefel Gardens’ (1936).</p> <p>Under these influences, this building design has been used elsewhere in Sydney and NSW, and continues to be utilised as an architectural style in more contemporary residential development. As such, ‘Dobell’ and ‘Drysdale’'s use of the terraced form and associated outdoor courtyard spaces for multi-unit dwellings is not assessed as rare.</p> <p>There are no design elements or components of the two buildings that are considered to be uncommon or rare, either locally or within wider NSW, and there is no evidence to suggest that the buildings demonstrate designs or technique of exceptional interest.</p> <p>For these reasons, the two buildings are not assessed to meet the criteria for rarity on either a local or state level.</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"> • <i>cultural or natural places; or</i> • <i>cultural or natural environments.</i> 	<p>As noted above, ‘Dobell’ and ‘Drysdale’ were designed to meet a specific brief within the context of a specific local area and landscape. As such, they do not follow a standardised public housing typology, and are therefore not representative of any established standardised public housing typology.</p> <p>As has been noted, the design of the buildings was influenced by other, more significant buildings (e.g. The Penthouses and Sirius), as well as the brutalist architectural style.</p> <p>However, as discussed under Aesthetic Significance above, ‘Dobell’ and ‘Drysdale’ are not considered to be particularly fine or well-resolved examples of the brutalist style, nor are they assessed as important in demonstrating the principal characteristics of a particularly building type (e.g. terraced apartment buildings).</p> <p>Similarly, the buildings do not feature any design elements that make them significant variations to an established architectural type or class.</p> <p>For the reasons discussed above, these buildings are not considered to meet the criteria for representativeness on either a local or state level.</p>

6.3. REFERENTIAL TERRACE INFILL HOUSING

Table 8 – Assessment of heritage significance for referential terrace infill housing

Criteria	Significance Assessment
<p>A – Historical Significance</p> <p><i>An item is important in the course or pattern of the local area's cultural or natural history.</i></p>	<p>The referential terrace infill housing located within the Estate appears to have been constructed in the late 1980s, and is generally reflective of the program of urban renewal and conservation that characterised the NSW Housing Commission's activities during the last decades of the 20th century, particularly in established inner-city public housing estates.</p> <p>This program is recognised as a distinct phase in the evolution of public housing in NSW. The overall program was reflective of the continuing shifts in the approach to, and philosophical underpinnings of, the provision of public housing. It is also reflective of a growing appreciation for the need to successfully integrate contemporary public housing into historic settings of identified heritage significance, with an emphasis of retaining historic building stock where possible and responding appropriately to the scale and form of extant, historical residential development.</p> <p>However, the limited examples of referential terrace infill housing present within the Estate at 97-109 Cooper Street is not considered to be particularly important in demonstrating this historical phase. More successful examples of this type of housing are available in other 'slum clearance' estates including Glebe, Woolloomooloo and Millers Point, many of which were designed by private architects (including Phillip Cox & Partners, Howard Tanner & Associates and Ancher Mortlock & Woolley).</p> <p>To the immediate east of the current Estate, examples of this housing type on a larger scale that are better integrated into the surrounding streetscapes and therefore have more contextual relevance are present. This includes the infill housing in Walker Street (located between Phillip and Wellington Streets), which has been recognised by the Royal Australian Institute of Architects, and was awarded the Lloyd Rees Award for Outstanding Design in 1993.</p> <p>The infill housing located to the east of the Estate was developed in direct response to the public opposition and Green Bans of the 1970s, and therefore more effectively represents this historical phase and the overall urban renewal/conservation program of the Housing Commission.</p> <p>Whilst infill housing present at the Estate is acknowledged to contribute to the history of the Estate as a whole, as does all building stock of varying periods, it is not considered to be 'important' to an understanding of the historical phase within which it was constructed, and does not meet the criteria for either local or state historical significance as an individual item.</p>

Criteria	Significance Assessment
<p>B – Associative Significance</p> <p><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>	<p>As noted above, the referential infill terrace housing within the Estate is associated with the Housing Commission of NSW, as they are representative of the Commission's activities and approach to public housing in this period. They are also associated with the wider urban renewal/conservation approach to public housing practised from the late 1970s to 1990s.</p> <p>However, as such infill housing is relatively common within the local area and in other 'slum clearance' estates in inner Sydney, these associations are not considered to be particularly strong or special.</p> <p>It is further acknowledged that the infill housing may have associations with existing and past tenants, though this association is not considered to be of particular historical importance as defined under this criterion.</p> <p>For these reasons, referential infill housing in Cooper Street is not assessed to meet the criteria for either local or state associative significance as an individual item.</p>
<p>C – Aesthetic Significance</p> <p><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>	<p>As already discussed, more successful examples of the referential infill terrace typology are available in other 'slum clearance' estates including Glebe, Woolloomooloo and Millers Point, many of which were designed by private architects (including Phillip Cox & Partners, Howard Tanner & Associates and Ancher Mortlock & Woolley). Locally heritage listed examples are present on Bridge Street, and award winning examples are present to the east of the Estate on Walker Street.</p> <p>By comparison, the infill housing within the Estate is of a relatively standardised design, and does not possess any particularly innovative or aesthetically distinctive features or elements. It has not been identified to be the work of any notable or significant architect or architectural firm, but is more likely to have been designed by Housing Commission staff to satisfy the estate need for further housing. As such, it is not considered to be a particularly important or significant example of this typology.</p> <p>For the reasons outlined above, referential infill housing in Cooper Street has not been assessed to meet the threshold for aesthetic significance as individual items on either a local or state level.</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>There is no evidence to suggest that these dwellings have any strong or special associations with the wider community, nor do they appear to be held in any particular regard or esteem by the wider community. There is currently little evidence available to suggest that the loss of these dwellings would result in a sense of loss for the wider community.</p> <p>They are of relatively recent construction (c. 1980s), and are therefore less likely than other, older buildings within the Estate to have any particularly strong or special associations with longer-term tenants of the Estate.</p> <p>It is noted that the potential social significance of these dwellings has not been assessed on the basis of input from relevant community or social groups or organisations; such detailed assessment sits outside of the current brief, and it is understood that a consultation and engagement program has been undertaken by separate project consultants.</p> <p>Based on the assessment presented in this report only, and not on any active community consultation or feedback, the referential infill terrace housing on Cooper Street is not considered to meet the criterion for social significance at either a local or state level based on the criteria development by the NSW Heritage Council.</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>These dwellings have a degree of research potential as part of the wider Estate, which as a whole has the potential to yield information regarding the evolution of public housing in NSW.</p> <p>However, individually, the infill housing does not possess any identified research potential; it is an example of a relatively common and standardised housing typology that is comprehensively documented in the historical record, for which numerous extant examples are available.</p> <p>As such, the infill housing on Cooper Street is not identified to meet the criteria for research potential on either a local or state level.</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>For the reasons already discussed, the infill housing on Cooper Street is not identified to meet the criteria for rarity on either a local or state level.</p>

Criteria	Significance Assessment
<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"> • <i>cultural or natural places; or</i> • <i>cultural or natural environments.</i> 	<p>As has been noted, infill housing on Cooper Street is an example of a relatively common and standardised housing typology that is relatively common within inner-city 'slum clearance' estates and wider NSW more generally. They are therefore acknowledged to be representative of the wider urban renewal/conservation program undertaken by the Commission from the late 1970s onwards, and of the referential infill typology.</p> <p>However, the infill housing on Cooper Street is not considered to be particularly <i>important</i> in demonstrating this typology. As noted above, other examples that better demonstrate this typology are present elsewhere.</p> <p>For these reasons, and although it is acknowledged to be representative of a specific typology, infill housing on Cooper Street is not considered to meet the criterion for representativeness on either a local or state level.</p>

6.4. OTHER ELEMENTS WITHIN THE ESTATE

In addition to the building stock within the Estate, the potential heritage significance of other elements has also been considered as part of the assessment presented in this report, as per the NSW DP&E Study Requirements for the SSP.

This is discussed in further detail below.

6.4.1. Landscaping and Vegetation

As has been noted, the entirety of the 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 Estate is therefore not historic, and is not identified to be of heritage significance.

It has, however, been acknowledged that the open, landscaped setting of the towers Matavai and Turanga contributes to their identified aesthetic and historical significance, and is reflective both of the influences of international models for public housing championed by Le Corbusier and the increasing awareness and prioritisation on providing public housing tenants with adequate amenity in the form of open space.

As such, the open landscaped setting of the two towers is assessed to have a degree of contributory aesthetic and historical value in relation to the built form.

The retention value of vegetation within the Estate from an environmental and botanical perspective is separate to heritage significance, and as such 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 the retention value of vegetation within the Estate, reference should therefore be made to the Arterra assessments.

6.4.2. Street Pattern/Layout

The current street pattern/layout of the Estate was established as early as c. 1890, with moderate changes. These changes are limited to the removal of former streets within the Endeavour Estate (north/north-eastern portion of the Estate), and minor modifications including the closure of pedestrianisation of discreet sections of former streets within the south-eastern portion of the Estate.

As the existing street pattern/layout is historic and dates back to the earliest phases of subdivision and development, it is assessed to have historic value.

6.4.3. Public Art

A number of public art pieces are present within the Estate. All of identified public art pieces date from the 1960s onwards, and there is no evidence in the historical record to suggest that they are of particular historical significance.

However, it is acknowledged that these public art pieces are elements of likely social significance that contribute to a sense of place, and which have strong associations with current and past tenants of the Estate, as well as the wider community.

For the purposes of the current assessment, none of the public art pieces have been identified to have heritage significance as individual items on a local or state level. Their social and associative value is, however, acknowledged. For further consideration and assessment of public art pieces within the Estate, reference should be made to the *Arts and Culture Study and Plan* being prepared for the Estate by Greg Stonehouse from Milne and Stonehouse with Sue Boaden, Cultural Planner.

6.4.4. Services

As noted at Sections 2.2 above, the state heritage listed *The Potts Hill to Waterloo Pressure Tunnel and Shafts* are located within the Estate; the Pressure Tunnel extends east-west across the Estate in its southern portion, as shown in Figure 25, above. The Pressure Tunnel and Shafts are listed on the SHR as an item of state heritage significance (SHR ID 01630), and are also listed on the Sydney Water s170 Heritage and Conservation Register.

The Pressure Tunnel and Shafts have been identified as being of high historical and technical significance as they represents a successful engineering response to the difficulties of increasing the volume of water from the Potts Hill Reservoir to the Pumping Station at Waterloo, a historically critical link in the water supply of Sydney. It is the third largest pressure tunnel in the world, representing a significant achievement in the provision of a dependable water supply by the Government and Water Board during the inter-war period.

There is no information in the historical record to suggest that any other extant services within the Estate would be of heritage significance. The state listed Pressure Tunnels, by their nature and intended function, were of a robust construction and are located at depth below ground level. By contrast, historic services associated with earlier phases of residential and commercial use are unlikely to have been as robust and are also likely to have been located closer to the ground surface.

As such, the extensive redevelopment of the Estate as a whole that was undertaken to facilitate the provision of public housing is highly likely to have removed any other earlier services associated with historical phases of use and occupation.

6.5. SUMMARY STATEMENT OF SIGNIFICANCE – WATERLOO SOUTH AND ITS COMPONENT ELEMENTS

Early attempts at the provision of public housing in NSW, such as that seen at Millers Point/The Rocks (c. 1910s), Daceyville (c. 1912) and Erskineville (c. 1930s), were largely experimental, and were hampered by a lack of clarity in terms responsibility and management between various levels of government (or in the case of Millers Point, private entities), legislative frameworks, and funding. The large-scale 'slum clearance' movements that followed on from these earlier experiments and gained momentum in the mid-20th century are directly reflective of the wider political, economic, and social contexts within which they occurred.

They represent both the earliest efforts and subsequent evolution of the NSW Housing Commission, which was established in direct response to:

- The growing 'housing crisis' 'slum issues' of the first half of the 20th century;
- A 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 as represented by Daceyville and Erskineville;
- The growing need to recognise low-income housing issues and working-class housing problem following the release of the State Government's *Royal Commission into the Improvement of the City of Sydney* in 1909-1911. This led to the establishment of the *Housing Act 1912*;
- The failure of the NSW Housing Board, established under the *Housing Act 1912* and abolished in 1924;
- The increasing awareness of international approaches to public housing, particularly in the first half of the 20th century;
- The failure of the short-lived Housing Improvement Board to complete the Erskineville Estate due to wider political tensions and issues with funding.

The establishment of the NSW Housing Commission was therefore an exceedingly significant turning point in the history of public housing in NSW. During its earliest years of activities, the Commission focused on two different types of development; the development of greenfield estates in outer suburbs with free-standing dwellings with associated open space, and 'slum clearance' programs in inner-city areas which saw the demolition of existing, historic housing, and its replacement with Commission designed buildings, typically of medium to high density. The broader Estate including Waterloo South is an example of the latter, along with only a handful of comparable estates including Surry Hills, Redfern, and Glebe. Erskineville was also a 'slum clearance' effort, though its development pre-dated the establishment of the Commission.

At around 18 hectares in size and comprising over 2,000 dwellings, the broader Estate represents the largest inner-city 'slum clearance' program undertaken by the Commission, both in terms of spatial extent and dwelling density (Redfern is around 13.5 hectares, Erskineville around 5 hectares, and Surry Hills around 4.7 hectares).

The broader Estate including Waterloo South was developed over a period that spans over 30 years, from c. 1949 up until the late 1980s. As such, and with the exception of free-standing dwellings (e.g. brick cottages, timber-framed cottages, etc) which typified the larger, greenfield housing estate developments in outer-Sydney suburbs and country centres (e.g. Daceyville, Mount Druitt, etc), Waterloo South contains examples of all of the common public housing building stock typologies that have historically been used by the NSW Housing Commission within a single, defined precinct. This includes:

- Single storey units for aged tenants;
- Two to three storey walk-up apartment buildings;
- Four to seven storey walk-up apartment buildings;
- Rehabilitated terrace housing; and
- Referential infill (terrace) housing.

Typologies discussed throughout this assessment are reflective of the wider political, economic and social climates within which they were developed. Highly standardised single storey units for aged tenants and two

to three storey walk-up flat buildings are reflective of the earlier years of the Commission's activities, and the prolific roll-out of medium density housing across NSW. Larger walk-up buildings like Camelia Grove and Madden Place, constructed in the late 1960s, are reflective of the increasing demand for public housing that occurred in association with general population growth at this time. These buildings were constructed synonymously with the high-rise buildings seen at the other 'slum clearance' estates, such as Northcott, McKell, and Poet's Corner.

Overall, the broader Estate including Waterloo South is a physical manifestation of the evolution of public housing in NSW, as well as the activities and philosophies of the NSW Housing Commission from the 1940s onwards. Its component elements demonstrate the temporal evolution of public housing stock typologies in NSW and wider Australia, as well as the respective architectural, social, technological and economical philosophies that underpinned this evolution.

Whilst none of Waterloo South's component elements have been assessed to have heritage significance individually at a local level, they do collectively contribute to the broader Estate's overall heritage value.

A summary table of Waterloo South's main elements and their assessed heritage significance is included below

Table 9 – Summary table of Waterloo South's main elements and their assessed heritage significance .

Building	Local Significance	State Significance
Single Storey Units for Aged Tenants and walk up flat buildings	No	No
Dobell & Drysdale	No	No
Referential Terrace Infill Housing	No	No

7. OPPORTUNITIES AND CONSTRAINTS

Based on the assessment presented in this report, the following opportunities and constraints have been identified with regards to identified heritage significance.

7.1. HERITAGE ITEMS WITHIN AND IN THE VICINITY OF THE ESTATE

As noted at Section 2.2, there are a number of listed heritage items and heritage conservation areas (HCAs) located within the vicinity of Waterloo South. It is understood that heritage items located within the Waterloo South *will not* be redeveloped as part of the overall project but will be maintained without change.

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

- 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 Waterloo South and adjoining/adjacent HCAs/items, and/or providing a transition of scale between new development within Waterloo South 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 Waterloo South 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 design.

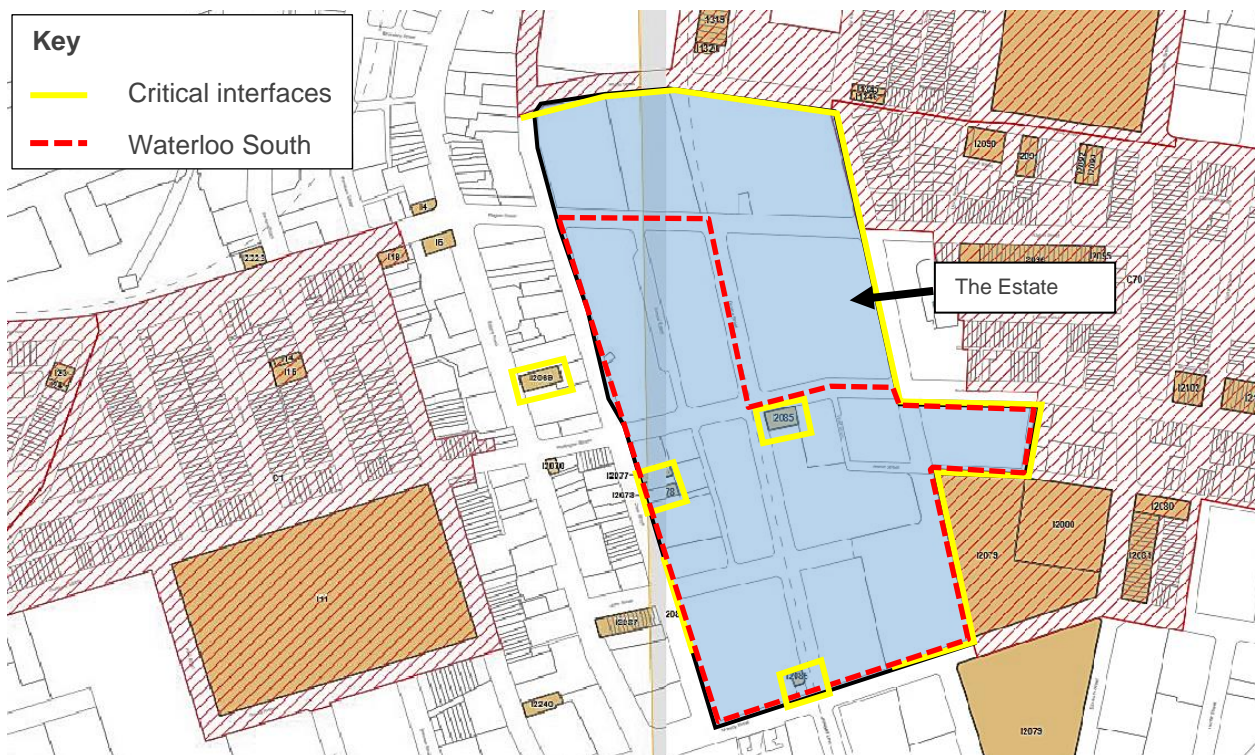


Figure 133 – Critical interface areas between Waterloo South and heritage items/HCAs in the vicinity

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

7.1.1. Clarification of Existing Heritage Listings within Waterloo South

This report has identified errors in the relevant LEP heritage maps that are relevant to listed items within Waterloo South. This includes:

- Although not shown on the heritage map, it is considered that listing I2077, being the “Former Waterloo Pre-School including interior” located at 225-227 Cope Street extends south to include Lot 4 DP 10721.
- Although not shown on the heritage map, it is considered that listing I2086, being the “Electricity Substation 174” extends to encompass the entirety of Lot 3 DP 10686.

These clarifications are shown in Figure 26. The abovementioned clarified curtilages must be considered as part of the ongoing design development process, and project information should be updated to reflect the revised curtilages shown in Figure 26.

7.2. EXISTING BUILDING STOCK

The heritage significance of all existing building stock within the Waterloo South site has been assessed at Section 6 of this report.

On the basis of this assessment, none of these buildings/elements have been identified to be significant on either a local or state level as individual items. These buildings/elements therefore do not warrant retention on the basis of heritage significance, and do not present any constraints to the redevelopment of Waterloo South.

However, the varying contributory value of these elements within the wider Waterloo Estate has been identified and acknowledged. Based on this identified contributory value, it is recommended that a full and comprehensive record is made of these buildings and the broader Estate as a whole prior to any demolition or construction works occurring. This record should include but may not be limited to:

- Archival recordings of the buildings within Waterloo South and the Estate generally; and
- Oral histories sourced from existing and past tenants of the estate, and local residents more generally if appropriate.

It is also recommended that an interpretation strategy and plan be prepared for the broader Estate as a whole, including Waterloo South, as part of the design development phase. Opportunities to integrate interpretation material into the proposed new built form and landscaping within Waterloo South as part of future development applications should be explored in consultation with a heritage consultant.

It is considered that the above mitigation measures will effectively mitigate any potential loss of the identified contributory historical, associative and social value of these buildings/elements.

7.3. LANDSCAPING AND VEGETATION

As noted at Section 6.4.1 above, vegetation within Waterloo South is not historic, and is not identified to be of heritage significance.

The retention value of vegetation within Waterloo South from an environmental and botanical perspective is separate to heritage significance, and as such 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. Reference should therefore be made to these studies for an overview of opportunities and constraints with regards to existing vegetation.

7.4. STREET PATTERN/LAYOUT

As outlined at Section 6.4.2 above, the street layout of the broader Estate including Waterloo South has been subject to relatively minor change over time, with identified changes being limited to the removal of former streets within the Endeavour Estate (north/north-eastern portion of the Estate outside of the Waterloo South area), and minor modifications including the closure of pedestrianisation of discreet sections of former streets within the south-eastern portion of Waterloo South.

As the existing street pattern/layout is historic and dates back to the earliest phases of subdivision and development, it is assessed to have historic value and should be retained either as is, or with modification only if deemed necessary to facilitate the indicative concept proposal.

An opportunity exists to re-instate former streets that have since been removed. Alternatively, there is also an opportunity to re-interpret streets that are no longer present or removed as part of the indicative concept proposal through landscaping (e.g. pathways, property boundaries, plantings, etc). A successful example of this can be seen in the pedestrian path that extends north-south between Matavai and Turanga towers to the north of Waterloo South, which follows the alignment of the northern end of George Street which was removed in association with the construction of the Endeavour Estate.

7.5. PUBLIC ART

Public art pieces located within the broader Estate including Waterloo South have been identified and described, and their significance considered at Section 6.4.3.

As has been noted, for the purposes of the current assessment, none of the public art pieces have been identified to have heritage significance as individual items on a local or state level. Their social and associative value is, however, acknowledged. It is therefore considered that opportunities to retain public art pieces should be explored in consultation with both the Art Consultants and Cultural Planner engaged for this project, as well as the local community and existing tenants.

For further consideration and assessment of public art pieces within the broader Estate including Waterloo South, reference should be made to the *Arts and Culture Study and Plan* being prepared for the Estate by Greg Stonehouse from Milne and Stonehouse with Sue Boaden, Cultural Planner.

7.6. SERVICES

As noted at Section 6.4.4, above, the state heritage listed *Potts Hill to Waterloo Pressure Tunnel and Shafts* are located within Waterloo South; the Pressure Tunnel extends east-west across the Estate in its southern portion, as shown in Figure 25, above. The Pressure Tunnel and Shafts are listed on the SHR as an item of state heritage significance (SHR ID 01630), and are also listed on the Sydney Water s170 Heritage and Conservation Register.

The Pressure Tunnel and Shafts have been identified as being of high historical and technical significance as they represents a successful engineering response to the difficulties of increasing the volume of water from the Potts Hill Reservoir to the Pumping Station at Waterloo, a historically critical link in the water supply of Sydney. It is the third largest pressure tunnel in the world, representing a significant achievement in the provision of a dependable water supply by the Government and Water Board during the inter-war period.

Any development proposed to occur in the vicinity of the alignment of this heritage item will therefore require careful consideration. It is preferable that any development with the potential to interact with the state listed heritage item be avoided, where possible.

If works in the vicinity of the item cannot be avoided, a s 57 or s60 application to the NSW Heritage Division will be required prior to works being undertaken. A s57 or s60 application will be required under the *Heritage Act 1977* as the item is listed on the state heritage register. Potential impacts to the Pressure Tunnel and Shafts should be considered thoroughly as part of the later design development phases.

There is no information in the historical record to suggest that any other extant services within Waterloo South would be of heritage significance. As such, no other constraints associated with early or historic services have been identified.

8. HISTORICAL (NON-ABORIGINAL) ARCHAEOLOGY

This heritage impact statement includes the following review of 'potential archaeological relics'. It is noted that the following review does not comprise a complete Historical Archaeological Assessment, as defined under the NSW Heritage Division guidelines (including the Revised Assessing Significance guidelines, 2009, and the Assessing Significance for Historical Archaeological Sites and 'Relics', 2009), but provides a summary review of historical (non-Aboriginal) archaeological potential only.

8.1. RELEVANT BACKGROUND INFORMATION

As outlined in Section 3 of this report, the Estate, including Waterloo South, formerly comprised the landholdings of the Cooper family, and was subject to small scale development from the mid-1850s onwards; the majority of Cooper's land, however, remained undeveloped until the late 1800s. By the 1890s the present street layout was established, and by the turn of the century significant residential development had occurred across the current Estate including Waterloo South, comprising a mixture of free-standing cottages and terraces.

Within the immediately adjacent Metro Quarter, which forms part of the Sydney Metro City & Southwest Project, substantial historical archaeological remains have been uncovered; this is directly relevant to the current project, as the history of occupation within the Metro Quarter is directly comparable to the area comprising Waterloo South.

AMBS has prepared a 'Summary report on the historical archaeological Investigations at the Waterloo Station Site', dated July 2018, as a final excavation report is yet to be completed and released by AMBS. The summary report notes the following:

- Open area archaeological excavations at the Waterloo Station site began on 8 January and completed on 25 May 2018.
- The land sloped away to the east and a levelling fill of mixed sands and clays had been introduced apparently to raise the level along Botany Street (now Cope Street) in preparation for constructing housing. Some evidence of activity was identified in this deposit; pits, post holes and what appeared to be features possibly associated with industrial activity.
- The natural white sands beneath the introduced fill showed evidence of early agricultural activity with pits, furrows/plough lines, possible hoe marks and post holes defining simple timber-framed structures as well as three wells lined with diamond frogged sandstock bricks.
- It is anticipated that analysis of the artefacts from these features will provide a date of not later than the 1860s and likely the 1850s if not earlier.
- Analysis of the artefacts should provide a detailed insight into the lives of the Botany Street community.
- Building (house) foundations were also identified.

The summary report concluded that:

"Analysis of the archaeology and the artefacts has not yet begun so it is too early to be certain about the site chronology; however, some houses clearly had a long history of occupation. Also, an extraordinary quantity of artefacts has been recovered (some 600 boxes) which are in the process of being processed in preparation for analysis.

As such, it is too early to state with any certainty, but the features that have been exposed beneath the houses and in the natural sands appear to date to the 1860s or 1850s, and perhaps earlier. This should be clearer following analysis of artefacts and the archaeology. It is likely that the archaeology in the site will provide an insight into the early history and development of the site, that was not previously expected. Whether this results in a re-assessment of the archaeology as having state significance cannot be determined at this stage."

In addition to the above discussed study, historical archaeological assessments have also been undertaken for parcels of land in immediate proximity to the Estate and Waterloo South. These are summarised below for reference.

Table 10 – Historical (non-Aboriginal) archaeological conclusions from previous studies

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>As a general guide, the following principles should be adopted to guide future development:</p> <ul style="list-style-type: none"> • 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. • 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. <p>Prior to the sale of any heritage building:</p> <ul style="list-style-type: none"> • provision will be made for the ongoing conservation of any associated moveable heritage items; • all heritage information relating to the building will be collated and amassed and lodged with an appropriate permanent conservation repository; • 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. • 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; • 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; • 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); • 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; • 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; • 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

Report	Conclusions
	<p>as connectivity and relationships between buildings and site features, as well as public access.</p>
<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; 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</i></p>

Report	Conclusions
<p>Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design</p>	<p><i>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> <p>The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design (AARD) report prepared by Artefact in 2016.</p> <p><u><i>Statement of Archaeological Significance</i></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><i>Potential Archaeological Impacts</i></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 stage/</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>AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station.</p>	<p>The Sydney Metro, City & Southwest Archaeological Method Statement for Waterloo Station (AMS) prepared by AMBS Ecology & Heritage (AMBS, November 2017) identified that there would be significant archaeological remains within the footprint of the Waterloo station box.</p> <p>This was at variance with the predicted archaeological potential contained in the Sydney Metro Historical Archaeological Assessment and Research Design Report (AARD) prepared by Artefact Heritage (2016), which identified that there was low-moderate potential for significant archaeological remains, citing that there is no documentary evidence of former structures located in the area prior to 1882, when the Estate was subdivided for residential and commercial development, and that it is likely that</p>

<p>Report</p>	<p>Conclusions</p> <p>reticulated water supply and sewerage networks, as well as municipally organised garbage collection, was in place at this time (Artefact 2016b, 278-279).</p> <p>The AMS prepared by AMBS included additional and extensive historical research and analysis and predicted the potential for archaeological remains associated with the 1860s, if not earlier, housing to be present in the site. The Statement of Significance for the site in the AMS is:</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 (2017:40).</i></p> <p>Analysis of the 1893 Sydney Water Plan indicated that there was potential for the remains of some 30 houses and the Primitive Methodist Church within the footprint of the station box.</p>
<p>AMBS 2018, Summary report on the historical archaeological Investigations at the Waterloo Station Site</p>	<p>AMBS has provided Sydney Metro with a 'Summary report on the historical archaeological Investigations at the Waterloo Station Site', dated July 2018, as a final excavation report is yet to be completed and released by AMBS for the eastern section of the site. This summary report notes the following:</p> <ul style="list-style-type: none"> • Open area archaeological excavations at the Waterloo Station site began on 8 January and completed on 25 May 2018 • The land sloped away to the east and a levelling fill of mixed sands and clays had been introduced apparently to raise the level along Botany Street (now Cope Street) in preparation for constructing housing. Some evidence of activity was identified in this deposit; pits, post holes and what appeared to be features possibly associated with industrial activity • The natural white sands beneath the introduced fill showed evidence of early agricultural activity with pits, furrows/plough lines, possible hoe marks and post holes

Report	Conclusions
	<p>defining simple timber-framed structures as well as three wells lined with diamond frogged sandstock bricks</p> <ul style="list-style-type: none"> • It is anticipated that analysis of the artefacts from these features will provide a date of not later than the 1860s and likely the 1850s if not earlier • Analysis of the artefacts should provide a detailed insight into the lives of the Botany Street community • Building (house) foundations were also identified <p>The summary report concluded that:</p> <p><i>“Analysis of the archaeology and the artefacts has not yet begun so it is too early to be certain about the site chronology; however, some houses clearly had a long history of occupation. Also, an extraordinary quantity of artefacts has been recovered (some 600 boxes) which are in the process of being processed in preparation for analysis.</i></p> <p><i>As such, it is too early to state with any certainty, but the features that have been exposed beneath the houses and in the natural sands appear to date to the 1860s or 1850s, and perhaps earlier. This should be clearer following analysis of artefacts and the archaeology. It is likely that the archaeology in the site will provide an insight into the early history and development of the site, which was not previously expected. Whether this results in a re-assessment of the archaeology as having state significance cannot be determined at this stage.”</i></p>

8.2. SUMMARY ASSESSMENT OF HISTORICAL ARCHAEOLOGICAL ASSESSMENT

The information presented above demonstrates that the area covered by the Estate, including Waterloo South, has the potential to contain historical (non-Aboriginal) archaeological material. Given the similarities between the development history of Waterloo South and the adjacent Metro Quarter, it is anticipated that historical (non-Aboriginal) archaeological resources present within Waterloo South may be similar and comparable to those uncovered within the Metro Quarter.

This may include occupational deposits, including personal items, building remnants, wells and cesspits, post holes, features associated with industrial activity, and features associated with early agricultural use of the land. These remains may date from the 1850s onwards, with potential for material of a greater age to be present.

Based on the results of the AMBS excavations undertaken within the Metro Quarter to date, this material is likely to be of local significance. However, it is acknowledged that based on the interim Summary report provided by AMBS, there remains potential (pending the completion of analysis and post-excavation reporting by AMBS) for comparable material within Waterloo South, if found intact, to be of State significance.

It is relatively unlikely for remains that pre-date the 1850s to be retained within Waterloo South, particularly given its development history, and the likelihood that built elements dating from this period would have been minimal. However, the potential for physical traces of the manipulation of the original environment by early development may still be visible. It is also noted that archaeological remains are unlikely to be present in areas that have been subject to substantial disturbance, such as the footprints of larger buildings and where basements exist.

The historical (non-Aboriginal) archaeological potential of Waterloo South will, however, need to be confirmed through a detailed Historical Archaeological Assessment report.

8.3. HISTORICAL ARCHAEOLOGICAL CONCLUSION AND RECOMMENDATIONS

Based on the outcomes of archaeological excavations undertaken by AMBS in 2018 in the immediate vicinity of Waterloo South, and within an area that has been subject to directly comparable historical development, Waterloo South has the potential to contain historical (non-Aboriginal) archaeological remains. If present, remains are anticipated to be associated with residential and commercial development that occurred from the mid-1800s to the mid-1900s, at which time the majority of the area, including Waterloo South began to be redeveloped.

Though it is considered more likely that historical (non-Aboriginal) archaeological remains anticipated within Waterloo South would be of local rather than State significance, the potential for State significant remains cannot be discounted without further detailed assessment. This is particularly relevant given the findings of the AMBS interim report on findings within the adjacent Metro Quarter.

In the event that remains assessed as having state significance are discovered within Waterloo South, the Heritage Council of NSW may require consideration of in situ retention of these remains. Under the standard Conditions of Approval for excavation permits, removal of State significant items is not permitted. Such remains can be required to be retained in situ unless specific approval to remove them has been granted.

At present, no physical works are proposed within Waterloo South. There is therefore no potential for the approval of the Planning Proposal to result in harm to any historical (non-Aboriginal) archaeological resources, if present. The below recommendations therefore relate to future planning phases of the project, and prior to construction works. To ensure that the potential historical (non-Aboriginal) archaeological resource of Waterloo South is appropriately managed in the future, the following is recommended:

- Archaeological remains, if present, may be of local or state significance depending on their nature, extent and condition. Therefore, further investigation and assessment, initially in the form of a comprehensive Historical Archaeological Assessment (HAA) report, will be required to determine the potential significance grading of any historical archaeological remains that may be present.
 - This Historical Archaeological Assessment report should be compiled prior to project approval and should also be informed by detailed design to understand the nature and spatial and vertical extent of proposed development and its likely impact on any potential archaeological resource.
 - Undertaking the Historical Archaeological Assessment as early as possible (once a draft detailed design is available) will allow for the early identification of likely statutory obligations and requirements for any permits or further investigation.
 - It also provides an important opportunity to re-design or undertake further design development to avoid and/or minimise archaeological impacts, if and where possible. It will also assist with more effectively managing overall project timeframes.
 - However, the assessment can also be undertaken post-detailed design project approval, so that the full extent of impacts can be assessed. This does, however, limit the potential to avoid or minimise impacts as the design/proposal may already be fixed. This can also have adverse implications for overall project timeframes.
- Depending on the results of this Historical Archaeological Assessment report, the proposed redevelopment Waterloo South may trigger requirements for approvals (archaeological excavation permits) and investigation under the Heritage Act 1977.
- Ideally, impacts to any potential archaeological resource should be avoided. However, it is not always possible to achieve this within a contemporary development site. Where impacts cannot be avoided, archaeological approvals will be required to manage proposed impacts..

The relevant approvals process for managing historical archaeological resources will be dependent on the overarching approvals pathway for future works and need to be outlined in the HAA. Future works may or may not trigger the need for permits under the *Heritage Act 1977*.

9. BUILT HERITAGE IMPACT ASSESSMENT

The following heritage impact assessment has regard to the potential impact of the proposal outlined in Section 1.6, being a new planning framework for Waterloo South. Where applicable, our heritage impact assessment considers the impact of the Waterloo South Masterplan, which has been provided as an example of the potential future development outcome which would be facilitated by this new planning framework.

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

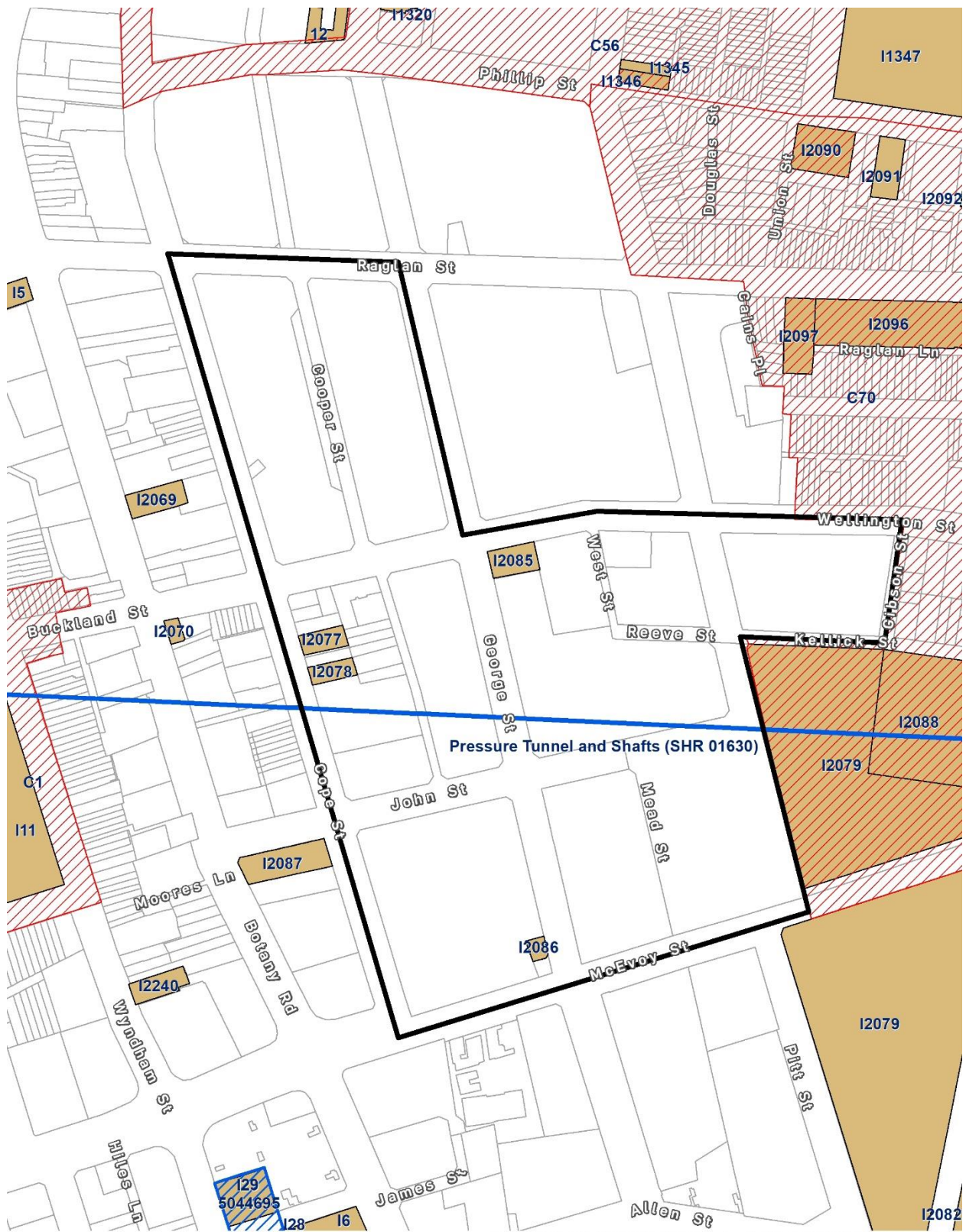
Consent is not being sought for any physical building works at this stage.

9.1. HERITAGE ITEMS

There are a number of listed heritage items and heritage conservation areas (HCAs) located within and in the vicinity of Waterloo South. Those heritage items located within and in proximity of Waterloo South are shown in Figure 134 overleaf.

Table 11 – Heritage items within and adjoining Waterloo South

Heritage Item	Location
Potts Hill to Waterloo Pressure Tunnel and Shafts (SHR ID 01630)	Within Waterloo South
“Duke of Wellington Hotel including interior” — 291 George Street, Waterloo (Item 2085)	Within Waterloo South
“Electricity Substation 174”, 336 George Street, Waterloo (Item 2086)	Within Waterloo South
“Terrace Houses”, 229-231 Cope Street, Waterloo (Item 2078)	Within Waterloo South
“Former Waterloo Pre-School (225 Cope Street) including interior”—225-227 Cope Street, Waterloo (Item 2077)	Within Waterloo South
“Congregational Church including interior”, 103-105 Botany Road, Waterloo (Item 2069)	Adjacent to Waterloo South
“Waterloo Park & Oval including grounds and landscaping” (Item 2079), located adjacent to the precinct on Elizabeth Street	Adjacent to Waterloo South
“Cauliflower Hotel including interior” (Item 2070), 123 Botany Road, Waterloo	Adjacent to Waterloo South
“Terrace House/Shop including interior” (Item 1345), 189 Pitt Street, Redfern	Adjacent to Waterloo South
“Former Somerset Hotel including interior” (Item 1346), 191 Pitt Street, Redfern	Adjacent to Waterloo South
“Terrace Group ‘Gordon Terrace’ including interiors” (Item 2087), 1-25 John Street, Waterloo	Adjacent to Waterloo South
“Our Lady of Mt Carmel Church and School Buildings including interiors and grounds” (Item 2088), 2-6 Kellick Street, Waterloo	Adjacent to Waterloo South
Two Buildings on George and Phillip Streets, State Environmental Planning Policy (State Significant Precincts) 2005	Adjacent to Waterloo South



HERITAGE MAP
 Waterloo South Planning Proposal
 NSW Land and Housing Corporation

Figure 134 – Extract of heritage map showing the heritage items within and in the vicinity of Waterloo South
 Source: Sydney LEP 2012, Heritage Map with Urbis Overlays

The proposed planning control changes have had regard to the location of heritage items within Waterloo South and within the vicinity of Waterloo South. Where possible, heights for new buildings have been distributed throughout Waterloo South, cognisant of the interfaces with heritage items, as detailed in Figure 135.

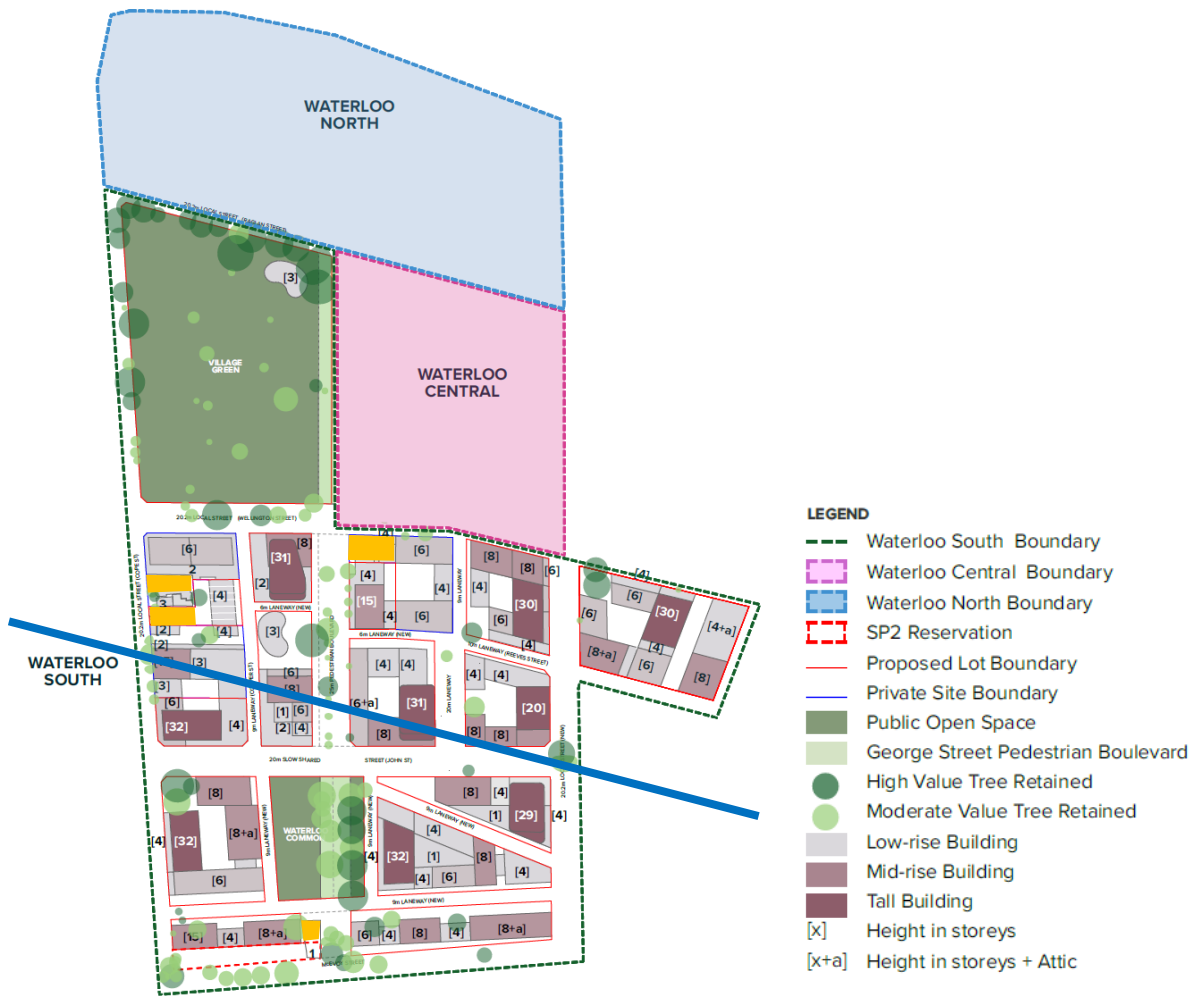



Figure 135 – Waterloo South Masterplan showing proposed building height, with Urbis overlay showing local heritage items coloured orange and the state heritage item in a blue line – broader heritage items not shown

Source: Turner

The following table contains an assessment of the heritage impact of the Planning Proposal and associated Waterloo South Masterplan on each heritage item. This assessment has had specific regard to the proposed building heights, landscaping areas and setbacks detailed in the Waterloo South Masterplan.

Table 12 – Heritage Item Assessment

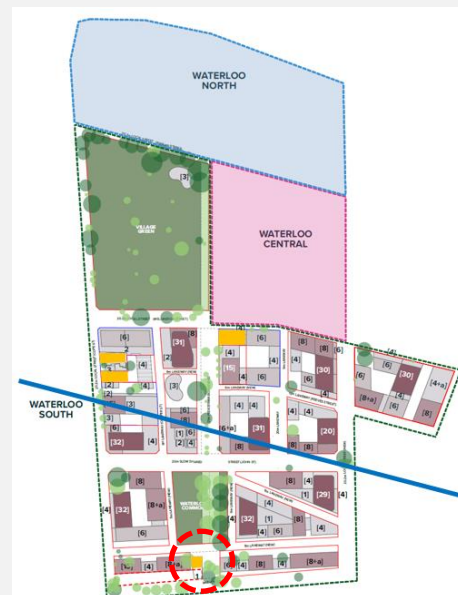
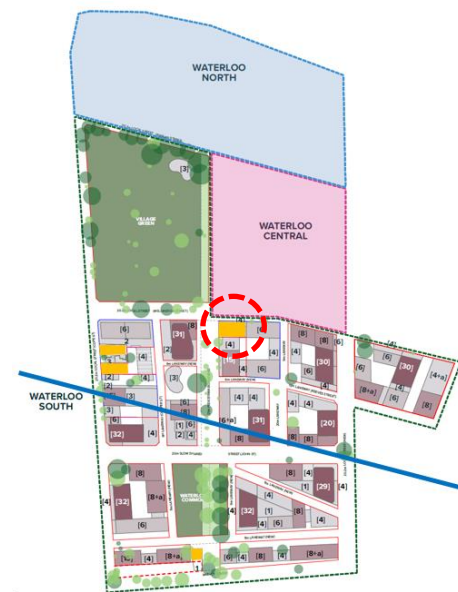
Assessment	Image of heritage map
<p>The Potts Hill to Waterloo Pressure Tunnel and Shafts (SHR ID 01630) run through Waterloo South diagonally. Constructed between 1921 and 1935, and beginning at Potts Hill, the tunnel passes under the suburbs of Chullora, Bankstown, Enfield, Canterbury, Ashfield, Petersham, Marrickville, Erskineville, and Waterloo at a depth below ground level that varies between 15 and 67 metres beneath high ground at Ashfield.</p> <p>As the Pressure Tunnel and Shafts is a State listed built heritage item, any potential impacts to the item will require approval under Section 60 of the Heritage Act 1977.</p> <p>The Pressure Tunnel and Shafts is listed as an item of heritage significance, rather than an archaeological site, however it is located sub-surface. It is therefore recommended that prior to design finalisation, consultation is undertaken with NSW Heritage to determine the most appropriate assessment format, and whether the Pressure Tunnel and Shafts should be assessed as an archaeological item of State heritage significance in addition to being as item of built heritage significance.</p> <p>Consultation should also be undertaken with NSW Heritage as early as possible, to ascertain as to whether or not physical impacts to the Pressure Tunnel and Shafts would be considered for approval, as any requirements to avoid impacts to the item are likely to result in design implications (such as limitations on the spatial extent of any basement levels proposed within or in proximity to the known location of the tunnel).</p> <p>The Planning Proposal does not seek consent for any physical construction works and is seeking a change in planning controls only. However, it is acknowledged that the tunnel is positioned underneath a number of proposed future built forms which could be facilitated under the proposed planning control changes, including a future 32-storey tower form. While no built works are proposed at this stage, future applications will need to be cognisant of and respond to the potential impact of excavation and construction on the underground tunnel.</p> <p>The owner of this heritage item is Sydney Water who should be consulted as part of the next stage of further detailed design work.</p>	

Assessment

The Duke of Wellington Hotel at 291 George Street, Waterloo (Item 2085) is located within Waterloo South. This heritage item is a two-storey corner hotel at George and Wellington Street, and is of a traditional low scale. To respond to this low-scaled heritage item, the proposed height controls provide for low-scale four-storey immediately adjoining the item to the east and south. This four-storey height control provides for a transition to medium density development to the south-east of the block. It is noted that the centre of this block will provide for up to seven stories and careful consideration of the final design of this element will be required to mitigate potential adverse heritage impacts on the Duke of Wellington Hotel. Proposed height controls on the adjacent block to the west provide for future development of up to 31-storeys, however this proposed building form has been chamfered to provide the adjacent heritage item with breathing space. View lines to the heritage item east-west along Wellington Street and north-south along George Street will be retained.

The Electricity Substation 174 at 336 George Street, Waterloo (Item 2086), fronts McEvoy Street. The proposed planning controls provide for future development along the McEvoy Street corridor of varying heights, but generally medium scale development of six to eight storeys immediately adjoining the heritage item. While the heritage item is a single-storey low scale building, this typology (substations) is typically located within higher urban areas without detracting their understanding or significance. The proposed planning controls provide for a substantial curtilage around the item, with a proposed open road space to the east and open space to the west, and a proposed park to the north,. These measures are satisfactory to ensure that the heritage item is not dominated or overwhelmed in the streetscape as a result of future development.

Image of heritage map



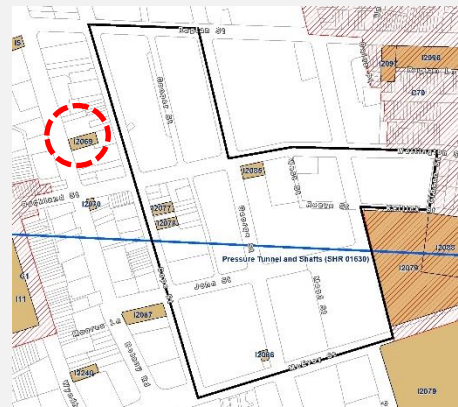
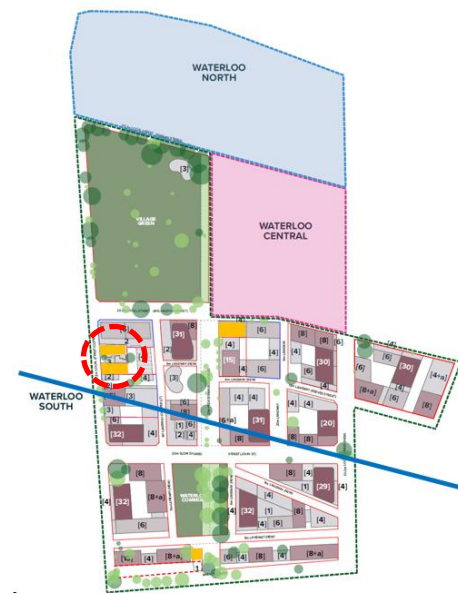
Assessment

The Former Waterloo Pre-School at 225 Cope Street (Item I2077) and the adjoining Terrace Houses at 229-231 Cope Street (Item 2078) are located along the eastern alignment of Cope Street and are heritage items of local significance. The proposed planning controls have responded to the low-scale nature of these items, being two-storey dwellings, by providing for low-to-medium scale development surrounding this group of heritage items. Proposed heights range between two to six storeys for the remainder of future development on this proposed urban block. This lower scale ensures that the heritage items will not be overwhelmed in the streetscape and provides for transitional development up to the high-density development further to the east and south within Waterloo South. The proposed planning controls also show proposed significant setbacks of future built form to the existing heritage items and the rear and north, where future development is four or six storeys in height.

The Congregational Church at 103-105 Botany Road, Waterloo (Item 2069) is located within the adjacent Metro Quarter. This heritage item is significantly separated from Waterloo South by future development separately proposed within the Metro Quarter. Detailed heritage assessment of potential impacts on the Waterloo Congregational Church have already been assessed in previous documentation associated with the Metro Quarter SSP Study.

The Waterloo Park & Oval (Item 2079), is located adjoining Waterloo South to the south-east. This heritage item comprises two large land parcels as a park to the north and south of McEvoy Street. The proposed planning controls provide for an uplift in urban development throughout Waterloo South, replacing the existing urban development. The future change to the urban environment will not affect the heritage significance of the item, as it only provides for a change to an already existing urban environment. The Pitt Street alignment will be reinstated to the western boundary of the park, where it is currently truncated to provide an internal road within the Estate only. This Pitt Street alignment will be reconnected to McEvoy Street. While the proposed planning controls provide for an uplift in density, this uplift will not detract from the significance of the place, and will not interrupt existing view lines as the street borders will be retained.

Image of heritage map



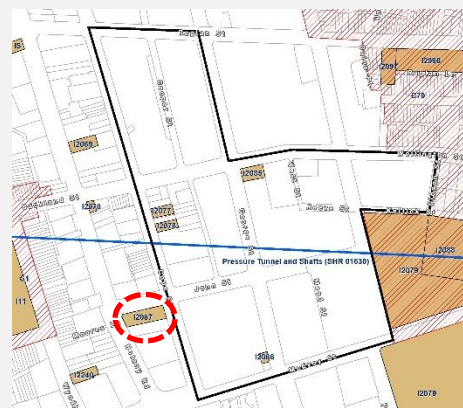
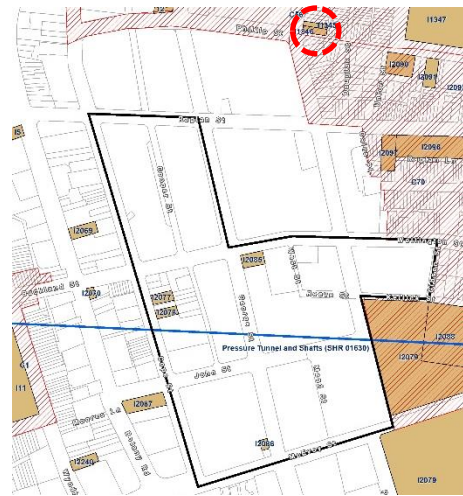
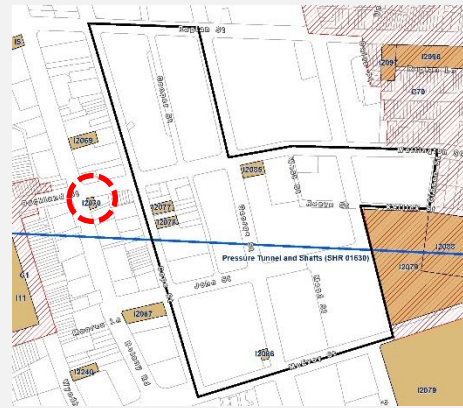
Assessment

The Cauliflower Hotel (Item 2070) at 123 Botany Road is located to the west of Waterloo South, and immediately south of the Metro Quarter. This heritage item is physically separated from Waterloo South. Detailed heritage assessment of potential impacts on the Cauliflower Hotel have already been assessed in previous documentation associated with the Metro Quarter SSP Study.

The Terrace House/Shop heritage item (Item 1345) at 189 Pitt Street, and the Former Somerset Hotel (Item 1346) at 191 Pitt Street, are substantially distanced from Waterloo South, and are separated from Waterloo South by future planning precincts. There are no adverse impacts to these heritage items as a result of the Waterloo South Planning Proposal.

The Terrace Group 'Gordon Terrace' (Item 2087) at 1-25 John Street, Waterloo is located to the immediate west of Waterloo South, at the corner of John Street and Cope Street. This heritage item comprises a low-scale two-storey row of terrace dwellings with an articulated three-storey corner presentation. Along John Street, within Waterloo South, a large area of open space has been provided to physically separate the heritage item terrace row from future development allowed under the proposed planning controls. The low-scale building form is continued through the provision of a maximum four-storey built height for the width of the urban block along John Street within Waterloo South. This is a direct response to the terrace heritage item with the intention of continuing the lower-scale built form along this axis, and to retain the view corridors up John Street. Diagonally opposite the terrace heritage item to the north-east, and to the south-east, the proposed planning controls provide for development of up to 32-storeys, but with a 4-6 storey podium development. Future detailed design of this development will need to carefully consider the heritage item corner typology and respond appropriately with façade articulation, modulation and materiality.

Image of heritage map



Assessment

The Our Lady of Mt Carmel Church and School Buildings (Item 2088) at 2-6 Kellick Street, Waterloo, is a vicinity heritage item located to the east, outside of Waterloo South. The heritage item contains low-scale ecclesiastical buildings situated at a topographically high point of the landscape and is facing west overlooking the adjoining heritage-listed park.

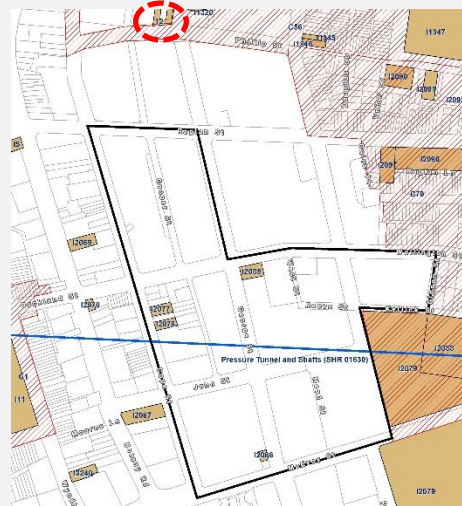
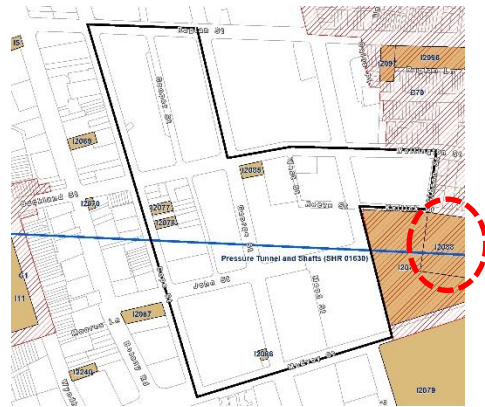
Diagonally opposite this heritage item is a proposed eight-storey planning control. However, the natural topography of the land at this location means that the location of the eight-storey built form is set at a level significantly below street level and significantly below the ground level of the heritage item. Therefore, this corner eight-storey building form will read as a significantly lower height, which will mitigate potential visual impacts on outward views from the heritage item of the north-west. Notwithstanding the above, primary views from the heritage item are directed to the west and south-west overlooking the adjoining heritage listed park.

Waterloo South is substantially distanced from the NCIE heritage item on Phillip Street, described as 'Two Buildings on George and Phillip Streets' (listed under the State Environmental Planning Policy (State Significant Precincts) 2005).

This heritage item comprises low scale buildings which were the former Redfern Public School.

The heritage item is separated from Waterloo South by future planning precincts. There are no adverse impacts to the heritage item as a result of the Waterloo South Planning Proposal.

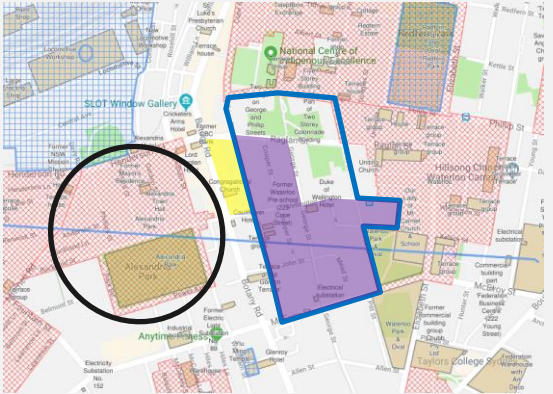
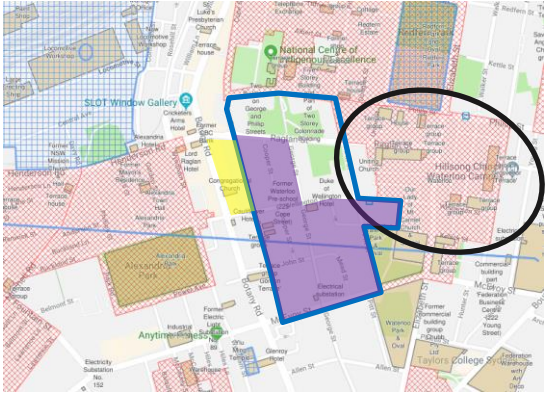
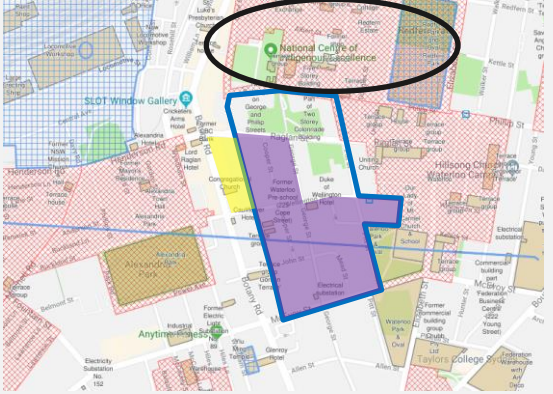
Image of heritage map



9.2. HERITAGE CONSERVATION AREAS

There are a number of Heritage Conservation Areas (HCAs) located in the broader vicinity of Waterloo South. These HCAs are identified in the following table.

Table 13 – Heritage Conservation Areas

HCA Statement of Significance	Extract of Heritage Map
<p>Alexandria Park HCA</p> <p>The Alexandria Park Conservation Area is significant for its ability to demonstrate the growth of the municipality of Alexandria in the second half of the nineteenth century and the first half of the twentieth century. The area developed in association with the industrial growth of Waterloo and the establishment of the Eveleigh Railway and Goods Yards, providing housing for workers. The housing stock reflects successive subdivisions of the Coopers freeholds and Park View Estate. The industrial development illustrates a later overlay reflecting the growing importance of the area as an industrial centre in the early twentieth century. Alexandria Park provides a focus for the community.</p>	 <p>(Waterloo South shown purple with the Estate outlined in blue, adjoining Metro Quarter in yellow, & HCA circled in black)</p>
<p>Waterloo HCA</p> <p>The area has significance as early residential subdivisions of the Mount Lachlan Estate, which developed incrementally from the 1850s through to the early twentieth century. The area provided housing for workers at the industrial establishments to the east and south east. The area has provided a community focus since the 1850s and incorporates the civic and commercial heart of Waterloo with former Town Hall, Mount Carmel and Elizabeth Street shops.</p>	 <p>(Waterloo South shown purple with the Estate outlined in blue, adjoining Metro Quarter in yellow, & HCA circled in black)</p>
<p>Redfern Estate HCA</p> <p>The Redfern Estate Heritage Conservation Area is historically significant as an early Victorian structured subdivision covering the entire grant to William Redfern. The development of the estate from the 1840s - 1890s reflects the establishment of the Railway at Redfern. The importance of the suburb of Redfern in the mid/late nineteenth century is evidenced in the development of the Commercial Centre, the fine Civic buildings, the Park and the prestige housing on primary streets. The area is able to represent a great diversity of housing types dating from the period 1840 - 1890. Large scale factories and warehouses reflect the importance of manufacturing in Redfern in the early twentieth century</p>	 <p>(Waterloo South shown purple with the Estate outlined in blue, adjoining Metro Quarter in yellow, & HCA circled in black)</p>

The Planning Proposal Waterloo South Masterplan has had regard to the vicinity HCAs.

The proposed planning controls are considered to be acceptable from a heritage perspective in relation to the vicinity HCAs for the following reasons:

- The proposed maximum heights have considered the placement of bulk and scale across Waterloo South to mitigate potential heritage impacts to vicinity HCAs. The Redfern Estate HCA is substantially separated from Waterloo South and the Planning Proposal and its future built form will not adversely impact the values of this HCA.
- The scale of future development has generally been massed to place lower-scale development along the interfaces with the more immediate HCAs around Waterloo South. Wide road corridors and landscaping will provide adequate buffer zones along these critical interfaces.
- The Planning Proposal Waterloo South Masterplan responds to the predominant two-storey built form of the vicinity HCAs. This is achieved through the provision of a two-level (ground and first floor) recessed area in new development with a direct interface with an adjoining HCA. This two-level recess allows for the modulation of new buildings to reflect a two-storey pedestrian zone at ground level. It is intended in the later detailed design phases of future development to incorporate site specific façade modulation and articulation which responds to heritage items and HCAs which have direct interface with the new built form, for example, provision of a modulated façade which responds to the traditional terrace housing rhythm.
- Internal views of and within the vicinity HCAs will be maintained and generally comprise of extended views along street alignments, which will be maintained. The proposed distribution of potential future development across Waterloo South retains the existing street layout, introduces new streets and visual corridors, and also reconnects Pitt Street to McEvoy Street. These measures ensure that external facing views from within the Waterloo and Redfern Estate HCAs will not be viewing a terminated street configuration with built form blocking views. Rather, street alignments are being maintained, with view lines within and outside of the HCAs. While oblique views of high-scale development will be possible from within HCAs, these are distant views of an already changing urban environment. Continued interpretation and appreciation of each individual HCA will not be detrimentally affected by distant views of high-scale future development.
- Proposed future development within Waterloo South will have no adverse heritage impact on the Alexandria Park HCA. This HCA will be substantially physically and visually separated from Waterloo South site by future development within the Metro Quarter, which has been previously assessed in the separate SSP Study for the Metro Quarter.
- Overall there will be an acknowledged degree of visual impact as a result of the future redevelopment of Waterloo South. The future redevelopment of Waterloo South in accordance with the Planning Proposal will result in a denser urban environment beyond that which currently exists, providing a substantial increase in housing stock and community facilities in the area. Notwithstanding that there already exists a disparity in scale between the HCAs and the existing building stock, the expanded and more densified development proposed within the Waterloo South Masterplan will increase the existing disparity in scale between Waterloo South and the pedestrian scaled HCAs in the vicinity. While measures have been taken to appropriately respond to the HCAs and provide a transition of scale where possible, they will not prevent the visual prominence of future development. However, it is acknowledged that the proposed future development is replacing an existing urban environment, which has already deviated significantly from the more traditional two-storey scaled HCAs in the area.

10. HERITAGE IMPLEMENTATION PLAN & STRATEGY

10.1. HERITAGE PRINCIPLES

The following heritage-related principles should inform the detailed design of future development within Waterloo South.

- There are a number of listed heritage items and heritage conservation areas (HCAs) located within and in the vicinity of Waterloo South. It is understood that heritage items located within Waterloo South *will not* be redeveloped as part of the overall project, but will be maintained without change.
- 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 new built form within Waterloo South and adjoining/adjacent HCAs/items, and/or providing a transition of scale between new built form existing adjoining development. Critical interface areas have been identified and should be responded to appropriately. Greater development opportunity in terms of scale and density therefore exists in the parts of Waterloo South which do not interface directly with listed items or HCAs.

Specific proposed development controls relating to heritage are included below at Section 10.2 and have been informed by the above heritage principles.

10.2. DEVELOPMENT CONTROL PLAN PROVISIONS

The following Development Control Plans (DCP) provisions have been developed for Waterloo South as part of this Planning Proposal, to guide future development. These provisions are heritage-related to ensure that heritage items and conservation areas within proximity to Waterloo South are protected and conserved. The proposed 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).

5.10.13 Heritage

Objectives

(a) Development:

- a. retains significant heritage items within the Waterloo South Precinct
- b. respects the heritage values of the Waterloo South Precinct and its setting
- c. enhances the heritage values of the Waterloo South Precinct and its setting by removing unsympathetic surrounding development
- d. provides appropriate setbacks from heritage items
- e. provides appropriate building form and scale with consideration for heritage items in the vicinity of the Waterloo South Precinct
- f. enhances and complements existing character in its design but not replicate heritage buildings and their traditional building form, materiality and detailing
- g. responds appropriately to heritage items and conservation areas in the vicinity of the Waterloo South Precinct
- h. responds to significant corner typologies in the vicinity of the Waterloo South Precinct

Provisions

- (1) Development is setback from heritage items within the Waterloo South Precinct on a case by case basis to ensure that new development does not overwhelm or dominate the heritage item
- (2) The height and façade articulation of new ground level development and any awnings considers the proportion, scale and architectural features of adjoining heritage items
- (3) Development incorporates articulated corner forms which define each corner in its context, having specific regard to heritage items in the vicinity
- (4) Development incorporates materiality that appropriately responds to heritage items in the vicinity, and also reflects the heritage and character of the broader Waterloo area
- (5) Development incorporates vehicular and pedestrian networks throughout the Waterloo South Precinct which provide open view lines, connectivity and respond to the historic street pattern of the area
- (6) The public domain incorporates public art that celebrates the heritage values of the Waterloo South Precinct
- (7) 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

10.3. INTERPRETATION STRATEGY

An interpretation strategy report is included at **Appendix A**. 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.

11. CONCLUSION

11.1. SUMMARY BUILT HERITAGE IMPACT ASSESSMENT

The Planning Proposal and Waterloo South Masterplan as outlined in this report seeks consent to amend the underlying planning controls of Waterloo South, to inform potential future development. These proposed planning changes will provide for potential future development uplift across Waterloo South, which forms part of the broader Waterloo Estate, to deliver increased housing supply, community facilities and improved urban vitality for the region.

The proposed maximum heights have considered the placement of bulk and scale across Waterloo South to mitigate potential heritage impacts to vicinity HCAs. The scale of future development has generally been massed to place lower-scale development along the interfaces with the more immediate HCAs around Waterloo South. Wide road corridors and landscaping will provide adequate buffer zones along these critical interfaces.

The Planning Proposal Waterloo South Masterplan responds to the predominant two-storey built form of the vicinity HCAs. This is achieved through the provision of a two-level (ground and first floor) recessed area in new development with a direct interface with an adjoining HCA. This two-level recess allows for the modulation of new buildings to reflect a two-storey pedestrian zone at ground level. It is intended in the later detailed design phases of future development to incorporate site specific façade modulation and articulation which responds to heritage items and HCAs which have direct interface with the new built form, for example, provision of a modulated façade which responds to the traditional terrace housing rhythm.

Internal views of and within the vicinity HCAs will be maintained and generally comprise of extended views along street alignments, which will be maintained. The proposed distribution of potential future development across Waterloo South retains the existing street layout, introduces new streets and visual corridors, and also reconnects Pitt Street to McEvoy Street. These measures ensure that external facing views from within the Waterloo and Redfern Estate HCAs will not be viewing a terminated street configuration with built form blocking views. Rather, street alignments are being maintained, with view lines within and outside of the HCAs. While oblique views of high-scale development will be possible from within HCAs, these are distant views of an already changing urban environment. Continued interpretation and appreciation of each individual HCA will not be detrimentally affected by distant views of high-scale future development.

Overall there will be an acknowledged degree of visual impact as a result of the future redevelopment of Waterloo South. The future redevelopment of Waterloo South in accordance with the Planning Proposal will result in a denser urban environment beyond that which currently exists, providing a substantial increase in housing stock and community facilities in the area. Notwithstanding that there already exists a disparity in scale between the HCAs and the existing building stock, the expanded and more densified development proposed within the Waterloo South Masterplan will increase the existing disparity in scale between Waterloo South and the pedestrian scaled HCAs in the vicinity. While measures have been taken to appropriately respond to the HCAs and provide a transition of scale where possible, they will not prevent the visual prominence of future development. However, it is acknowledged that the proposed future development is replacing an existing urban environment, which has already deviated significantly from the more traditional two-storey scaled HCAs in the area.

11.2. HISTORICAL ARCHAEOLOGICAL REVIEW

Archaeological remains, if present, may be of local or state significance depending on their nature, extent and condition. Therefore, further investigation and assessment, initially in the form of a comprehensive Historical Archaeological Assessment (HAA) report, will be required to determine the potential significance grading of any historical archaeological remains that may be present.

- This Historical Archaeological Assessment report should be compiled prior to project approval and should also be informed by detailed design to understand the nature and spatial and vertical extent of proposed development and its likely impact on any potential archaeological resource.
- Undertaking the Historical Archaeological Assessment as early as possible (once a draft detailed design is available) will allow for the early identification of likely statutory obligations and requirements for any permits or further investigation.

- It also provides an important opportunity to re-design or undertake further design development to avoid and/or minimise archaeological impacts, if and where possible. It will also assist with more effectively managing overall project timeframes.
- However, the assessment can also be undertaken post-detailed design project approval, so that the full extent of impacts can be assessed. This does, however, limit the potential to avoid or minimise impacts as the design/proposal may already be fixed. This can also have adverse implications for overall project timeframes.

Depending on the results of this Historical Archaeological Assessment report, the proposed redevelopment Waterloo South may trigger requirements for approvals (archaeological excavation permits) and investigation under the Heritage Act 1977.

Ideally, impacts to any potential archaeological resource should be avoided. However, it is not always possible to achieve this within a contemporary development site. Where impacts cannot be avoided, archaeological approvals will be required to manage proposed impacts..

The relevant approvals process for managing historical archaeological resources will be dependent on the overarching approvals pathway for future works and need to be outlined in the HAA. Future works may or may not trigger the need for permits under the *Heritage Act 1977*.

11.3. IMPLEMENTATION PLAN AND STRATEGY

As part of this report, we have included the following sections as part of the 'implementation plan and strategy':

- Heritage Principles to inform future potential development of Waterloo South are included at Section 10.1. The heritage-related principles should be adopted to inform the eventual design of future built form within Waterloo South.
- Development Control Plan (DCP) heritage provisions are outlined at Section 10.2. These have been developed for Waterloo South to guide future development on the site and are based on the above principles. These provisions are heritage-related to ensure that heritage items and conservation areas within Waterloo South and within proximity to Waterloo South are protected and conserved.
- An Interpretation strategy report for Waterloo South is included at **Appendix A**.

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DISCLAIMER

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This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

APPENDIX A INTERPRETATION STRATEGY

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WATERLOO SOUTH PLANNING PROPOSAL

APPENDIX A: INTERPRETATION STRATEGY

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Director	Kate Paterson, B Arch, B Arts (Architecture), M.ICOMOS		
Senior Heritage Consultant	Ashleigh Persian, B Property Economics, Grad Dip Herit Cons		
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1. INTRODUCTION

1.1. BACKGROUND

This Interpretation Strategy has been prepared in relation to the Waterloo South Planning Proposal. This Interpretation Strategy relates only to the Waterloo South portion of the Waterloo Estate and excludes reference to Waterloo North, Waterloo Central and the adjacent Metro Quarter.

We have provided this report in the form of an Interpretation Strategy having regard to the early Planning Proposal stage of the redevelopment. An Interpretation Strategy identifies historical themes and narratives to inform future interpretative devices.

Subsequent stages of interpretation are to include;

- Development of select interpretive media and content (Interpretation Plan); and
- Implementation of select interpretive initiatives (to be developed in conjunction with future development to ensure an integrated response and in conjunction with any relevant stakeholders).

This interpretation report is an Appendix to, and should be read in conjunction with, Urbis's 2020 *Heritage Impact Statement: Waterloo South Planning Proposal* report.

1.2. METHODOLOGY

This Interpretation Strategy is intended to inform and guide collaborative interpretation planning for the Estate, with stakeholders, consultants and other relevant parties and forms part of a staged delivery of interpretation.

1.2.1. Heritage Guidelines and the Burra Charter

Heritage conservation seeks to sustain the values of heritage landscapes, places and objects, individually and collectively, so that the community and visitors can continue to appreciate, experience and learn from them and about them, and that they may be passed on to future generations.¹ Interpretation is an integral part of the experience of significant heritage places and the conservation and management of heritage items and is relevant to other aspects of environmental and cultural management and policy. Interpretation also incorporates and provides broad access to historical research and analysis.²

This Interpretation Strategy has been prepared with reference to the *NSW Heritage Manual*, the NSW Heritage Division's *Interpreting Heritage Places and Items: Guidelines* (August 2005) and the NSW Heritage Division's *Heritage Interpretation Policy* (endorsed by the Heritage Council August 2005). The general philosophy and process adopted is guided by the Australia ICOMOS *Burra Charter 2013*.

The Burra Charter defines interpretation as "all the ways of presenting the *cultural significance* of a place" and it may be a combination of the treatment of the fabric; the use of and activities of the place; and the use of introduced material (Article 1.17).

Interpretation should provide and enhance understanding of the history, significance and meaning of the building. Interpretation should respect and be appropriate to the cultural significance of the building (Article 25).

The NSW Heritage Division's *Interpreting Heritage Places and Items: Guidelines* lists the following best practice "ingredients" for interpretation:

- 1) Interpretation, People and Culture – Respect for the special connections between people and items
- 2) Heritage Significance and Site Analysis – Understand the item and convey its significance

¹ NSW Heritage Branch, Department of Planning, Heritage Information Series, Heritage Interpretation Policy, August 2005, pg. 2.

² Ibid 3

- 3) Records and Research – Use existing records of the item, research additional information and make these publicly available (subject to security and cultural protocols)
- 4) Audiences – Explore, respect and respond to the identified audience
- 5) Themes – Make reasoned choices about themes, stories and strategies
- 6) Engaging the Audience – Stimulate thought and dialogue, provoke response and enhance understanding
- 7) Context – Research the physical, historical, spiritual and contemporary context of the item, including related items, and respect local amenity and culture
- 8) Authenticity, Ambience and Sustainability – Develop interpretation methods and media which sustain the significance of the items, its character and authenticity
- 9) Conservation Planning and Works – Integrate interpretation in conservation planning and in all stages of a conservation project
- 10) Maintenance, Evaluation and Review – Include interpretation in the ongoing management of an item; provide for regular maintenance, evaluation and review
- 11) Skills and Knowledge – Involve people with relevant skills, knowledge and experience
- 12) Collaboration – Collaborate with organisations and the local community

1.3. LIMITATIONS

This Interpretation Strategy has been prepared for Waterloo South. It relies on the research contained in Urbis's 2020 *Heritage Impact Statement: Waterloo South Planning Proposal* report, and Urbis's 2020 *Aboriginal Cultural Heritage Study: Waterloo South Planning Proposal* report.

This Interpretation Strategy has also had regard for the community consultation programs undertaken by Urbis, Murawin, and Elton Consulting, as part of the redevelopment.

It is noted that recommended locations for interpretation and media contained within this strategy outline are indicative and will be subject to further consideration through the preparation of final Interpretation documentation and development of detailed interpretation proposals.

2. HERITAGE INTERPRETATION

2.1. STAKEHOLDER ENGAGEMENT PROGRAM

It is intended that design and siting of interpretation devices in future redevelopment be undertaken consultation with the following stakeholders:

- Waterloo community.
- Aboriginal community and Local Aboriginal Land Councils.
- UrbanGrowth NSW Development Corporation.
- City of Sydney Council.
- Office of Environment and Heritage (OEH).
- NSW Land and Housing Corporation.

2.2. AUDIENCE PROFILE

Interpretation aims to reveal meanings and connections. To effectively achieve this, interpretation is predicated on identifying audiences and using appropriate media. It is important to identify specific audiences so that interpretation responds to audience needs and motivations and also takes into consideration literacy levels, disability, gender, ethnicity and age, *inter alia*. Accessible interpretation of heritage themes and values will ensure that the heritage significance and values of Waterloo South are appreciated by the current and future occupants, as well as the wider community.

There are no visitor statistics or surveys available to authoritatively define the makeup of projected visitors to Waterloo South, however with consideration for the Waterloo South Planning Proposal Masterplan, the site will host a number of audiences that may fall into the following categories:

- Residential/ commercial/ retail occupants of the site.
- Residential and commercial visitors to the site.
- Recreational / tourism (international, interstate, and metropolitan visitors).
- General public, workers and residents of nearby suburbs.
- Commuters (pedestrian and vehicular) / through traffic (pedestrian).

2.3. RESOURCES

Various intangible and tangible resources are available to inform detailed development of the interpretation of Waterloo South, including its pre-European settlement history, its built history, and its social significance with various community groups and Aboriginal communities. Other sources include historical records, published histories, oral histories, potential family histories and reports.

2.4. INTERPRETATION THEMES AND NARRATIVES

2.4.1. Historical Themes

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Heritage Council of NSW established 35 historical themes relevant to the State of New South Wales. These themes correlate with National and Local historical themes.

With consideration for the documented historical uses and occupation of the site, the following historical themes have been identified for interpretation. These themes collectively and individually embody the significant aspects of the Estate and will assist to communicate significant values via interpretation.

Table 1 – Relevant historical themes

Australian Theme	NSW Theme	Local Theme	Relevance to the Estate
2 Peopling Australia	Aboriginal cultures and interactions with other cultures	Activities associated with maintaining, developing, experiencing and remembering Aboriginal cultural identities and practises, past and present; with demonstrating distinctive ways of life; and with interactions demonstrating race relations.	Waterloo South has strong values to the Aboriginal community associated with the pre-European settlement period, as well as the existing resident communities.
3 Developing local, regional and national economies	Industry	Activities associated with the manufacture, production and distribution of goods.	Waterloo South and the broader Waterloo and Alexandria region of Sydney was developed throughout the twentieth century as the south-Sydney industry hub.
4 Building settlements, towns and cities	Towns, suburbs and villages	Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages	Waterloo South was developed as part of the Waterloo Estate stand-alone public housing estate during the late twentieth century in a range of architectural styles, replacing the earlier development across the site.
4 Building settlements, towns and cities	Accommodation	Activities associated with the provision of accommodation, and particular types of accommodation.	Documented residential and industrial uses of the site began in the mid-Victorian period prior to redevelopment of Waterloo South for public housing.
7 Governing	Welfare	Activities and process associated with the provision of social services by the state or philanthropic organisations	Waterloo South was developed as part of the Waterloo Estate stand-alone public housing estate during the late twentieth century in a range of architectural styles, replacing the earlier development across the site.

2.4.2. Community Engagement

A range of community engagement programs have been undertaken as part of the proposal regarding Aboriginal community consultation and the general Waterloo community. The findings of these consultations are included below and should be considered throughout the development of interpretation options for Waterloo South.

2.4.2.1. Statutory Consultation

The (then) Department of Environment, Climate Change and Water (DECCW) (now OEH) established a set of *Aboriginal Cultural Heritage Consultation Requirements (ACHCRs) for Proponents*, which were endorsed in 2010.

The intention of the ACHCRs is to establish the requirements for consultation with the registered Aboriginal parties as part of the heritage assessment process to determine potential impacts of proposed activities on Aboriginal cultural heritage and to inform decision making for any application for an AHIP. The ACHCRs require consultation with Aboriginal people who hold cultural knowledge relevant to determining the cultural significance of Aboriginal objects and/or places as relevant to a proposed project area/development zone in accordance with these requirements.

These requirements;

- apply to all activities throughout New South Wales that have the potential to harm Aboriginal *objects* or *places* and that requires an AHIP;
- replace the *Interim Community Consultation Requirements for Applicants*, December 2004; and
- support other (then) DECCW policies and procedures that provide direction and guidance for AHIP proponents in determining Aboriginal cultural heritage impacts.

These consultation requirements are also required to be undertaken prior to any test excavation occurring in accordance with the *Code of Practice for Archaeological Investigations of Aboriginal Objects in NSW* (2010). It is also noted that consultation in accordance with the ACHCRs is a requirement of the *Nominated State Significance Precinct – Waterloo: Study Requirements*, issued by the NSW Government Department of Planning & Environment (NSW DP&E) and issued 19 May 2017.

On behalf of UrbanGrowth NSW Development Corporation, Urbis undertook statutory engagement to inform an Aboriginal Cultural Heritage Study for Waterloo South. At the time of finalising this report, consultation had been completed to Stage 1 of the ACHCRs, with responses still expected from contacted parties.

Stage 2 of the consultation process will be commenced following approval of the Planning Proposal, at which time proposed project information will be presented/provided to registered Aboriginal parties for comment.

On 27 November 2018, and in accordance with the *Requirements*, the following organisations were contacted by letter (emailed) and provided with a contact name, phone number and email to provide information. As a result of this process, one Aboriginal party (the Metropolitan Local Aboriginal Land Council) has registered interest in the project to date.

The outcomes of this correspondence are summarised in Table 2 below.

Table 2 – Stakeholder response register

Stakeholder	Response
Department of Environment, Climate Change and Water (DECCW).	No response was received.
Metropolitan Local Aboriginal Land Council (MLALC)	No response was received within a 28-day period. As a number of stakeholder groups referred to the MLALC as the key stakeholder to provide feedback, follow-up phone discussions were held and the information emailed again on 7 January 2019. On 11 January 2019, The MLALC provided a list of representatives who could be contacted as a part of the broader Waterloo consultation

Stakeholder	Response
	<p>process. The list was not specific to the OEH <i>Requirements</i> and as such UrbanGrowth NSW have elected to contact relevant parties as a separate enquiry.</p> <p>Following correspondence, the Metropolitan LALC were registered as an Aboriginal stakeholder (organisation) for this project.</p>
The Registrar, Aboriginal Land Rights Act	The Office of the Registrar responded on the 4 December 2018 with a letter citing no known Registered Aboriginal Owners pursuant to Division 3 of the Aboriginal Land Rights Act 1983.
The National Native Title Tribunal	No response was received.
Native Title Serviced Corporation (NTS Corp)	No response was received.
City of Sydney council	<p>City of Sydney Council advised to contact the MLALC (already undertaken).</p> <p>They also provided guidance on the City's mechanisms for engaging with Aboriginal and Torres Strait Islander communities outside of the statutory Aboriginal Cultural Heritage process, which was noted.</p>
<p>Relevant catchment management authorities (NSW Heritage Division).</p> <p>Office of Environment and Heritage</p>	<p>The Office of Environment and Heritage (OEH) responded on 10 December 2018, with a list of Aboriginal stakeholders that may have an interest in the Estate. Of the list, 42 organisations, groups or individuals have an association with the City of Sydney LGA.</p> <p>In accordance with the consultation requirements, correspondence was provided to these 42 organisations/parties via mail and/or email on 8 February 2019 to notify them of the proposed project, and to provide them with an opportunity to be involved in consultation.</p> <p>The organisations/parties have until 1 March 2019 to respond (with this date being greater than the required 14-day response period).</p>

In addition to the above, the *Requirements* stipulate that advertisements must be published in relevant newspapers. The advertisement must include a brief overview of the project, the location, and contact methods. The advertisement serves as an invitation for Aboriginal people who hold knowledge on the cultural significance of the site(s) to register an interest in being consulted.

To meet this requirement, advertisements were placed in three separate local newspapers as outlined below.

No registrations of interest were received in response to these newspaper advertisements.

Table 3 – Advertisement – The Estate

Organisation	Published	Response
The National Indigenous Time (online)	30 November 2018	No response was received over a 28-day period.
The South Sydney Herald	4 December 2018	No response was received over a 28-day period.

Organisation	Published	Response
The Koori Mail	12 December 2018	No response was received over a 28-day period.

2.4.2.2. Murawin Consulting

In addition to the above statutory consultation in accordance with the ACHCRs, Murawin Consulting have also prepared an *Aboriginal Stakeholder Engagement Report, 2019*. The purpose of this report is to provide an overarching guide to aid the interpretation and integration of Aboriginal cultural values, principles, perspectives and aspiration to future development of the Estate. It predominately relates to contemporary culture, though the report also refers to Aboriginal cultural heritage and history.

The report covers the following 'Stories of Place':

- Cultural complexity
- Understanding relevance of the Cultural Landscape
- Connection to Country
- Aboriginal Design Principles
- Placemaking
- Places of Significance
- Flora and Fauna of Significance
- Totems
- Language
- Aboriginal Narrative of Waterloo

The report states that:

One of the key findings of the project is that the Waterloo story is a collective story, one that encompasses the neighbouring suburbs such as Redfern, Erskineville, Green Square, Mascot, Surry Hills, Zetland, Botany and of course Circular Quay. The issues raised by stakeholders whether it was in the historical, cultural or social, throughout the consultations the reference to Waterloo was articulated in this broader context. More specifically Waterloo/Redfern is in large part a recent historical and contemporary story. Both suburbs are generally considered a combined entity, and the epicentre of the Aboriginal rights struggle in Australia. The community has carried out a courageous, ongoing campaign for self-determination, recognition, and to address the devastating legacy of dispossession and dispersal Aboriginal people have faced. Pivotal and historic political battles have been waged and won from Waterloo/ Redfern. The community has a resilience and strength of purpose forged in the process that has much to offer the future Waterloo.

The findings of this report should be considered in the development of interpretation devices for the Estate.

2.4.2.3. Elton Consulting

In particular reference to the proposal, Elton Consulting undertook consultation on behalf of the NSW Land and Housing Corporation (LAHC), to understand the community's responses as a whole and the proposed redevelopment options.

Since the Estate was designated a State Significant Precinct (SSP) in May 2017, LAHC has undertaken a significant amount of community consultation as part of the redevelopment. This commenced with establishment of the Waterloo Connect office in early 2017 and the visioning phase of consultation for the Waterloo Redevelopment from October to December 2017. Further to this, more than 1,000 members of the community and other interested stakeholders participated in the recent options testing phase of the consultation process.

Both the visioning and options testing phases of consultation have involved discussion of the Waterloo Redevelopment with a focus on five important themes. A summary of what the Elton report found in regard to these themes is provided below.

Table 4 – Extracts from the Elton Consulting Report Findings

Theme	Findings
Culture and community life	<p>Participants expressed a strong connection to the Waterloo social housing estate and local area. They emphasised the importance of Waterloo remaining an authentic place with its own character and where current residents continue to enjoy a strong sense of community and belonging. They highlighted the need for the redevelopment of the precinct to provide opportunities for people to meet and socialise and for it to continue to be a welcoming place for all members of the community.</p> <p>Participants expressed a desire for Waterloo to include a range of spaces to support community life including places for residents to meet, socialise and gather for larger scale events. Participants also wanted the redeveloped precinct to include community facilities, services and shops.</p> <p>Community gardens, dog parks, play areas for kids and activities for young people were all considered important.</p> <p>Telling the multiple stories of Waterloo was identified as an important part of preparing a preferred plan so that people know about “the beginning” of this place. This includes recognising and reflecting Aboriginal and multicultural stories. Opportunities for cultural interpretation and learning were also seen as important so as to connect the past and future in Waterloo.</p>
Transport, streets and connections	<p>Participants highlighted the importance throughout the precinct, in all new buildings and the public domain. An accessible precinct that offers easy access to a range of transport options, offering residents choice, was seen as an important opportunity for the redevelopment. Onsite carparking for social housing residents, other future residents of the precinct, and on street carparking in the local neighbourhood were viewed as important priorities.</p> <p>Participants highlighted the need for the redeveloped precinct to provide safe and direct connections to local bus stops and the new Sydney Metro Waterloo Station.</p> <p>Participants emphasised that commuter access to the new Waterloo station should not impact use of the park or the local neighbourhood feel of the redevelopment area. They expressed mixed views on which of the three redevelopment options would provide the best access to the Waterloo Station. Some liked the more traditional street pattern of Option 1, whereas others liked the diagonal street pattern leading to the Waterloo Station in Option 2. Most participants were supportive of the proposed cycle connections through the site. However, they sought to ensure that pedestrian paths and cycle ways are designed in a way that provides both equitable access and safety. Good access for emergency services and community transport services were also raised.</p> <p>Current and future traffic congestion was commonly raised as a concern. Participants commented on the increasing number of vehicles on local roads relating to cumulative development in Waterloo and surrounding suburbs. Some raised concern about the proposal to open up Pitt Street to McEvoy Street. Concerns were also raised about potential congestion in Cope Street if it were to become a “kiss and drop” style zone for people accessing the Waterloo Station.</p>
Housing and neighbourhood design	<p>People who participated in the consultation process expressed a wide range of views on the built form proposed as part of the three redevelopment options.</p> <p>Views on the proposed building heights and types were mixed, with many people expressing a preference for the building heights as per Option 1, with a maximum of up to 32 storeys. There was</p>

Theme	Findings
	<p>some support for buildings of 40 storeys in height or taller. Some participants were less concerned with height than with the number of taller buildings proposed.</p> <p>Comments commonly focused on the high level of density proposed by all three options.</p> <p>Many people expressed a desire for the redevelopment to offer a lower density urban environment. Some people commented that they do not support any redevelopment of the Waterloo estate. Some commented that the redevelopment, given its proposed density, should deliver a higher quantum of social and affordable housing to meet the needs of people currently on the social housing waiting list and to address increasing demand for social and affordable housing in Sydney. Participants expressed a desire for the redevelopment to include Aboriginal affordable housing.</p> <p>More spacious and better designed apartments including balconies were commonly identified as being important for residents of the precinct. There was support for the proposed dwelling mix – with all redevelopment options including a mix of studio, one, two, three and four-bedroom apartments. Participants expressed a desire for high quality homes that meet the diverse needs of residents, respond to changing lifecycle needs, provide indoor and outdoor space, improved safety and security, and storage space.</p> <p>There were mixed views about retaining and renewing existing buildings on the site such as Matavai and Turanga. Some people commented that these buildings are important from a heritage and character perspective. While others were keen to see these buildings redeveloped, commenting that apartments in these buildings are too small to meet the needs of residents and lack important features.</p> <p>There was strong support for social, affordable and private housing to be evenly distributed across the whole of the Waterloo precinct and to ensure that all members of the community are accommodated in high quality new homes. However, there were mixed views on the appropriate mix of dwellings within individual buildings. Participants who expressed a preference for social, affordable and private housing to be provided within the same building felt that this would be more equitable and help support social cohesion.</p> <p>Conversely, people who wanted social and affordable housing to be provided separately from private dwellings highlighted the complexities of meeting the diverse needs and expectations of social, affordable and private housing residents within the same building.</p> <p>Another issue raised in feedback on this theme was the critical importance of ongoing communications with the community, particularly with social housing residents on the estate, about staging of the redevelopment and arrangements for relocations and rehousing. Good quality information, clear communication and respectful treatment of residents throughout all stages of the redevelopment is paramount. Ongoing communications with the surrounding community throughout planning and delivery of the redevelopment is also critical to ensure community perspectives are given appropriate consideration and construction impacts are minimised.</p>
Community facilities, services and shops	<p>Community facilities, services and shops were widely identified as being important. Participants expressed a desire for them to help bring people together, support social interaction and provide opportunities for learning, growth and leadership.</p> <p>Participants expressed a strong desire for the redevelopment to recognise and celebrate Aboriginal culture and heritage as intrinsic to the past, present and future of Waterloo as a place and community. Facilities and spaces that support knowledge sharing about Aboriginal culture among</p>

Theme	Findings
	<p>the broader local community and visitors were regarded as providing opportunities for community learning, healing and pride.</p> <p>Members of the community discussed the importance of a range of educational facilities and programs to meet the needs of existing and future residents, commenting on the significant increase in the residential community associated with the redevelopment of Waterloo. Participants expressed a desire for employment assistance and small business support services to enable residents to access employment and acquire the skills to run their own businesses. Further to this, Aboriginal employment and engagement in the redevelopment process were identified as a high priority.</p> <p>Space within the redevelopment area for health and wellness facilities and programs was widely identified as important to support community wellbeing. Participants emphasised the need for facilities and services that are both accessible and affordable.</p> <p>They expressed strong support for an onsite aged care facility as well as age-related support services to assist elderly residents to age in place.</p>
Environment and open space	<p>People who participated in the consultation process highly value the natural environment and open space on and around the Waterloo social housing estate, and expressed a strong desire for the redevelopment to incorporate green space wherever possible.</p> <p>Feedback from members of the community and other stakeholders confirmed the high level of importance of parks and open space areas as an integral element of the Waterloo precinct.</p> <p>People who took part in the consultation process expressed mixed preferences in terms of the layout of public parks and open space. Some wanted to see Waterloo Green retained and renewed as in Option 1, with new parks provided in other parts of the precinct. They expressed a strong desire for equitable access to parks and open space areas for residents living in different parts of the precinct, including the southern part of the Waterloo site. Others preferred the idea of a single large park, primarily to enable the community to hold large scale events and activities.</p> <p>Overall the proposed transformation of George Street into a green boulevard attracted strong support. There were mixed views on the most desirable width for the boulevard. Key issues raised in feedback focused on: making this a place that feels safe, pleasant and welcoming; ensuring the space is accessible and usable for people of all ages and abilities; supporting pedestrian safety along in this location through measures such as speed limits for cyclists and a separate cycle path; and realising the 'boulevard' as a series of interconnected parks rather than just a linear accessway.</p>

3. PROPOSED HERITAGE INTERPRETATION

This report forms part of staged delivery and implementation of interpretation at Waterloo South. The below outlines recommended interpretation devices for Waterloo South, with detailed design and locations for interpretation to be determined as part of future detailed development design. The interpretation is to be informed by the historical analysis and responds to the proposed site redevelopment and nominated audiences as detailed above.

Having regard to the historical analysis and identified historical themes, it is concluded that the elements of Waterloo South warranting heritage interpretation are;

- The public housing and welfare history of the broader Estate.
- The former Victorian residential uses, as well as industrial and commercial uses, which existed prior to redevelopment of the site into the public housing Estate.
- The pre-European-settlement natural landscape and its transformation.
- Social and community connections with the Estate interpretation as per the outcomes of the consultation process and previous studies.

Key principles for developing interpretation of Waterloo South include the following:

- Ensure that interpretation is integrated into the detailed design of Waterloo South – interpretation should be a collaborative exercise, involving project and landscape architects, heritage experts, and other relevant technical advisers in developing detailed interpretation design briefs.
- Ensure that interpretation is engaging to identified audiences.
- Interpretation should be integrated into the overall site planning and management of Waterloo South, including planning for the continued maintenance and review of interpretive media.
- Interpretation should be undertaken in accordance with the relevant heritage guidelines and best practice “ingredients” for interpretation and consent requirements.
- Interpretation should not be visually or otherwise intrusive and should permit the audience to discover and interact or engage with the interpretation over time and on various levels.
- Interpretation should be contemporary and allow for technological innovation, including social and multimedia where appropriate.
- Interpretation should be considered as part of the public art strategy and suitable opportunities explored.

The following sections of the report provide examples and detail on various types of heritage interpretation. It should be noted however, that the highest form of interpretation is the retention and conservation of significant fabric.

3.1.1. Built Form interpretation

Interpretation in the built form refers to the treatment of the built form (being existing and adaptively reused buildings, new structures and streetscape elements) to interpret the site's significant values. A built form interpretive strategy is generally a subtler response which emphasises and complements more overt interpretive media. Built form interpretation can be used to interpret specific events, uses, former structures and subdivision patterns as well as cultural uses and activities including Aboriginal narratives.

Opportunities for integrated interpretation should be a key consideration in the detailed design of interpretation briefs and in the detailed design of the ground plane and public areas for a broader development. Interpretation should be informed by the identified significant values of the site. Built form interpretation takes a wide variety of forms and may include any or all of the following:

- Text and graphic representations of significant site aspects and narratives in surfaces and finishes, e.g. ground inlays, wall surfaces, street furniture, façade treatments etc.
- Landscape design that references the site's natural and indigenous values.
- Interpretation of previous structures.
- Associated signage and historic markers.



Figure 1 – Carpet graphics in the Locomotive workshops at Everleigh interpret former rail lines and bay numbers

Source: 3d projects via everlightstories.com.au

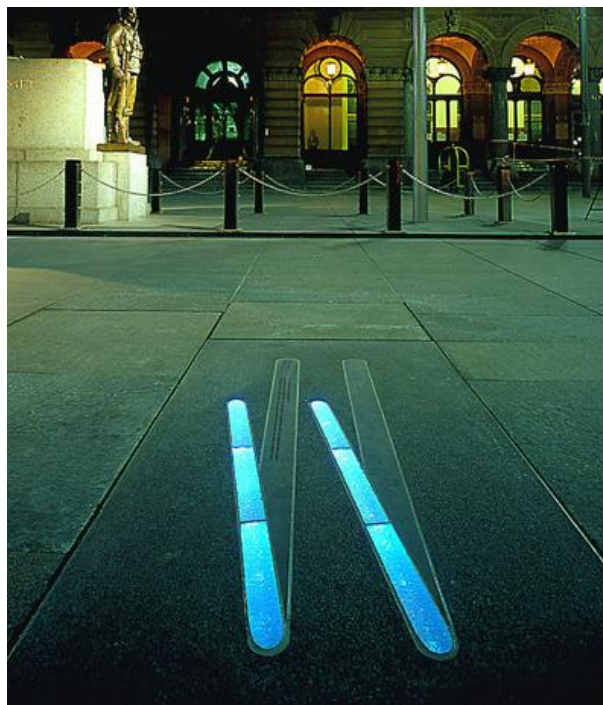


Figure 2 – Tank stream interpretation in paving at Martin Place Sydney CBD

Source: whats on Sydney



Figure 3 – The layout of the gardens interprets the former tanks on the Ballast point park site

Source: Urbis



Figure 4 – Circular Quay footpath markers indicating the position of the Sydney harbour shoreline in 1788. Source: Urbis

3.1.2. Signage and Historic Markers

Interpretive signage can take a variety of different forms and may feature text, images, drawings or digitally rendered images and may also incorporate object display and/ or interactive media. Signage is particularly useful to interpret specific significant sites and values but should form part of the overall integrated response. Materials for signage can vary extensively and may be specific to a place evoking the significant values being interpreted. Signage may be permanent/ fixed or temporary, with temporary signage being particularly appropriate for hoardings during building works or during temporary programs.



Figure 5 – Interpretation signage at 200 Gorge Street

Source: Urbis



Figure 6 – sample of signage at Ballast Point Park

Source: Urbis

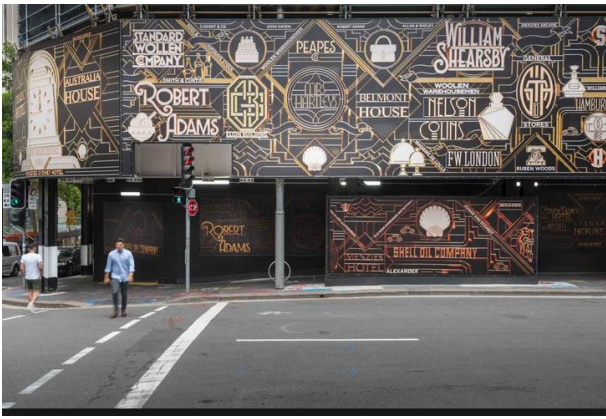


Figure 7 – Interpretation signage on temporary hoarding at Wynyard Place

Source: Ambush gallery



Figure 8 – Historic photos on temporary hoarding in the Sydney CBD

Source: City of Sydney

Signage must be designed with regard to durability, installation and maintenance while location of signage should consider pedestrian traffic, accessibility, presentation, historical accuracy/ relevance and compatibility with the proposed development. Signage should not be visually or otherwise intrusive.

3.1.3. Public Art

Public art is a rich and evocative interpretive tool which also adds to the aesthetic and cultural character of a place, and there is an opportunity to incorporate public art that responds to, engages with and challenges the identified natural, indigenous and cultural values of a place in the detailed development of the site. Public art should consider and draw on the site's significant values (whether in an abstract or more tangible way) and form part of an integrated response to the place. In developing briefs for public art, nominated interpretation themes herein should be considered.



Figure 9 – The *Edge of the Trees* sculpture, at the Museum of Sydney incorporates soundscapes (Aboriginal voices call out their clan and place names).

Source: Urbis 2015



Figure 10 – *Halo* (2012) by Jennifer Turpin and Michaelie Crawford

Caroline Rothwell's inflatable tree is also shown in the background, fixed to the brewery building and was commissioned as part of a temporary art program.

Source: Central Park

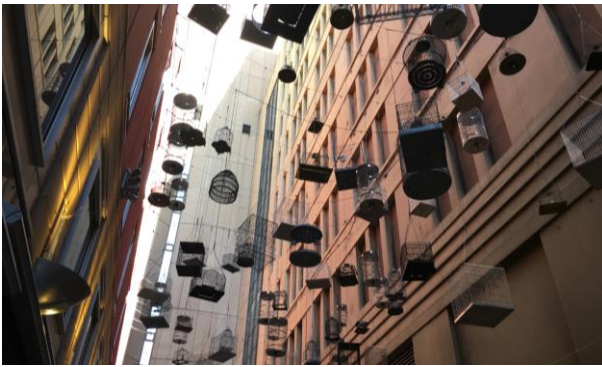


Figure 11 – *Forgotten Songs* (2009) by Michael Thomas Hill commemorates bird species present in Central Sydney now lost with development

Source: *Urbis 2016*



Figure 12 – Aerial view of Jonathan Jones *Barragal Dyara* (Skin and Bones) which commemorates the lost Garden Palace and the countless Aboriginal artefacts lost with it, in the fire of 1882.

Source: *Art Guide Australia 2016*

3.1.4. Published Materials and Multimedia

Interpretation of the site should also consider opportunities for published materials and multimedia. This may involve a variety of media including print and electronic publications, video, soundscape or film productions and internet or digital media (e.g. phone applications), with the intent of making the information more readily accessible to a broader public audience through a broader variety of channels. Interactive guide maps may also be considered allowing the end user to download an app or QR code on their smart device to navigate around the site. The app/ code would allow the end user to scan specific trigger points and listen to information about the designated points on the map. The benefit of this media is that it is widely accessible but allows the user to determine their level of interaction.

Figure 13 – Samples of digital Interpretation media



Figure 14 – Sample data point for smart phones and electronic devices used variously around the rocks (1 of 37 locations)

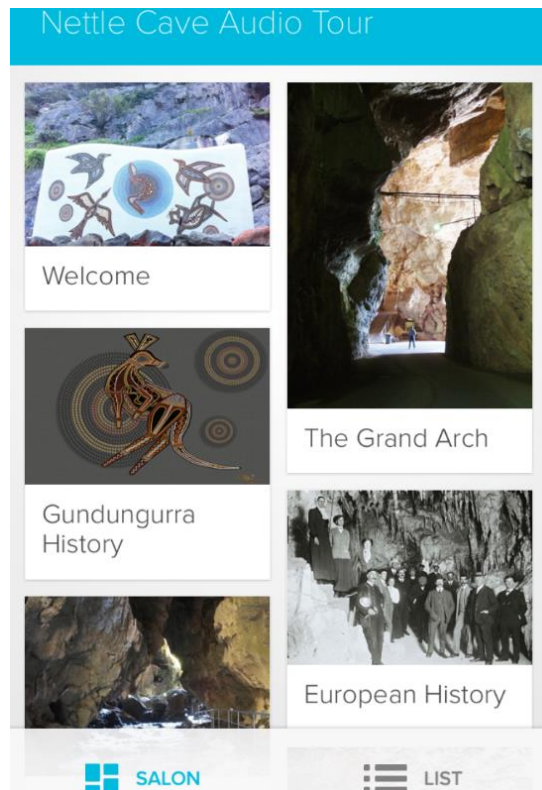


Figure 15 – Screen shot of one of the audio tour options in the Jenolan Caves app

3.2. OPPORTUNITIES FOR INTERPRETATION

The following opportunities for interpretation have been provided as draft options and are subject to detailed design development in conjunction with project architects, NSW Land and Housing Corporation and the stakeholders identified herein. The options have had regard to the Waterloo South Masterplan.

Opportunities for interpretation include the following:

- Incorporate interpretation in the ground floor public open space areas, pedestrian footpaths or public forecourt areas throughout Waterloo South. These areas allow access to the widest possible audience. Provision of interpretation within proposed open spaces including the proposed parks provide the opportunity for both residents and transient users to interact with devices. Interpretation may also be incorporated within lobby and publicly accessible foyer areas.
- Respect for the vicinity heritage items and Heritage Conservation Areas through;
 - Provision of a considered setting for heritage items within Waterloo South boundaries;
 - Provision of appropriate building setbacks, building form and scale of new buildings in response to the heritage items within and within the vicinity of Waterloo South; and
 - Provision of publicly accessible pathways and sightlines which celebrate heritage items and connection with surrounding development.
- Provision of signage, built form, public art and multimedia interpretation in public areas interpreting the identified themes above.

4. CONCLUSION AND RECOMMENDATIONS

This Interpretation Strategy forms part of staged delivery and implementation of interpretation at Waterloo South and is provided for the purpose of conceptualising the vision for 'interpretation', and to inform detailed interpretation development pending further detailed design and potential archaeological investigation.

A variety of interpretive devices are identified herein, including provision of;

- Built form interpretation;
- Signage and historic markers;
- Interpretation of the potential archaeological resource;
- Public art; and
- Published materials and multimedia.

It is noted that not all of the devices may be required to be implemented or would be appropriate. The recommended interpretation options should respond to be also inform the Indicative Concept Proposal and anticipated audiences. Whilst specific locations for interpretation are to be determined (subject to detailed interpretation design at later stages of potential redevelopment), this report recommends that interpretation should focus on;

- Potential future ground plane pedestrian links and public areas, and relate to the heritage items within and within the vicinity of Waterloo South;
- Provision of signage, built form, public art and multimedia interpretation in public areas interpreting the identified themes within this report.

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