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URBIS

HERITAGE IMPACT ASSESSMENT

Explorer Street,
Eveleigh NSW 2015

Gadigal Country

Prepared for
NSW LAND AND HOUSING CORPORATION
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EXECUTIVE SUMMARY

Urbis has been engaged by the NSW Land and Housing Corporation to prepare the following Heritage Impact Assessment (HIA) for the proposed State-led rezoning at Explorer Street, Eveleigh (hereafter referred to as 'the site' or 'the subject site').

The subject site comprises approximately 2.3 hectares of land with a late 1980s social housing development and the South Sydney Rotary Park along Explorer Street, Eveleigh. The site is currently zoned as Medium Density Residential and Public Recreation. Eveleigh is located within the City of Sydney Local Government Area (LGA) and is administered under the provisions of the *City of Sydney Local Environmental Plan (LEP) 2012*.

The subject site is not a heritage item listed under Schedule 5, Part 1 of the Sydney LEP 2012. However, the site is located alongside the southern boundary of the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, listed on the State Heritage Register (SHR) under the *Heritage Act 1977*. The site is also located north of the Kingsclear Road Heritage Conservation Area (HCA) (C3) listed under Schedule 5, Part 2 of the Sydney LEP 2012.

This HIA assesses the subject site against the criteria for heritage significance as set out by the Heritage Council of New South Wales. It finds that the site does not meet the requisite thresholds for listing as a heritage item of local significance.

In 2019, Urbis undertook a HIA to understand the potential heritage significance of the place in the context of rezoning plans being developed at that time; these plans were not pursued. At present, a new Urban Design Study and Master Plan is being prepared to support the new planning controls at the subject site.

The Master Plan provides for:

- Demolition of all existing housing stock;
- Civil works including the re-routing of internal access roads, new service routes and underground parking;
- Excavation works for two levels of basement parking;
- Construction works to provide three new multi-storey residential flat buildings, which together provide approximately 394 new units of housing (including 30% social housing); and
- Landscaping to provide new public parks and grounds.

This HIA has been updated and revised to respond to the State-led rezoning and reference design, recognising that it facilitates the future redevelopment of the public housing on the site. This HIA will assess the potential heritage impacts of the Proposal on the significance of the site and vicinity heritage items.

This HIA has determined that the new planning controls would not result in adverse material impacts to the identified heritage significance of the vicinity heritage items. The proposed State-led rezoning is supportable from a heritage perspective, subject to the recommendations below.

RECOMMENDATIONS

Urbis recommends the following be incorporated into the new planning controls and considered in future development:

- Consent is required for future development on the site in accordance with the statutory planning controls of the *Sydney Local Environmental Plan (LEP) 2012*. Future Development Applications (DAs) for the subject site should be accompanied by a Heritage Impact Statement (HIS) that assesses the extent to which the proposed development may affect the heritage significance of adjacent heritage items and heritage conservation areas. Any such HIS should be prepared by a suitably qualified heritage consultant in accordance with the NSW Heritage Council guidelines 'Statements of Heritage Impact' (2023).
- Development applications should be accompanied by a Heritage Interpretation Strategy prepared by a suitably qualified heritage consultant. The Heritage Interpretation Strategy should identify significant themes and narratives for interpretation, as well as identifying locations, media, and indicative content for

interpretation. Interpretation should be developed throughout detailed design and construction phases in conjunction with the project architect and other specialists as required.

- Post-approval stages (e.g., detailed design, contract documentation and construction) of future development should be undertaken in consultation with a suitably qualified heritage consultant to ensure heritage impacts are minimised.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by the NSW Land and Housing Corporation to prepare the following Heritage Impact Assessment (HIA) for the proposed State-led rezoning at Explorer Street, Eveleigh (hereafter referred to as 'the site' or 'the subject site').

The subject site comprises approximately 2.3 hectares of land between the Eveleigh rail corridor and Railway Parade in Eveleigh. Eveleigh is located within the City of Sydney Local Government Area (LGA) and is administered under the provisions of the *City of Sydney Local Environmental Plan (LEP) 2012*.

The subject site is not a heritage item listed under Schedule 5, Part 1 of the Sydney LEP 2012. However, the site is located alongside the southern boundary of the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, listed on the State Heritage Register (SHR) under the *Heritage Act 1977*. The site is also located north of the Kingsclear Road Heritage Conservation Area (HCA) (C3) listed under Schedule 5, Part 2 of the Sydney LEP 2012.

In 2019, Urbis undertook a Heritage Impact Assessment to understand the potential heritage significance of the place in the context of rezoning plans being developed at that time; these plans were not pursued. At present, a new Urban Design Study and Master Plan is being prepared to support the State-led rezoning at the subject site.

This HIA has been updated and revised to respond to the State-led rezoning and reference design, recognising that it facilitates the future redevelopment of the public housing onsite. This HIA will assess the potential heritage impacts of the new planning controls on the significance of the site and vicinity heritage items.

1.2. SITE LOCATION

The subject site comprises the social housing estate located at Explorer Street, Eveleigh. Legally defined as Lots 21 and 22 of Deposited Plan (DP) 835061, the site comprises a 2.3-hectare area of land bound by Henderson Road to the south, Station Place to the east and the New Intercity Fleet Program Eveleigh Facility to the north. The location of the subject site is shown in Figure 1 below.

1.3. METHODOLOGY

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

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Sydney LEP 2012 and the *Sydney Development Control Plan (DCP) 2012*.

1.4. AUTHOR IDENTIFICATION

This report was prepared by Ashleigh Persian (Associate Director, Heritage), updated by Darrienne Wyndham (Heritage Consultant) and reviewed by Thomas Trudeau (Associate Director, Heritage).

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



GDA 1994 MGA Zone 56

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Project No: P0045616
 Project Manager: Alexandra Ribeny

■ Subject Area — Contours

Location of the Subject Area
 Explorer Street, South Eveleigh
 Department of Planning and Environment

Figure 1 – Locality map showing the subject site.

Source: SIX Maps

1.5. PROPOSED STATE-LED REZONING

The State-led rezoning for Explorer Street, Eveleigh seeks to rezone the site to facilitate the future delivery of social and affordable housing of greater quality, density, number and overall heights, along with improved parks, streets and amenities.

The Master Plan for the State-led rezoning provides for:

- Demolition of all existing housing stock;
- Civil works including the re-routing of internal access roads, new service routes and underground parking;
- Excavation works for two levels of basement parking;
- Construction works to provide three new multi-storey residential flat buildings, which together provide approximately 394 new units of housing (including 30% social housing); and
- Landscaping to provide new public parks and grounds.

The preferred design option in the Master Plan is illustrated below.



Figure 2 – Preferred option for the Master Plan.

Source: WMK

2. SITE DESCRIPTION

2.1. SITE SETTING

The subject site is located approximately two kilometres south of Central Sydney and within the City of Sydney Local Government Area. The site covers an area of approximately 2.4 hectares consisting of 46 townhouses constructed in the late 1980s, and the South Sydney Rotary Park. The site is also located within the Central to Eveleigh (C2E) corridor, a significant urban renewal project of large NSW Government land holdings adjoining the main suburban railway lines originating in Central Station.¹

The subject site is accessed from Henderson Road by Progress Road. The site is bounded to the west and north by the New Intercity Fleet Program Eveleigh Facility (formerly known as the Eveleigh Train Preparation Centre and Eveleigh Railway Workshops) which includes the Millennium Shed, eastern siding, engineering roads and miscellaneous small buildings. Trees planted along the railway corridor screen views to and from the railway corridor as well as provide some noise abatement.

To the south of the subject site lies the western portion of the South Sydney Rotary Park fronting Henderson Road. This park is located above an easement for the Eastern Suburbs railway tunnel.² Facilities in the park includes a small children's playground, outdoor gym, and a ceramic mural along the low sandstone block along the western walkway.

Henderson Road forms a major link between Erskineville and the Redfern/Waterloo area. The southern side of this road features a mix of modest two storey terraces and cottages, small businesses and light industry, which together provide a consistent character and scale. The buildings are generally one and two-storey residential terraced houses that provide articulated streetscapes with a diversity of form and colour. The streets south of Henderson Road are landscaped with mature street trees.



Figure 3 – Satellite image of the subject site.

Source: E8Urban

¹ WMK Architecture, 2023. Explorer Street, Eveleigh Design Report.

² WMK Architecture, 2023. Explorer Street, Eveleigh Design Report.

2.2. SUBJECT SITE AND STRUCTURES

The subject site contains two rows of two-storey, partially attached dwellings that address Explorer Street, Aurora Place and Station Place, Eveleigh. These private accessways, named after historic trains, permit access to all dwellings in the site.

The townhouses are constructed of blonde and light red brick with a simple pitched roof, without eaves, clad in corrugated metal sheet. The principal elevation of the two-storey townhouses is punctuated by simple square and rectangular aluminium framed windows. Above each entry door is a small corrugated curved awning. A brick and painted metal picket fence defines the boundaries of each of the homes in the precinct. Each townhouse features a paved courtyard and carport at the front and a courtyard garden at the rear; some also feature front gardens developed by the occupants.

The front (south) row of homes comprises a series of attached two-storey townhouses with pitched roofs of similar but non-identical design, punctuated by a central unit surmounted by a cream-painted parapet. There are curved perforated iron awnings attached above the windows on the first floor of the 'front' row of houses to provide some solar and privacy screening. Overall, a set of standardised architectural details – of wall and roof colours, window and door proportions, and carport forms and fence details – provide a number of distinct housing typologies within this precinct.

The photographs below provide an overview of the subject site and structures.



Figure 4 – Brick paved accessway looking west, Explorer Street, Eveleigh.



Figure 5 – Central roundabout and streetlamp, Explorer Street, Eveleigh.



Figure 6 – Single and two storey terrace housing on the southern alignment of Henderson Road opposite the subject site.



Figure 7 – View west in Explorer Street, Eveleigh with front (south) row of townhouses.



Figure 8 – Former warehouse adapted to apartment building on southern alignment of Henderson Road opposite subject site.



Figure 9 – Two-storey townhouses, southern row, Explorer Street, Eveleigh, looking west.



Figure 10 – Light industry and terrace houses along southern alignment of Henderson Road opposite subject site, looking west.



Figure 11 – Westernmost end of South Sydney Rotary Park showing boundary with New Inner City Fleet Eveleigh Facility.



Figure 12 – View north to railway corridor and cul-de-sac at eastern end of Explorer Street, Eveleigh.



Figure 13 – View south to Henderson Road from Explorer Street, Eveleigh.



Figure 14 – Easternmost end of Explorer Street, Eveleigh from Station Place.



Figure 15 – Easternmost end of Explorer Street, Eveleigh from Station Place.



Figure 16 – Front row of townhouses, Explorer Street, Eveleigh from Station Place.



Figure 17 – Front row of townhouses, Explorer Street, Eveleigh at western end.



Figure 18 – 16 Explorer Street, Eveleigh.



Figure 19 – Front row of townhouses, Explorer Street Eveleigh.



Figure 20 – Single storey townhouse.



Figure 21 – 1 Explorer Street, Eveleigh.



Figure 22 – Private accessway running east/west in Explorer Street, Eveleigh.



Figure 23 – Central cul-de-sac running north/south in Explorer Street, Eveleigh.



Figure 24 – Front 'row' of townhouses facing south to Explorer Street, Eveleigh.

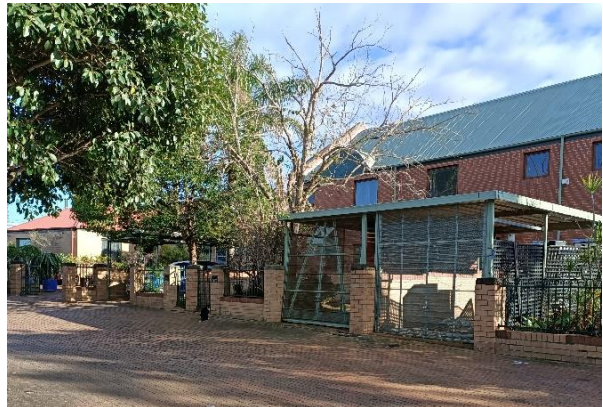


Figure 25 – Brick paved accessway running east/west to back 'row' of houses, Explorer Street, Eveleigh.



Figure 26 – View west from Progress Road showing South Sydney Rotary Park and front (south) row of townhouses, Explorer Street, Eveleigh.



Figure 27 – View north-west across South Sydney Rotary Park to Explorer Street, Eveleigh.



Figure 28 – Interpretive signage, South Sydney Rotary Park with front (south) row of townhouses, Eveleigh in background.



Figure 29 – View north across South Sydney Rotary Park to south-western end of Explorer Street, Eveleigh.



Figure 30 – View south from South Sydney Rotary Park to housing on southern alignment of Henderson Road.



Figure 31 – Western end of South Sydney Rotary Park showing boundary with New Inner City Fleet Eveleigh Facility.



Figure 32 – View north-east from Explorer Street to Rowley Street social housing development.



Figure 33 – View east from Explorer Street to adjoining low income housing development.

3. HISTORY OF THE SUBJECT SITE

3.1. HISTORICAL OVERVIEW

The subject site is the traditional Country of the Gadigal, who have cared for Country in this area for tens of thousands of years.

Following the arrival of colonists in 1788, Governor Arthur Phillip issued free Crown grants of land around Sydney Cove to convicts and soldiers. This included the subject site, then part of the 'District of Bulanaming'. The first land grants around the subject site were issued to John King (30 acres, 1794), James Chisholm (57 acres, 1819) and William Hutchinson (52 acres north of Chisholm's grant, 1400 acres east of King's grant, 1819).³ The three grantees cleared and drained the site, utilising the land for dairying and crops.

In 1838, Robert Henderson of Camellia Grove purchased fourteen acres of the King's estate to establish the Camellia Grove Nursery, specialising in a wide range of roses, geraniums, camellias, orchids and dahlias as well as fruit trees.⁴ The Camellia Grove Nursery was in operation from 1838 until 1890; however, the Henderson family began to sell off portions of the nursery from 1881 onwards. Six acres of the estate was purchased by Mr Rowley. Henderson and Rowley Streets were later named after these families.

There was little development in the locality until 1855 when the Government resumed land between Chippendale and Granville to build the Sydney (Cleveland Street) to Parramatta Junction railway line. An 1858 plan of the area (Figure 34) shows the railway line bisecting Chisholm's farm.



Figure 34 – Detail from Sands & Kenny's map of Sydney and its environs, 1858. Approximate location of the subject site is overlaid.

Source: NLA, <http://nla.gov.au/nla.obj-231444571>

³ Crown Grant Serial 1 page 71, NSW State Archives & Records.

⁴ *Sydney Gazette and New South Wales Advertiser*, 16 January 1835, p2; 'Court of Quarter Sessions', *Sydney Monitor*, 20 January 1835, p2.

Residential development did not accelerate until 1879, when the Government resumed 25.3 hectares of the Chisholm Estate (25.3 hectares) north of the site to erect locomotive and rolling stock workshops known as the Eveleigh Railway Workshops. In 1880, a further 64.5 acres was resumed from the Chisholm Estate. The construction of the Eveleigh Workshops issued in an era of unprecedented growth in the surrounding suburbs, including Newtown, Redfern and Alexandria. Landowners in the area sought to capitalise on this new government venture, subdividing their properties to provide residential allotments for a predominantly working-class population.

By this time the subject site had developed into a network of roads oriented east west (Rowley Street and Pickup Street) with small rear service lanes. New streets running south evident in Figure 36 included Brandling, Kingsclear, Alexander, Phillip and Gerard Streets. The principal access road through the area was Henderson Road which linked the terraces and cottages of this precinct with the rest of Alexandria. The housing comprised a mixture of brick cottages, groups of two or three storey terraces and weatherboard cottages.



Figure 35 – Detail from Map of the Camperdown, Newtown, Macdonaldtown & Darlingtown, 1886. Approximate location of the subject site is overlaid.

Source: City of Sydney Archives, 1176_001.pdf

The subject site was purchased by the Government in 1912 for a railway yard to complement the Eveleigh Railway Workshops, which resulted in the demolition of 230 cottages north of Henderson Road. Known as the Alexandria Goods Yard, the site included a foundry and large goods sheds and was fully operational by January 1916.⁵

In January 1952, the Commissioner for Railways resumed several parcels of land on the northern side of Henderson Road (including the subject site) “for the purpose of maintaining the traffic on the existing line between Central and Tempe by provision of additional railway tracks at Alexandria”.⁶ Ultimately, this land was used for construction of the underground tunnel for the Eastern Suburbs Line tunnel. Construction commenced in 1967 following the demolition of 103 cottages fronting Henderson Road and the creation of a 16-metre easement extending east/west along the edge of the subject site.

⁵ 1916 'ALEXANDRIA GOODS YARD', The Daily Telegraph (Sydney, NSW : 1883 - 1930), 12 January, p. 11. , viewed 26 Jul 2019, <http://nla.gov.au/nla.news-article238778838>

⁶ 1955 'Produce Traders to Stay At Alexandria', The Farmer and Settler (Sydney, NSW: 1906 - 1955), 11 February, p. 1., viewed 26 Jul 2019, <http://nla.gov.au/nla.news-article117411485>

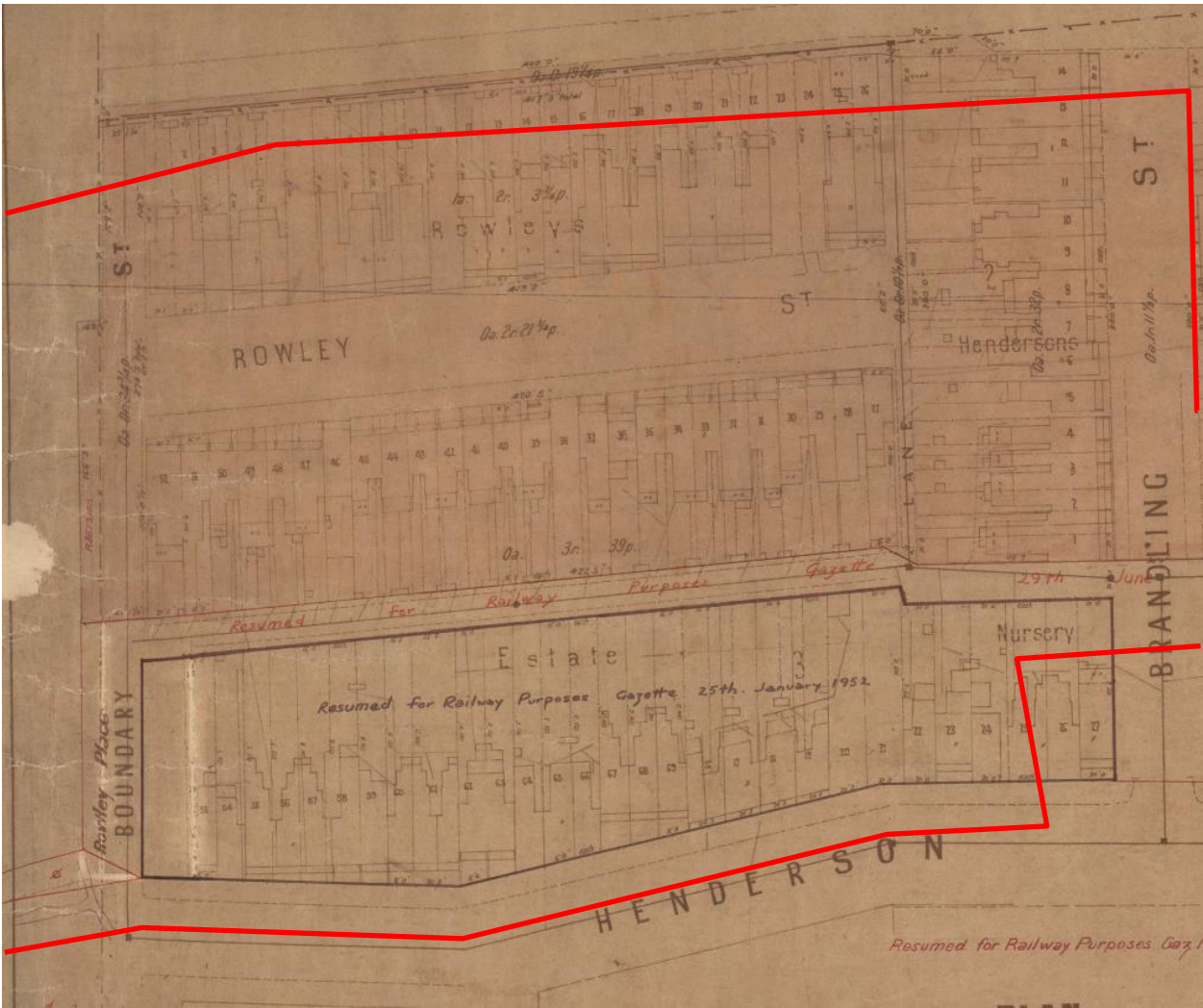


Figure 36 – Detail from railway resumption map, the land and housing resumed in the subject area for the goods yard. Approximate location of the subject site is overlaid.

Source: NSW LRS, Crown Plan 3666-3000

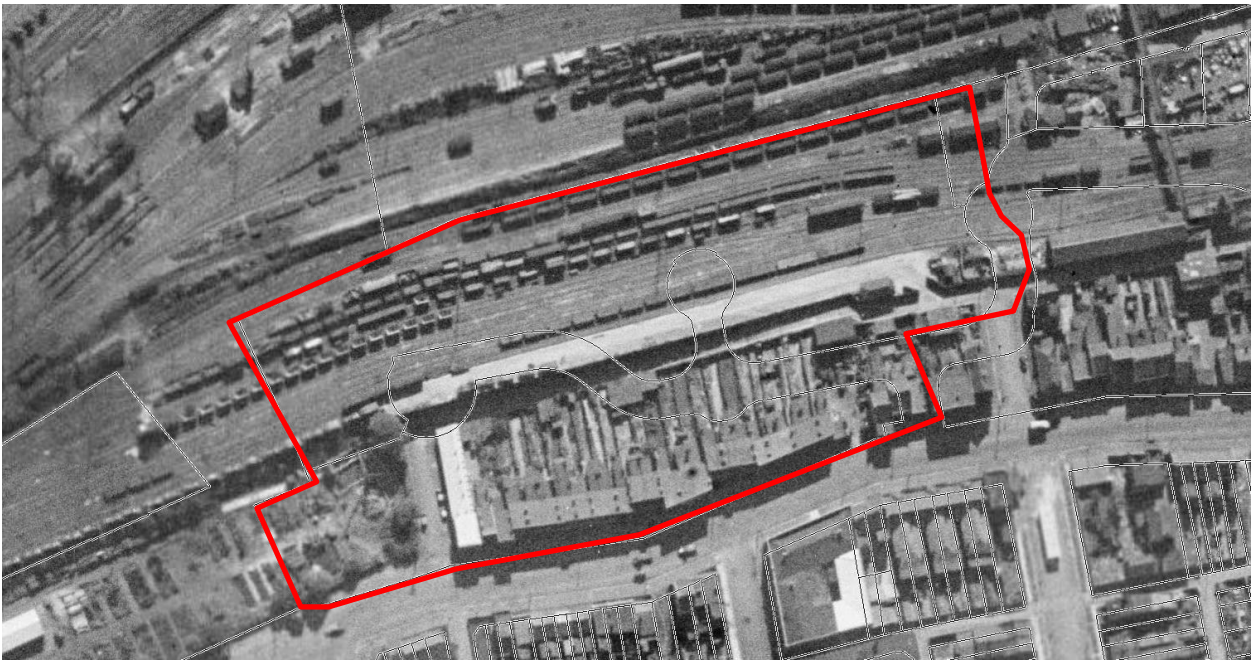


Figure 37 – Detail from 1943 aerial showing part of Alexandria Goods Yards and adjoining residential development in Henderson Road. The subject site is overlaid.

Source: NSW LRS, SIX Maps

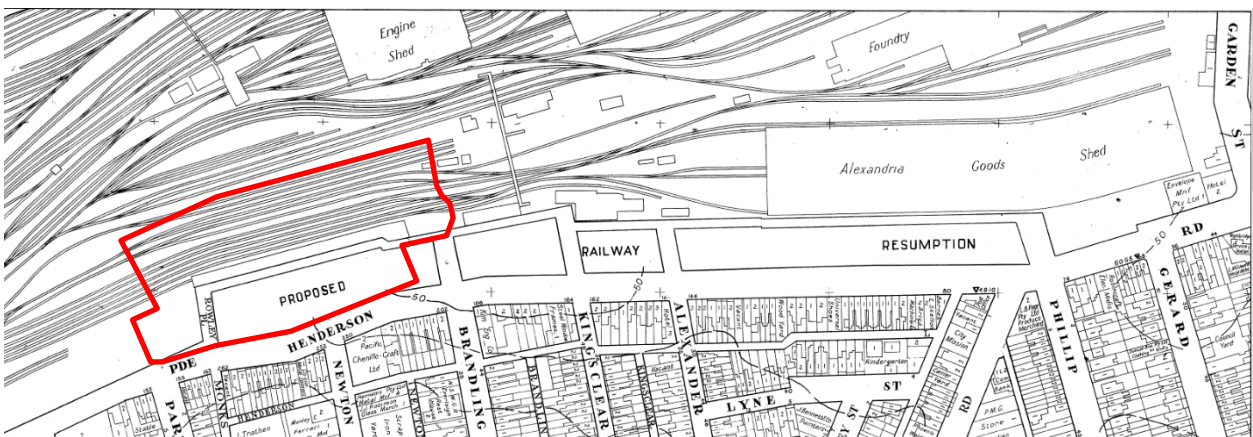


Figure 38 – Detail from Civic Survey, Erskineville, c1938-1950. The subject site is overlaid.

Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/1041/1041_009.pdf



Figure 39 – Aerial photograph from 1975 showing construction works being carried out within the subject site. The subject site is overlaid.

Source: *Historical Lands Records Viewer*

Though the construction of locomotives ceased in 1925 at Eveleigh, the railway purposes of the site continued until 1965. By 1979, the Eveleigh Railway Workshops were decentralised to regional centres and the Alexandria Goods Yard was leased to TNT and Brambles as a storage and goods terminal. By 1985, the sheds, tracks and cement plant of the Alexandria Goods Yard were demolished.

At the same time, various studies were being undertaken into the future use of the Alexandria Goods Yard. Published in June 1980, the Alexandria Goods Yard Feasibility Study identified a number of constraints at the site. In October 1980, the State Government resolved to set aside part of the Alexandria Goods Yard for a social housing development by the then Housing Commission. This study was commissioned in part in response to community agitation over the future use of the site by the Alexandria Action Group, a sub-committee formed by the South Sydney Committee of the Australian Assistance Plan.

In 1984, the Commission invited public registrations of interest for the development of three major inner-city sites using an architect-management arrangement. This included the proposed development of the former Alexandria Goods Yard site to provide of 275 units comprising 35 pensioner units, 120 two bedroom, 80 three bedroom and 40 four-bedroom apartments.⁷

In January 1984, the Department of Housing prepared a consultancy brief for development of the Alexandria Goods Yard community housing land, designated site 8875. Two years later the project team, led by Travis Partners Pty Ltd prepared a response to the brief, including the development proposal and statement of environmental effects.

On 13 March 1987, the New South Wales Government Gazette announced the resumption of land at Alexandria, Lot 1 DP 705647, from the State Rail Authority of New South Wales. In June 1987, following extensive consultation and design development, the Housing Department of New South Wales (formerly the Housing Commission, until January 1986) submitted a Development Application to Sydney City Council. The plan – named the Alexandria Housing Project – envisaged the construction of 264 dwellings of various types on the 8.46-hectare site, to accommodate some 725 people.

In this plan, the site is divided into two sections with landscaped space to the south and housing development to the north. This housing setback is designed to minimise vibration influence from the underground Eastern Suburbs Railway Tunnel, hence the public open space for recreational use by the community, including residents of the housing development. Likewise, the building setback from the northern

⁷ Housing Commission of New South Wales Annual Report 1984, p20

boundary is approximately ten metres, due to the noise from the railway workshops and rail shunting. Further acoustic mediation is provided by tree planting along the boundary.

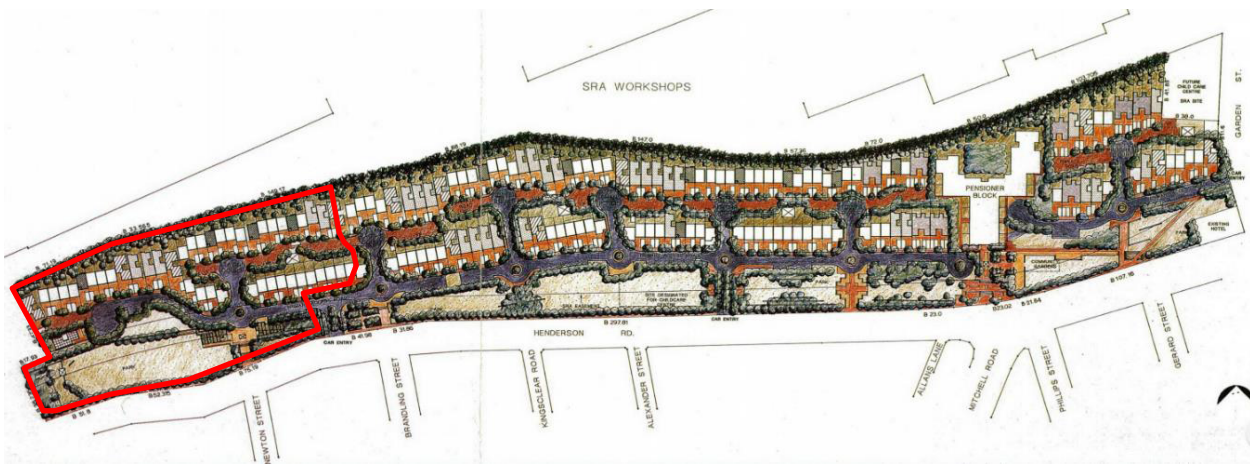


Figure 40 – Alexandria Housing Project, schematic design with the subject site overlaid.

Source: Department of Housing, Alexandria Housing Project, 1986

Stage One of the Alexandria Housing Project – which forms the present subject site (Explorer Street, Eveleigh) – was completed by 1990, along with installation of infrastructure for the next stage of development of the former Alexandria Goods Yard (Figure 40). Progress on subsequent stages of the housing project stalled in 1992 when the Premier of NSW identified part of the Department of Housing land at Eveleigh as a site for an Advanced Technology Park.

This necessitated a rethink on future development of the land held by the Department of Housing, leading to the Eveleigh Housing Master Plan (1994). This plan proposed a staged development of the residual land of the Alexandria Housing Project site to provide 112 one, two- and three-bedroom apartments for very low, low- and moderate-income households. Completed by mid-1996, this is now the Rowley Street Precinct and Garden apartments fronting Henderson Road east of the subject site Figure 41.

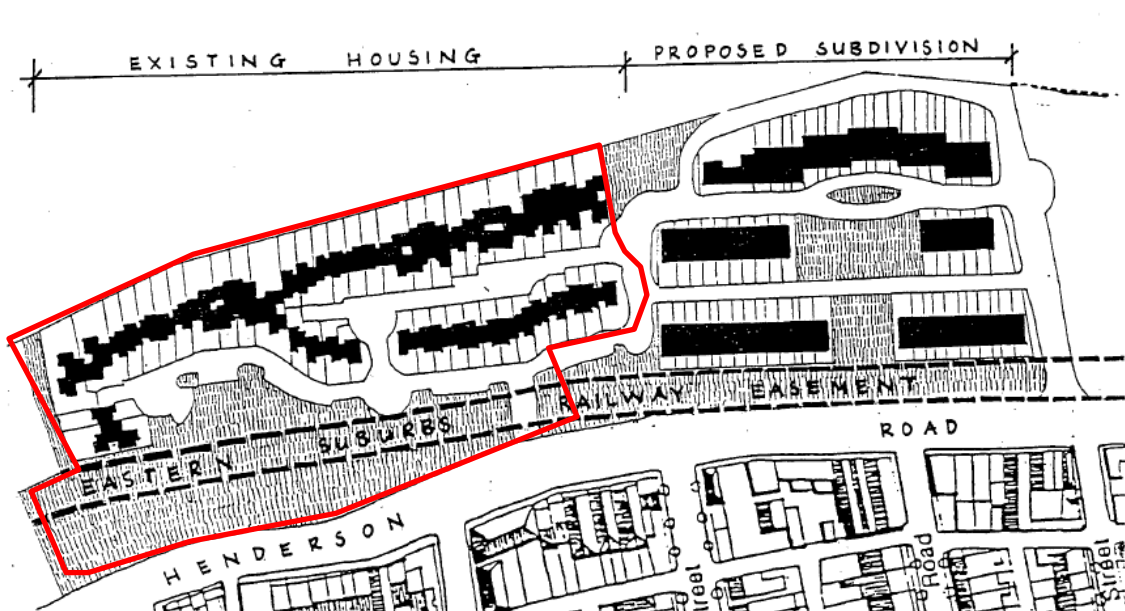


Figure 41 – Explorer Street development (existing housing) in relation to adjoining development to the east.

Source: Housing Initiatives October 1983, Eveleigh: Strategy Plan for Affordable Housing,

In 2012, UrbanGrowth NSW published an Urban Transformation Strategy which proposed the construction of 400-700 dwellings in Eveleigh with community facilities, neighbourhood shops and an upgraded park. In 2014, UrbanGrowth announced that the 46 homes on the present subject site faced redevelopment in the next five years in accordance with the Central to Eveleigh Development. The Friends of Erskineville (FOE) expressed their opposition to this plan, which did not proceed at the time. In 2020, the NSW Government announced that exploration of the rezoning and redevelopment of the Explorer Street social housing estate was to resume, with community feedback to inform a reference design.



Figure 42 – Aerial photograph from 2005 showing the Explorer Street social housing site. The subject site is overlaid.

Source: *Historical Lands Records Viewer*

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to make changes to a heritage item, to an item within a heritage conservation area, or to an item located in proximity to a heritage listed item, 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 the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

4.2. HERITAGE LISTING

The subject site is located within the boundaries of the *State Environmental Planning Policy (Major Development) 2005 Redfern-Waterloo Authority Sites* (SEPP). Under this SEPP, the subject site is not identified as an item of environmental heritage.

The subject site is not listed as a heritage item or located within an HCA under the Sydney LEP 2012. However, the site is located just south of the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, listed on the SHR under the *Heritage Act 1977*.

Additionally, the site is located in the vicinity of the State significant 'Enginemans Resthouse' (SHR Item No. 00723) on Brandling Street and the subsurface 'Pressure Tunnel and Shafts' (SHR Item No. 01630) between Newtown Street and Newtown Lane.

The site is located north of the Kingsclear Road HCA (C3) listed under Schedule 5, Part 2 of the Sydney LEP 2012.

The relevant heritage mapping for the site is shown below.



GDA 1994 MGA Zone 56 © 2023. Data: ABS, OpenStreetMap, Nearmap. Helping shape our cities, one map at a time. Jun 2023

0 250 M
 Project No: P0045616
 Project Manager: Alexandra Ribeny
 ■ Subject Area ■ Conservation Area - General ■ State Heritage Register
 — Contours ■ Item - General

Historical Heritage Items
 Explorer Street, South Eveleigh
 Department of Planning and Environment

Figure 43 –Extract of the EPlanning Spatial Viewer with subject site indicated in red.
 Source: EPlanning Spatial Viewer

4.3. SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has 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. There are two levels of heritage significance used in NSW: state and local. The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' guides.

Table 1 – Assessment of Heritage Significance

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 subject site at Explorer Street, Eveleigh, reflects the historical evolution of development at Redfern/Alexandria/Eveleigh. Initially cleared and utilised as farmland by first grantee John King, the site was subdivided for residential development following the establishment of the Sydney to Parramatta railway line in 1855. The site was resumed by the Government for the Alexandria Goods Yard in 1912, with 230 cottages demolished for the establishment of the rail infrastructure. Following the closure of the Goods Yard in 1980, the State Government resumed the subject site, along with several other former rail properties along Henderson Road, for the construction of Stage 1 of the Alexandria Housing Project. This social housing redevelopment established the subject site in its current form.</p> <p>The subject site does not reach the threshold of local significance under this criterion, however it does contribute to the general understanding of historical development along the railway corridor and the 1980s Alexandria Housing Project along Henderson Road.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ shows evidence of a significant human activity <input type="checkbox"/> ▪ is associated with a significant activity or historical phase <input type="checkbox"/> ▪ maintains or shows the continuity of a historical process or activity <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ has incidental or unsubstantiated connections with historically important activities or processes <input type="checkbox"/> ▪ provides evidence of activities or processes that are of dubious historical importance <input checked="" type="checkbox"/> ▪ has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
<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>Although the site was associated with various individuals throughout its history, historical research has not indicated any significant associations with a person or persons of historical note.</p> <p>The purpose of the social housing at Explorer Street and the wider Alexandria Housing Project was to address the extensive waiting list for the Department of Housing. This social housing, intended to provide safe and affordable residences for a group of persons, has been in operation</p>

	<p>since the 1980s. The 2021 Social Impact Assessment reported that 40% of the residents have lived at Explorer Street for over 20 years. Therefore, the site has some significance as a place of long-term residence for a group of low-income persons.</p> <p>While a continuity of association between residents and the site is acknowledged, the subject site does not meet the threshold for heritage listing under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ shows evidence of a significant human occupation <input type="checkbox"/> ▪ is associated with a significant event, person, or group of persons <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ has incidental or unsubstantiated connections with historically important people or events <input checked="" type="checkbox"/> ▪ provides evidence of people or events that are of dubious historical importance <input type="checkbox"/> ▪ has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
<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 subject site contains low rise brick townhouses with associated rear and front courtyards set into two rows of private accessways along Explorer Street.</p> <p>The social housing development at Explorer Street was designed to blend sympathetically into the residential character of Eveleigh, Erskineville and Alexandria as part of Stage 1 of the Alexandria Housing Project. This idea of urban renewal with social housing reflects a wider program of sympathetic infill development in the area during the late 1980s and 1990s using typical construction approaches of the late twentieth century.</p> <p>While the design of the Explorer Street social housing was intended to be utilitarian infill development that refers to the existing housing stock around Eveleigh, and the overall site achieves these design goals, it is not considered to demonstrate aesthetic characteristics or a high degree of creative or technical achievement.</p> <p>While the site meets its design intent of a sympathetic infill, it does not display any particular or remarkable aesthetic features or characteristics of note. Therefore, the subject site does not meet the threshold for heritage listing under this criterion.</p>

<u>Guidelines for Inclusion</u>	<u>Guidelines for Exclusion</u>
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<ul style="list-style-type: none"> ▪ shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/> ▪ is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/> ▪ is aesthetically distinctive <input type="checkbox"/> ▪ has landmark qualities <input type="checkbox"/> ▪ exemplifies a particular taste, style or technology <input type="checkbox"/> 	<ul style="list-style-type: none"> ▪ is not a major work by an important designer or artist <input checked="" type="checkbox"/> ▪ has lost its design or technical integrity <input type="checkbox"/> ▪ its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/> ▪ has only a loose association with a creative or technical achievement <input checked="" type="checkbox"/>
<p>D – Social Significance</p> <p><i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i></p>	<p>The dwellings, layout and landscaping on the subject site were constructed for the purpose of social housing amenity and have been used as such since their completion in the late 1980s.</p> <p>Data from the Social Impact Assessment (WSP, 2023) reported that all 46 townhouses are occupied, with a total of 106 residents.⁸ There is a tendency for long occupation, with 40% of households living at the site for more than 20 years. This indicates an established population, with potentially strong community connections, local routines and way of life. The length of tenure may also suggest a lack of opportunity for social housing residents to move into the private rental housing market.</p> <p>The same report stated that 17.5% of the residents at Explorer Street identify as Indigenous, which is a larger proportion of Indigenous residents than at the LGA level. This may reflect the area’s physical proximity to Indigenous communities and significant spaces in Redfern and Waterloo.</p> <p>The subject site is acknowledged as having a level of social significance under this criterion. Reference should also be made to the Social Impact Assessment (WSP, 2023) that also accompanies the proposed Master Plan.</p>

<u>Guidelines for Inclusion</u>	<u>Guidelines for Exclusion</u>
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⁸ Elton Consulting (WSP), 2021. Explorer Street, Eveleigh Social Infrastructure and Social Impact Assessment.

<ul style="list-style-type: none"> ▪ is important for its associations with an identifiable group <input type="checkbox"/> ▪ is important to a community's sense of place <input checked="" type="checkbox"/> 	<ul style="list-style-type: none"> ▪ is only important to the community for amenity reasons <input checked="" type="checkbox"/> ▪ is retained only in preference to a proposed alternative <input type="checkbox"/>
<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>The reader is referred to a separate archaeological report has been prepared by Urbis.</p> <p>The subject site was developed as private housing in the late eighteenth century, resumed and redeveloped as the Alexandria Goods Yard in the 1910s. The site was then redeveloped as social housing in the late 1980s following the closure of the Alexandria Goods Yard. Extensive research into the site's history and context within the wider social housing history of Sydney has been undertaken by historians such as Mark Dunn in the course of preparation for this project.⁹ Archaeological research has been undertaken in the Aboriginal Objects Due Diligence Assessment and Baseline Historical Archaeological Assessment for the project prepared by Urbis.</p> <p>Considering the amount of information collated around the site's history and significance, any further research potential is largely exhausted.</p> <p>The subject site illustrates aspects of the evolution and development of social and affordable housing in Sydney in the 1980s and 1990s, which has been thoroughly documented elsewhere. It is unlikely to provide or illustrate substantial or unknown elements to this history. In this light, the site is not considered to meet the threshold for listing under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/> ▪ is an important benchmark or reference site or type <input type="checkbox"/> ▪ provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ the knowledge gained would be irrelevant to research on science, human history or culture <input type="checkbox"/> ▪ has little archaeological or research potential <input checked="" type="checkbox"/> ▪ only contains information that is readily available from other resources or archaeological sites <input checked="" type="checkbox"/>

⁹ Dunn, Mark. 2021. A History of Social Housing in New South Wales. Report history prepared for Urbis.

<p>F – Rarity</p> <p><i>An item possesses uncommon, rare or endangered aspects of the local area’s cultural or natural history.</i></p>	<p>The subject site contains utilitarian brick townhouses with associated rear and front courtyards set into two rows of private accessways along Explorer Street. The site was specifically designed as social housing as part of Stage 1 of the Alexandria Housing Project in the 1980s, with higher density social housing constructed on the adjacent site at Rowley Street and other nearby examples in Redfern, Waterloo and Glebe.</p> <p>It is acknowledged that 1980s-90s low-rise social housing is being progressively rezoned and redeveloped within the inner suburbs of Sydney and within the City of Sydney LGA, with multiple programs of redeveloped building stock in historic social housing areas like Glebe and Waterloo currently underway. Extensive research has been undertaken into the history of Explorer Street, placing the site within the historical context of social housing in Sydney. This quantum of research has concluded that the subject site as social housing cannot be considered rare within the City of Sydney LGA, and is part of a continuum of development and redevelopment of social housing within Sydney’s inner city.</p> <p>The subject site does not meet the threshold for heritage listing under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ provides evidence of a defunct custom, way of life or process <input type="checkbox"/> ▪ demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/> ▪ shows unusually accurate evidence of a significant human activity <input type="checkbox"/> ▪ is the only example of its type <input checked="" type="checkbox"/> ▪ demonstrates designs or techniques of exceptional interest <input type="checkbox"/> ▪ shows rare evidence of a significant human activity important to a community <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is not rare <input checked="" type="checkbox"/> ▪ is numerous but under threat <input type="checkbox"/>
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area’s):</i></p> <ul style="list-style-type: none"> ▪ cultural or natural places; or ▪ cultural or natural environments. 	<p>The subject site is representative of a social housing development from the late twentieth century that sought to integrate social housing estates that refer to existing building stock. However, stronger examples of similar typologies are present within the general City of Sydney LGA, including the Glebe and Woolloomooloo social housing, with other higher-density social housing examples at the adjacent site at Rowley Street. Therefore,</p>

	<p>the subject site is not considered a fine or significant example of social housing within the City of Sydney LGA.</p> <p>The subject site does not meet the threshold for heritage listing under this criterion.</p>
<p>Guidelines for Inclusion</p> <ul style="list-style-type: none"> ▪ is a fine example of its type <input type="checkbox"/> ▪ has the principal characteristics of an important class or group of items <input type="checkbox"/> ▪ has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/> ▪ is a significant variation to a class of items <input type="checkbox"/> ▪ is part of a group which collectively illustrates a representative type <input type="checkbox"/> ▪ is outstanding because of its setting, condition or size <input type="checkbox"/> ▪ is outstanding because of its integrity or the esteem in which it is held <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is a poor example of its type <input type="checkbox"/> ▪ does not include or has lost the range of characteristics of a type <input type="checkbox"/> ▪ does not represent well the characteristics that make up a significant variation of a type <input checked="" type="checkbox"/>

4.4. STATEMENT OF SIGNIFICANCE

Explorer Street, Eveleigh has been assessed against the criteria for heritage significance as set out by the Heritage Council of New South Wales and have been found to not meet the requisite threshold for heritage listing.

The subject site, a social housing development, comprises a landscaped park and 46 brick townhouses set into two rows of private accessways along Explorer Street.

The subject site reflects the historical evolution of development at Redfern/Alexandria/Eveleigh. Initially cleared and utilised as farmland by first grantee John King, the site was subdivided for residential development following the establishment of the Sydney to Parramatta railway line in 1855. The site was resumed by the Government for the Alexandria Goods Yard in 1912, with 230 cottages demolished for the establishment of the rail infrastructure. Following the closure of the Goods Yard in 1980, the State Government resumed the subject site, along with several other former rail properties along Henderson Road, for the construction of Stage 1 of the Alexandria Housing Project. This social housing redevelopment established the subject site in its current form.

The dwellings, layout and landscaping at Explorer Street were constructed as Stage 1 of the Alexandria Housing Project to provide social housing, and have been used as such since their completion in the late 1980s. A product of 1980s government policy to address the extensive waiting list for the Department of Housing, the site has a continuity of association with the residents, almost half of which have lived at Explorer Street for over 20 years.¹⁰

¹⁰ Elton Consulting (WSP), 2021. Explorer Street, Eveleigh Social Infrastructure and Social Impact Assessment.

The community of residents living at Explorer Street have a demonstrated social cohesion, with many residents occupying the site for more than twenty years. Therefore, the site is acknowledged as having a level of social significance.

Housing development at Explorer Street was designed to blend sympathetically into the residential character of Eveleigh, Erskineville and Alexandria in line with a wider program of sympathetic infill development in the City of Sydney during the late 1980s and 1990s. While the site has fulfilled this design intent, it is not considered to demonstrate aesthetic characteristics of a high degree of creative or technical achievement.

Extensive research into the site's history and context within the wider social housing history of Sydney has already been undertaken, and further research is unlikely to provide more information than has already been documented.

It is acknowledged that 1970s-1980s low-rise social housing is being progressively rezoned and redeveloped within the inner suburbs of Sydney and within the City of Sydney LGA, with multiple programs of redeveloped building stock in historic social housing areas like Glebe and Waterloo currently underway. The quantum of research places the subject site within the historical context of social housing in Sydney, concluding that the subject site as social housing cannot be considered rare within the City of Sydney LGA and is part of a continuum of development and redevelopment of social housing within Sydney's inner city. Similarly, stronger examples of similar social housing typologies are present within the general City of Sydney LGA, with the subject site as social housing not considered representative.

Therefore, this significance assessment has concluded that the subject site **does not meet the threshold for listing at the local or State level as a heritage item or group item.**

4.5. VICINITY HERITAGE ITEMS

In order to assess the potential heritage impact of the proposal on the heritage significance of the heritage items and HCA located in the vicinity of the subject site, it is necessary to understand their significance.

4.5.1. Eveleigh Railway Workshops (SHR Item No. 01140)

The statement of significance for the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, as extracted from the State Heritage Inventory, is as follows:

The Eveleigh Railway Yards are some of the finest historic railway engineering workshops in the world and Eveleigh contains one of the most complete late 19th century and early 20th century forge installations, collection of cranes and power systems, in particular the hydraulic system. The place is of international significance and is one of Australia's finest industrial heritage items. The value of the place is increased by the fact that it is comprised of assemblages, collections and operational systems rather than individual items. Conversely, the significance has been reduced by its closure, relocation of some machinery and its disassociation from the operating rail network.¹¹

4.5.2. Kingsclear Road HCA (C3)

The statement of significance for the Kingsclear Road HCA (C3), as extracted from the State Heritage Inventory, is as follows:

The Kingsclear Road Heritage Conservation Area has historic significance as a Victorian small lot subdivision that developed in association with the Eveleigh Railway Yards. The area predominantly comprises a range of one and two storey working class housing of the Victorian period including terraces, cottages and shops, together with development of Federation and inter-war periods. The industrial development illustrates a later overlay reflecting the growing importance of the area as an industrial centre in the early twentieth century.¹²

¹¹ State Heritage Inventory, 1999. Eveleigh Railway Workshops. Accessible via: <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5045103>

¹² State Heritage Inventory, 2021. Kingsclear Road Heritage Conservation Area. Accessible via: <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2435703>

4.5.3. Enginemans Resthouse (SHR Item No. 00723)

The statement of significance for the State significant 'Enginemans Resthouse' (SHR Item No. 00723) heritage item, as extracted from the State Heritage Inventory, is as follows:

The Eveleigh workshops group, adjacent to this site had a major locomotive depot for the storage and servicing of running steam locomotives. For such depots it was normal practice to have a nearby "barracks" building to accommodate engine drivers between shifts.

In 1902 the Railway Commissioners resumed land in Brandling Street and built a large two-storey building of an expanded domestic design with numerous bedrooms.

The building has been used by the SRA's fire protection services in recent years, and remains little altered from its original appearance and layout.

It is the largest of the few surviving railway barracks buildings in the State. (1989)¹³

4.5.4. Pressure Tunnel and Shafts (SHR Item No. 01630)

The statement of significance for the State significant 'Pressure Tunnel and Shafts' (SHR Item No. 01630) heritage item, as extracted from the State Heritage Inventory, is as follows:

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.¹⁴

¹³ State Heritage Inventory, 2019. Enginemans Resthouse. Accessible via:
<https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5001229>

¹⁴ State Heritage Inventory, 2001. Pressure Tunnel and Shafts. Accessible via:
<https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5053868>

5. IMPACT ASSESSMENT

Below, the potential material impacts of the proposal are assessed against the applicable heritage-related statutory and non-statutory controls which relate to the site and the proposed development.

5.1. HERITAGE NSW GUIDELINES

The proposed State-led rezoning is addressed in relation to relevant questions posed in Heritage NSW's (former Heritage Office/Heritage Division) 'Statement of Heritage Impact' guidelines.

Table 2 – Heritage NSW Guidelines

Clause	Discussion
<p>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</p> <p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>The proposed State-led rezoning seeks to rezone the subject site to allow for increased development height and density to improve the amount and quality of future public housing on the subject site.</p> <p>The subject site is not listed as a heritage item or located within an HCA under the Sydney LEP 2012 or the Major Development SEPP 2005 (Redfern Waterloo Authority Sites). This HIA has assessed the subject site against the criteria for heritage significance as set out by the Heritage Council of New South Wales and finds that the site does not meet the requisite thresholds for heritage listing.</p> <p>The site is located just south of the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, listed on the SHR under the <i>Heritage Act 1977</i>. The site is located in the vicinity of the State significant 'Enginemans Resthouse' (SHR Item No. 00723) on Brandling Street and the subsurface 'Pressure Tunnel and Shafts' (SHR Item No. 01630) between Newtown Street and Newtown Lane.</p> <p>The site is also located north of the Kingsclear Road HCA (C3) listed under Schedule 5, Part 2 of the Sydney LEP 2012.</p> <p>The future redevelopment of the site, as facilitated by the new planning controls, comprises well-designed residential flat buildings that provide a mixture of social and private housing. The Master Plan considers replacing aged social housing of little heritage significance with a high-quality contemporary development that retains key open space amenities and provides social housing of improved quality.</p> <p>The State-led rezoning, and the future redevelopment of the subject site facilitated by the Master Plan, will not</p>

Clause	Discussion
	<p>have an adverse impact on the vicinity heritage items or HCA.</p> <p>The State-led rezoning does not involve physical works occurring at the subject site; however it recognises and facilitates the future redevelopment of the public housing component.</p> <p>Future redevelopment facilitated by the new planning controls will not visually dominate the vicinity heritage items or obscure significant views. The subject site is substantially separated from the Kingsclear Road HCA by the South Sydney Rotary Park and Henderson Road, the major thoroughfare connecting Erskineville Station to Botany Road. The HCA's significance is associated with its historical connections to the Eveleigh Railway Workshops and the established Victorian and Federation working class housing; however, subsequent development has obstructed any existing visual relationship with the former workshops and no view corridors between the HCA and SHR item remain. The new planning controls and reference design facilitates the proposed retention of the South Sydney Rotary Park, which will maintain this visual separation. Due to the considerable separation between the subject site and the HCA, there is no risk that the future development facilitated by this State-led rezoning would physically or visually impact any understanding or appreciation of the Kingsclear HCA.</p> <p>There is no physical or visual relationship between the subject site and the State significant 'Enginemans Resthouse' (SHR Item No. 00723) and the subsurface 'Pressure Tunnel and Shafts' (SHR Item No. 01630), therefore no potential impacts posed by the new planning controls or future redevelopment.</p> <p>The new planning controls allow for density and height in future built form that is consistent with current and planned development around the 'Eveleigh Railway Workshops' State-heritage listed site. Current commercial development at Eveleigh, directly north-east of the site, is 11 storeys in height. A planning proposal for Redfern North Eveleigh (across the railway line) includes a 28-storey tower, with public exhibition of these plans ended in February 2023. These current and planned developments have occurred near or within the 'Eveleigh Railway Workshops' SHR item, with no adverse impacts to the item as a result.</p>

6. CONCLUSION

This Heritage Impact Assessment has been prepared to determine the potential impact of the proposed State-led rezoning on the site at Explorer Street, Eveleigh, and on the significance of vicinity heritage items and conservation areas.

The subject site comprises approximately 2.3 hectares of land between the Eveleigh rail corridor and Railway Parade in Eveleigh, currently used as social housing.

The subject site is not a heritage item listed under Schedule 5, Part 1 of the Sydney LEP 2012. However, the site is located alongside the southern boundary of the State significant 'Eveleigh Railway Workshops' (SHR Item No. 01140) heritage item, listed on the SHR under the *Heritage Act 1977*. The site is also located north of the Kingsclear Road HCA (C3) listed under Schedule 5, Part 2 of the Sydney LEP 2012.

Recognising that the new planning controls and reference design facilitates the future redevelopment of the public housing onsite, this HIA assessed the subject site against the criteria for heritage significance as set out by the Heritage Council of New South Wales in Section 4. It finds that the site does not meet the requisite thresholds for heritage listing.

The HIA also assessed the potential heritage impacts of the new planning controls on the significance of the site and vicinity heritage items. It determined that the proposed State-led rezoning would not result in adverse material impacts to the identified heritage significance of the vicinity heritage items. The proposed rezoning is consequently supportable from a heritage perspective, subject to the recommendations below.

6.1. RECOMMENDATIONS

Urbis recommends the following be incorporated into the new planning controls and considered in future development:

- Consent is required for future development on the site in accordance with the statutory planning controls of the *Sydney Local Environmental Plan 2012*. Future Development Applications for the subject site should be accompanied by a Heritage Impact Statement that assesses the extent to which the proposed development may affect the heritage significance of adjacent heritage items and heritage conservation areas. Any such Heritage Impact Statement should be prepared by a suitably qualified heritage consultant in accordance with the NSW Heritage Council guidelines 'Statements of Heritage Impact' (2023).
- Development applications should be accompanied by a Heritage Interpretation Strategy prepared by a suitably qualified heritage consultant. The Heritage Interpretation Strategy should identify significant themes and narratives for interpretation, as well as identifying locations, media, and indicative content for interpretation. Interpretation should be developed throughout detailed design and construction phases in conjunction with the project architect and other specialists as required.
- Post-approval stages (e.g., detailed design, contract documentation and construction) of future development should be undertaken in consultation with a suitably qualified heritage consultant to ensure heritage impacts are minimised.

7. BIBLIOGRAPHY AND REFERENCES

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

8. DISCLAIMER

This report is dated 22 August 2023 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of the NSW Department of Environment and Planning (**Instructing Party**) for the purpose of Heritage Impact Assessment (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

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