

Appendix E

**Non-indigenous archaeological assessment and
Belmore Park heritage impact statement**

Sydney CityGrid Project

Non-Indigenous Archaeological Assessment



for
PlanCom Consulting Pty Ltd

on behalf of
EnergyAustralia

Draft Issue 4

October 2008

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EXECUTIVE SUMMARY

Results

This assessment indicates that:

- The Dalley Street site and sites in the vicinity of Bent / Phillip / Hunter and Bligh Streets have the potential to retain archaeological remains of nineteenth-century housing. The Belmore Park site has a low level of archaeological potential. The remaining sites have little or no archaeological potential.
- The study areas for the sites have not been able to be exactly determined due to the lack at this stage of available site plans showing areas of impact.

Recommendations

1. The archaeological potential and significance of the Dalley Street site and sites in the vicinity of Bent / Phillip / Hunter and Bligh Streets should be reassessed once the exact study areas and nature of impacts are known. This will require additional historical research.
2. The Dalley Street site and sites in the vicinity of Bent Street are likely to require archaeological testing to determine the nature and integrity of archaeological remains. If substantive remains are identified these will need to be subject to a detailed archaeological recording program.
3. The Belmore Park site should be monitored during initial earthworks to determine whether any remains dating to the brickfield period are present.
4. The nature of possible remains in the Cook and Phillip Park area should be revisited once the location of the Services Control Room is known.

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Sydney CityGrid Project

Non-Indigenous Archaeological Assessment

1.0 Background

1.1 Project Appreciation

In order to ensure reliable electrical supply to the Sydney CBD EnergyAustralia must between 2008 and 2020 and beyond:

- Carry out the construction of new or upgrade and refurbish existing zone substations.
- Carry out replacement of high voltage cables supplying the CBD zone substations.

The Sydney CityGrid project has been declared to be a project to which *Part 3A* of the *Environmental Planning and Assessment Act* (EP&A Act) applies.

The project consists of:

1. Extension to the existing City South Cable Tunnel (CSCT) from Wade Place to Riley Street, Surry Hills (approximately 150m).
2. Stub tunnel connection from the existing CSCT (nominally 20m below Campbell Street) to Belmore Park Zone Substation.
3. Belmore Park Zone Substation, encompassing commercial/retail development (at the corner of Pitt, Hay and Campbell Streets).
4. City East Cable Tunnel (approximately 3.2km) from Riley Street, Surry Hills to Erskine Street, in the northern end of the CBD, inclusive of potential ventilation shaft and Services Control Room, located along the alignment.
5. City East Zone Substation, potentially encompassing commercial/retail development (at a site yet to be determined).
6. New Sub-transmission Switching Station (STSS) at Riley Street, Surry Hills, and potentially a tunnel services control and access to the City East Cable Tunnel (in the alternative the control and access would be located at a midway point along the tunnel alignment).
7. Potential refurbishment or replacement of the existing Dalley Street Zone Substation or building at a nearby site.

As required under *Section 75H* of the EP&A Act, key aspects of the project need to be considered, including heritage and archaeology. This report considers the potential impact on non-indigenous archaeological remains in five of the above areas. These are:

3. Belmore Park Zone Substation;
4. Potential ventilation shaft and Services Control Room midway along the alignment;
5. City East Zone Substation;
6. New Sub-transmission Switching Station (STSS) at Riley Street, Surry Hills;
7. Potential refurbishment or replacement of the existing Dalley Street Zone Substation or building at a nearby site.

These sites include those with the major surface level impacts. The remainder of the route involves sub-surface tunneling, refurbishment of existing facilities with no sub-surface impacts or impacts on sites assessed previously.



Figure 1: Plan showing proposed tunnel route and location of the associated sites.

1.2 Description of Sites

The five sites that are assessed in this document are shown in Figure 1. These are:

3. Belmore Park Zone Substation;
4. Potential ventilation shaft and Services Control Room, Phillip and Cook Park;

5. City East Zone Substation, in the vicinity of Bent Street;
6. New Sub-transmission Switching Station (STSS), Riley Street, Surry Hills;
7. Dalley Street Zone Substation.

1.3 Existing Listings

The above sites are not listed on any heritage instrument but do appear on the Archaeological Zoning Plan for Central Sydney (1992).

3. Belmore Park Zone Substation (430-450 Pitt Street) – Area of Archaeological Potential (AAP).
4. Potential ventilation shaft and services building (Cook and Phillip Park) – Area of Archaeological Potential (AAP).
5. City East Zone Substation (59 Phillip Street)¹ – Area of Archaeological Potential – Deeper Sub-Surface Features (AAP-DSF).
6. New Sub-transmission Switching Station (STSS), Riley Street, Surry Hills - area not covered by plan.
7. Dalley Street Zone Substation (8-16 Dalley Street) – Area of Archaeological Potential – Deeper Sub-Surface Features (AAP-DSF).

1.4 Authorship

The historical background (Section 2) was researched by Nicole Secomb, historian. The archaeological assessment was written by Rowan Ward and Tony Lowe, Casey & Lowe Pty Ltd. It was reviewed by Dr Mary Casey. Comments on earlier drafts were received from Julian Ardas, PlanCom, and EnergyAustralia.

1.5 Acknowledgements

Casey & Lowe Pty Ltd were engaged by PlanCom Consulting Pty Ltd to undertake this assessment on behalf of EnergyAustralia. Julian Ardas, PlanCom, provided background information regarding the proposed works and discussed the project. Site inspections of the proposed sites were held on 21 February 2008.

1.6 Limitations

The main constraint to the production of this assessment was the absence of detailed plans for each site, other than that at Figure 1. Therefore the historical research could not be focused on specific allotments but had to depend on more general broadscale analysis of each area. This means that additional site-specific research is likely to be required when specific areas of impact are known.

¹ 59 Phillip Street is one option for a possible site for the City East Zone Substation. EnergyAustralia is currently investigating a number of possible sites in the vicinity of Phillip, Bligh, Hunter and Bent Streets. A more detailed assessment of the City East Zone Substation site will be provided in the respective Project Application once a site has been acquired.

2.0 Historical Background

2.1 Land-Use Histories

In order to determine the nature of a site's potential archaeological remains, the historical development of each area that will be impacted needs to be researched. This is a process of working through relevant plans and other sources to develop a picture of the land-use history of each area. This will enable, when coupled with an assessment of archaeological potential, to predict what kind of archaeological remains might be present and their level of heritage significance.

The series of plans below shows the slow development of the subject sites until 1836 in basic detail. The exception is the Cook & Phillip Park/Outer Domain site located southeast of St Mary's Cathedral. This site shows no significant development. The Phillip/Bligh/Hunter/Bent Street Block was well established by 1822. However, the block in the area of Dalley/George/Bridge/Pitt/Underwood Streets did not appear in a form recognisable today until the middle of that century (Figs 2-6, which also show the locations of the sites being assessed).

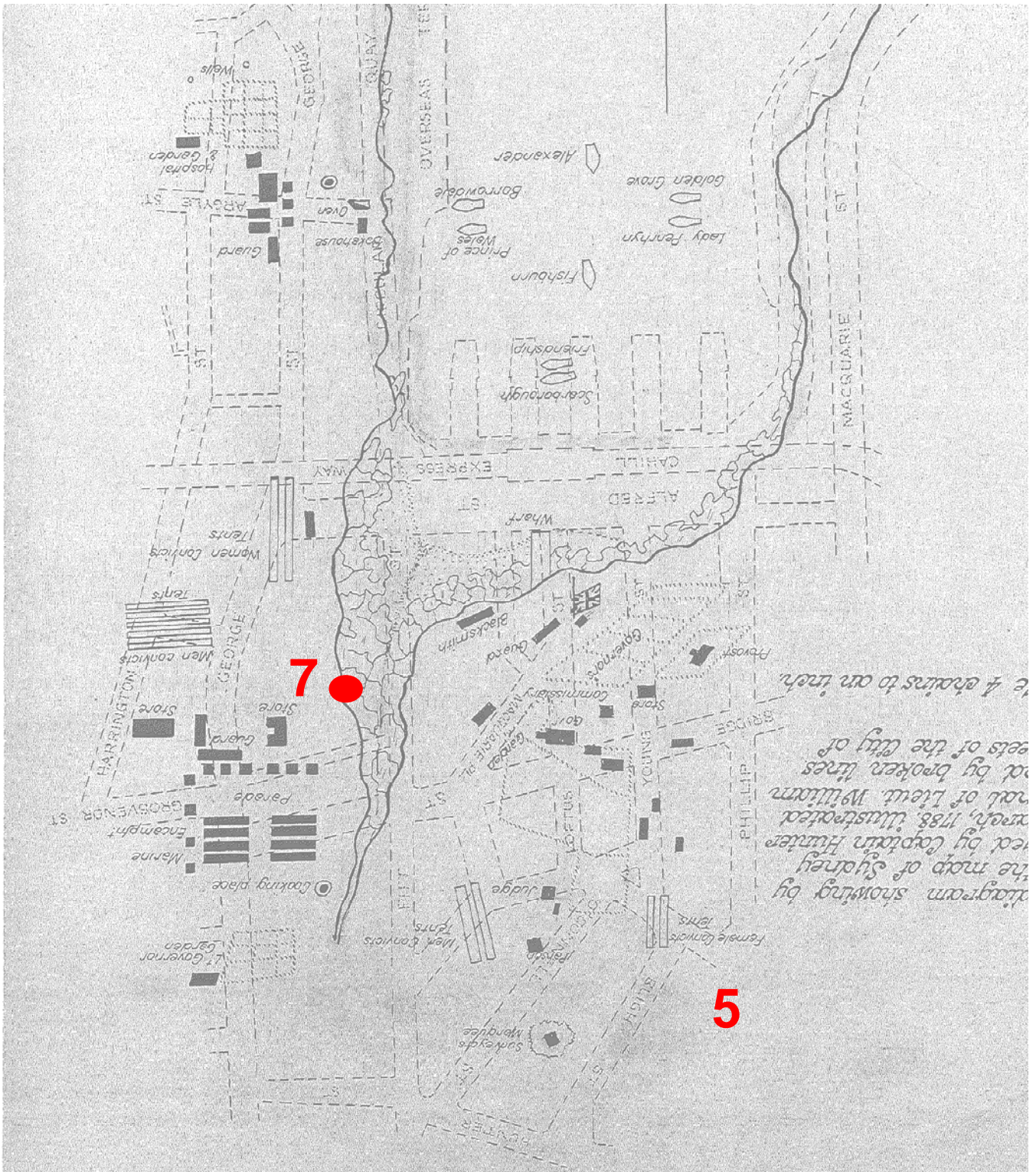


Figure 2: Plan of Sydney, 1788 (detail), A85/1, Sydney City Archives.

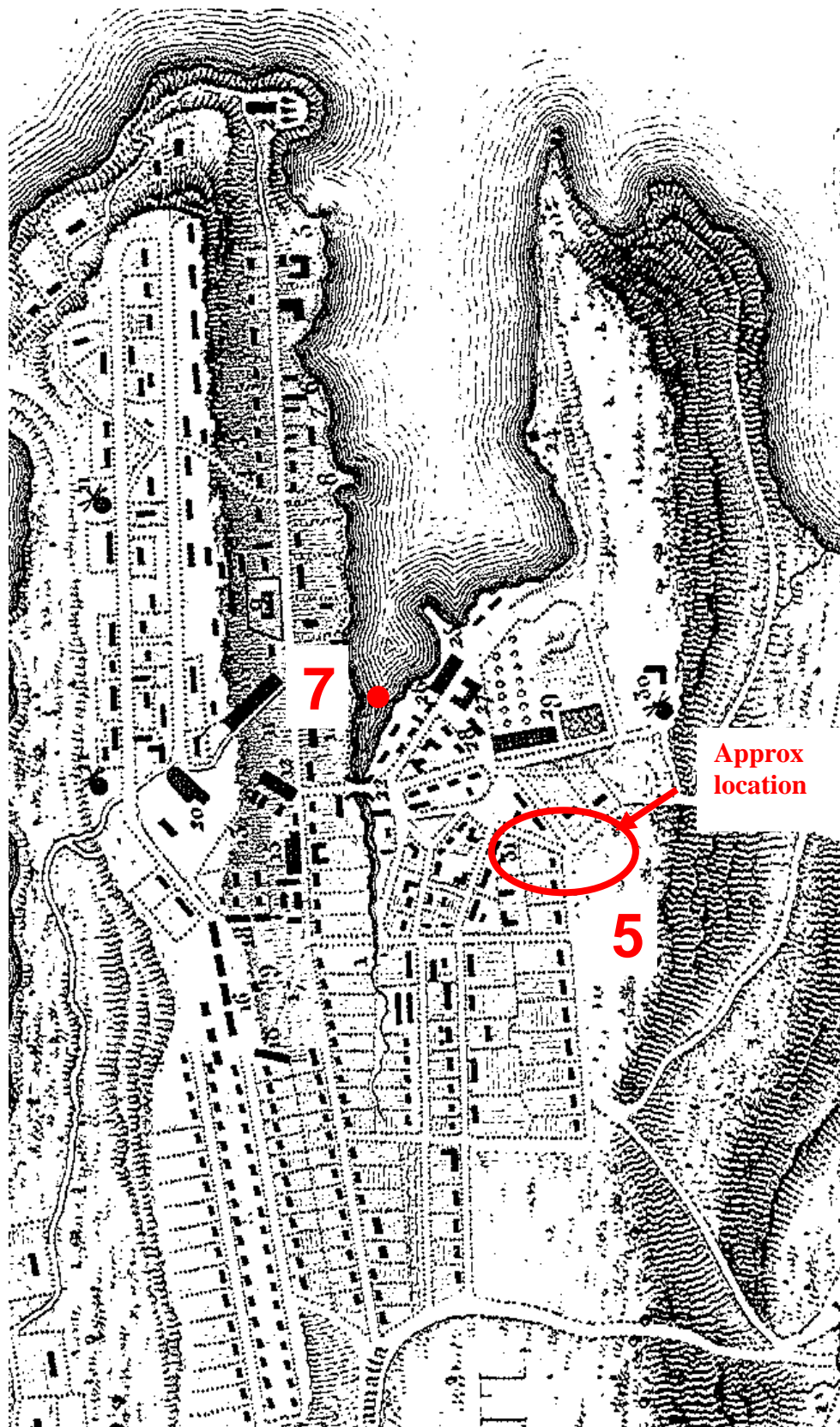


Figure 3: Plan De La Ville de Sydney (detail), 1802, *Sydney Takes Shape*, p.15.

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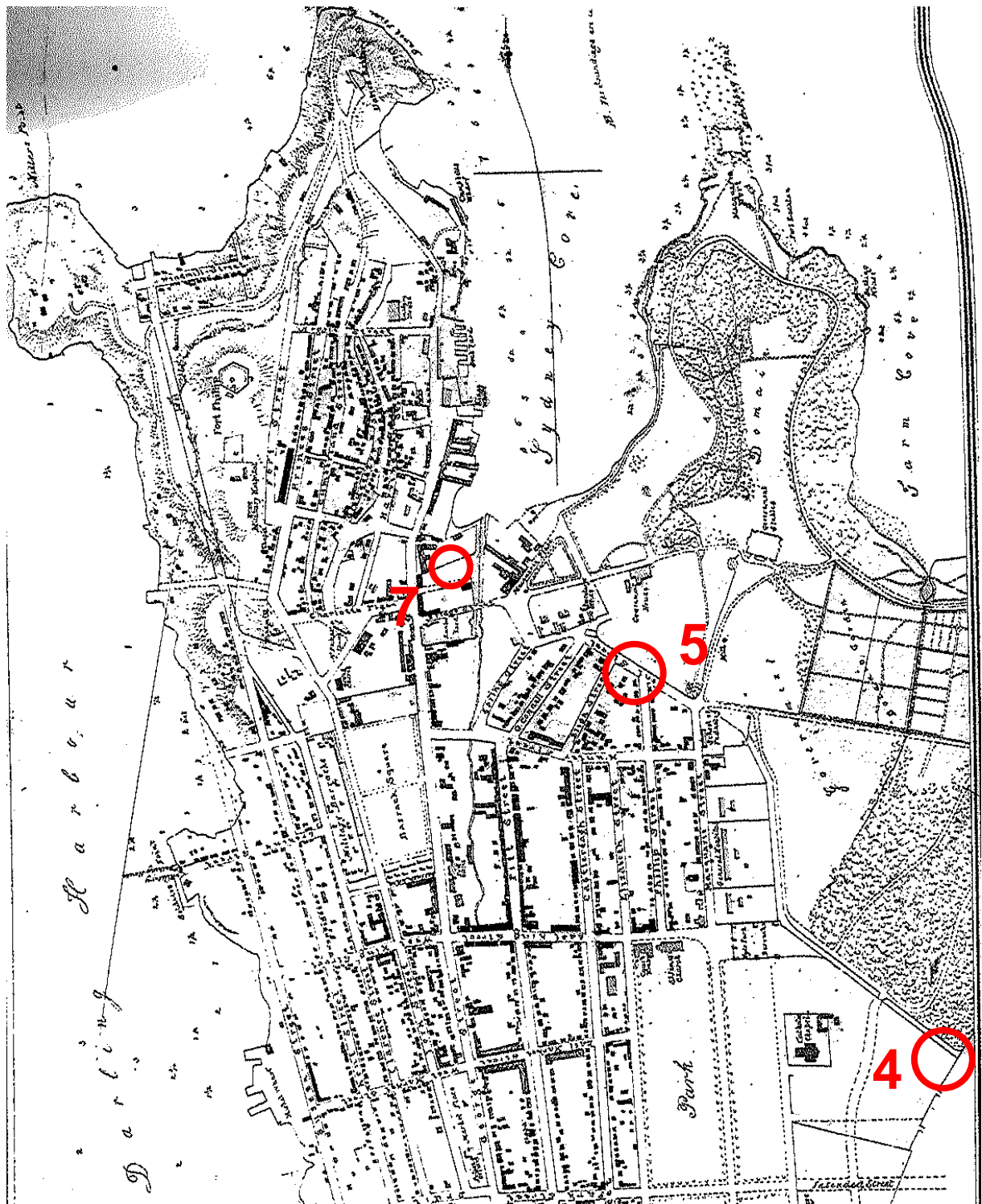


Figure 5: Map of the Town of Sydney (detail), 1831, *Sydney Takes Shape*. p.21.

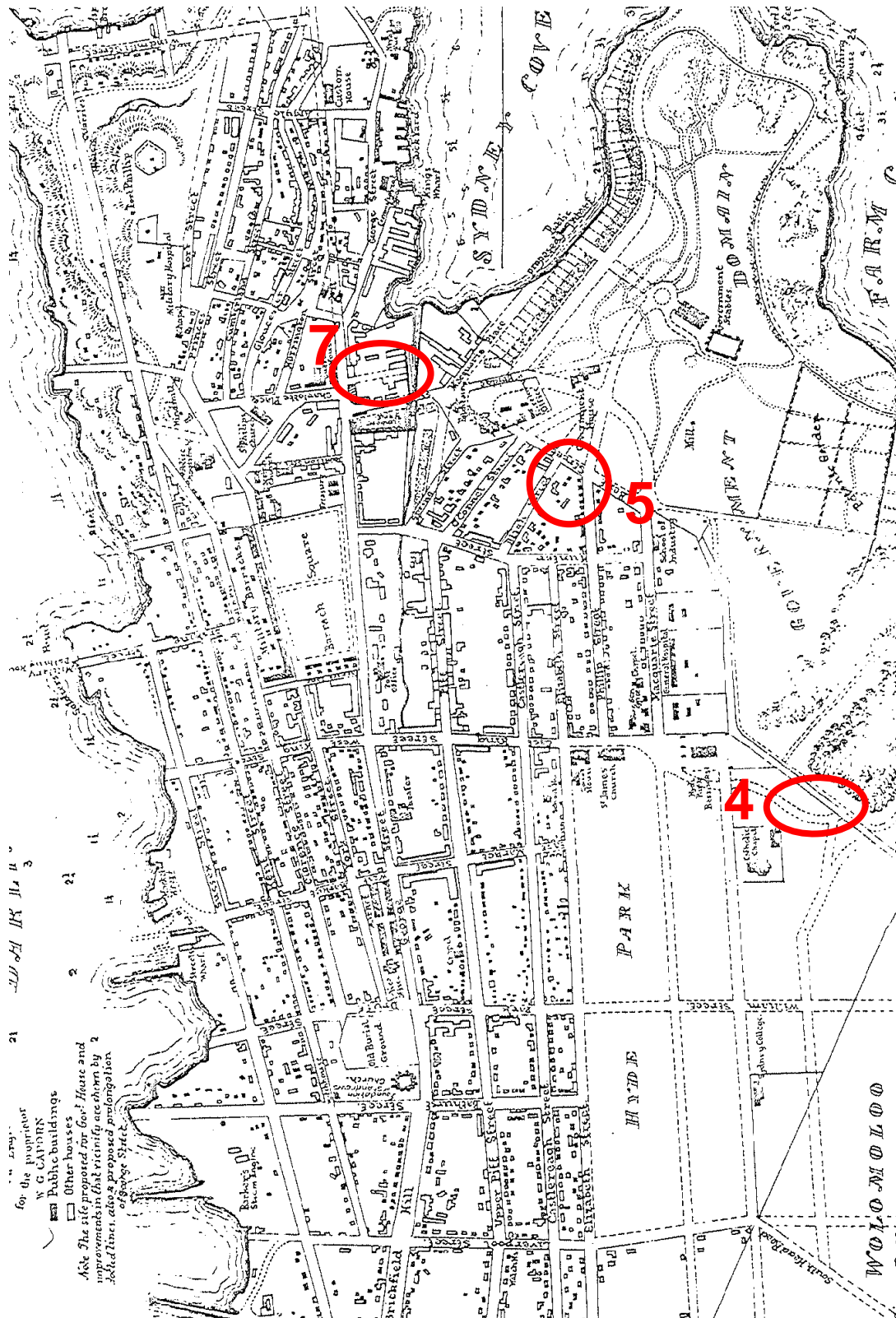


Figure 6: Map of the Town of Sydney (detail), 1836, copy from the NSW Calendar & GPO Directory, Sydney City Archives.

2.2 City East Zone Substation (Phillip/Bent/Hunter/Bligh Streets) (Site 5)²

Harper's Plan of Sydney shows a building on the corner of Bent and Phillip Streets, with another building to the west off Bligh Street (**Fig. 7**). These buildings are gone by 1837 when the area is shown as vacant, with various buildings, including stores, outbuildings and offices to the south of the site, the most significant being the Mansion facing Bligh Street. This was later the Union Club site. The area south of Bent Street appeared to be vacant at this time (**Fig. 8**).³ A plan known as *Commercial Sydney* 1844-48 is based on directories of the period. This plan shows a number of buildings on all street frontages (**Fig. 9**).⁴ While 1854 and 1856 plans show additional buildings on the block, there were no substantial change between this period and the 1840 plans (**Figs. 10, 11**).⁵ The site appears to have been used as the garden for the Union Club during this period.

Two metropolitan detail plans, one dated 1895 and one that appears to be slightly earlier, show that substantial growth had taken place on the block since the 1850s. This echoes the 1880 Percy Dove plan (**Fig. 15**). The 1895 plan suggests that the Union Club has been completed and some changes made to that block (**Fig. 12**). The southeast corner has undergone some redevelopment with the creation of Orient Chambers. The area immediately south of Bent Street shows no development. Some buildings have disappeared from the southwest corner. The differences may represent the development of the drawing of the plans.⁶ A c1898 plan tells a similar story (**Fig. 13**).⁷

Several undated plans show the early development of the Union Club site on Bligh Street.⁸ One undated plan, probably late nineteenth century, shows the highly developed Union Club site and significant gardens fronting Bent Street. The Phillip Street frontage shows a series of small properties with gardens, yards, passages, bath and kitchen areas. These buildings include a hotel. Phillip Street appears to be more commercial in nature with a series of more closely constructed and substantial properties (**Figs. 14, 15**).⁹

By 1903 a Lands Department plan indicates buildings on all frontages of the block but Bent Street (**Fig. 16**).¹⁰ This plan is probably reasonably contemporary to two undated plans. These show the tramline and therefore suggests they are twentieth century. A number of small to medium buildings are shown to be located on the south east corner of Hunter and Phillip Street. A 1910 plan shows the ongoing commercial development of the site (**Fig. 17**).¹¹ By 1924 a large portion of the block is dominated by the Union Club.

² The following section provides a detailed assessment of the 59 Phillip Street site. EnergyAustralia is currently investigating a number of possible sites in the vicinity of Phillip, Bligh, Hunter and Bent Streets. A more detailed assessment of the City East Zone Substation site will be provided in the respective Project Application once a site has been acquired.

³ Campbells Grant ZM2 811.1722/1837/1.

⁴ Commercial Sydney 1844-48 based on WH Wells, Frances Lowe and Joseph Fowles. Sydney City Archives (no ref no).

⁵ Woolcott & Clarke. Map of the City of Sydney, 1854. Sydney City Archives. No ref number; 1856 no title (plan of block inside Phillip/Bent/Bligh/Hunter streets) CRS502/28 Sydney City Archives.

⁶ City of Sydney. Metropolitan Detail Series section 47, 1884 MSER 4 811.17/1 undated and 1895; Percy Dove's Plan of the City of Sydney, 1880. Sydney City Archives. No ref number.

⁷ HEC Robinson, Map of the City of Sydney, c1898. Sydney City Archives.

⁸ Subdivision Plan ZSP811.1723/20 – Sydney.

⁹ Plan of Phillip/Hunter/Bligh/Bent Street area ZSP 811.1723/54 – Subdivision Plans, Sydney.

¹⁰ City of Sydney, 1903. Department of lands, Sydney City Archives. No ref number.

¹¹ Roberts and Moffatt. City of Sydney (Central), 1910. Sydney City Archives. No ref number.

The 1949 Surveyors detail sheet shows the block in a form more recognisable today, with the Qantas Building, Wentworth Hotel, Bligh House and the relocated Union Club, now on Bent Street (Fig. 18).¹²

In 1963 the most significant buildings on the site are identified as the Stock Exchange and the South British Insurance Building at the southeast end of the block.¹³

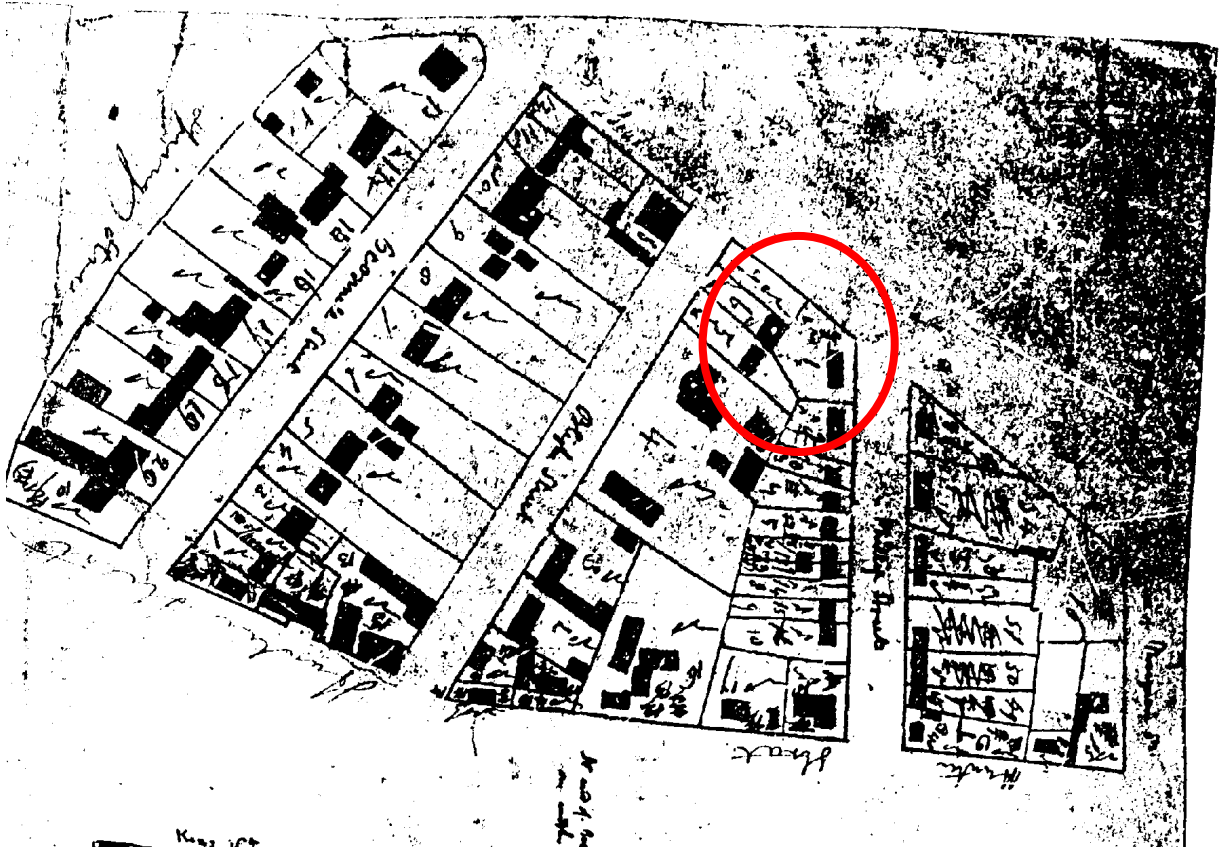


Figure 7: Detail from Harper's Plan of Sydney, 1827.

¹² City Building Surveyors Detail sheet 1949. Sheet , Sydney City Archives. No ref number.

¹³ 259 George Street, Public Auction, 1963, SP811.1712/27 - Sydney



Figure 8: Campbell's Grant, 1837, Mitchell Library ZM2 811.1722/1837/1.

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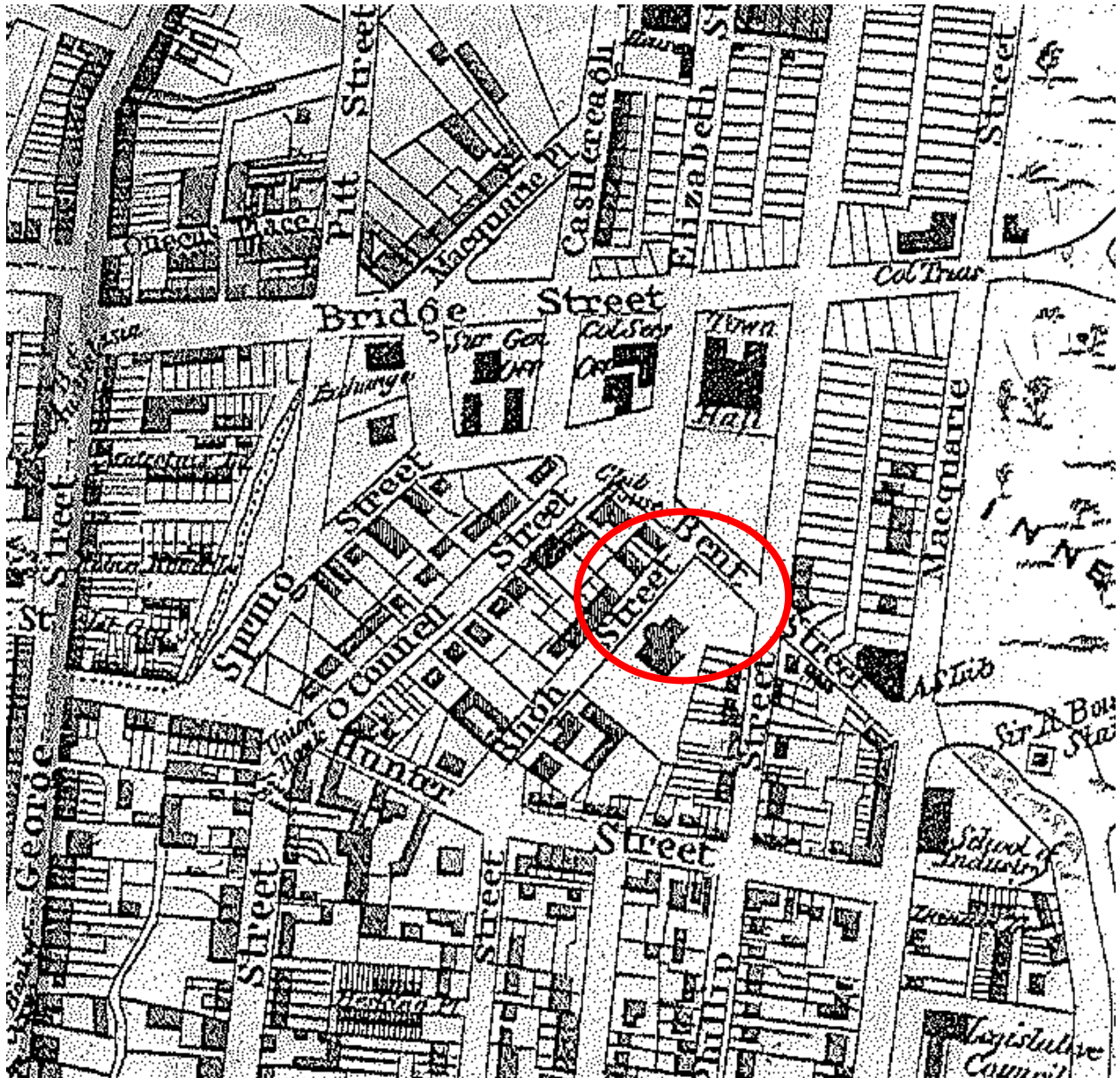


Figure 10: Woolcott & Clarke, Map of City of Sydney (detail), 1854, Sydney City Archives, no ref number.

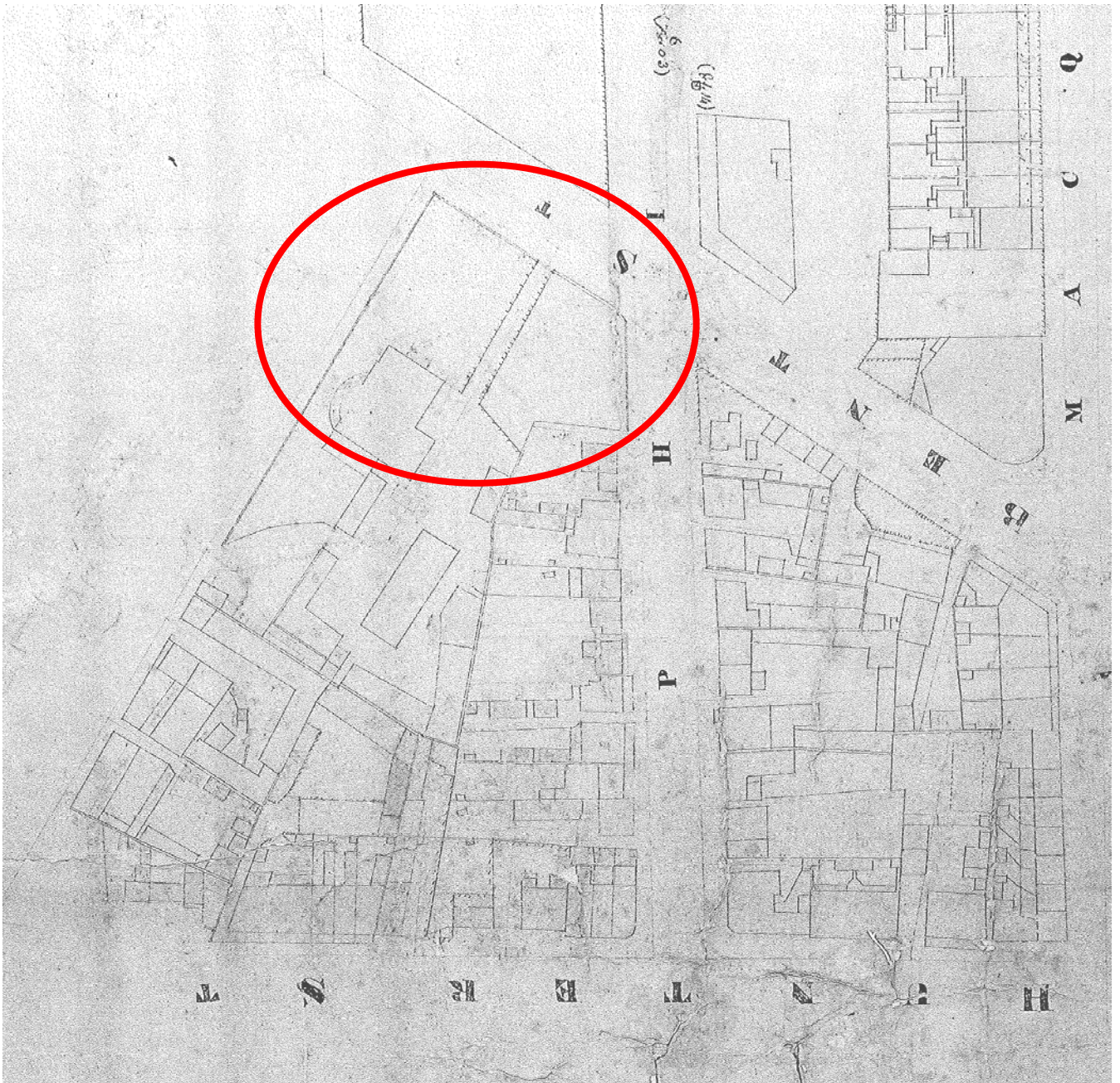


Figure 11: 1856 plan (no title), CRS502/28, Sydney City Archives.

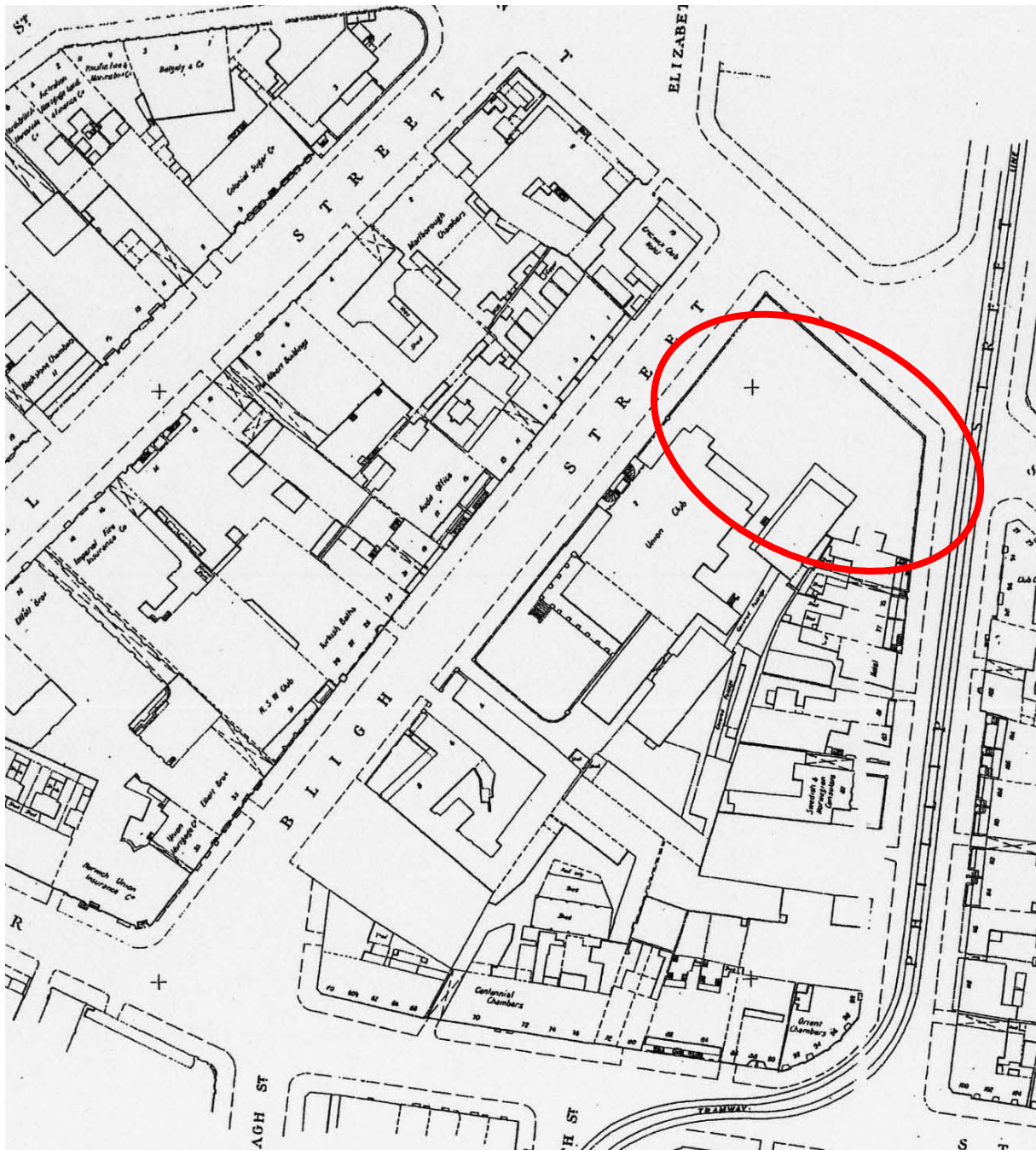


Figure 12: City of Sydney (detail), 1895, Metropolitan Detail Series Section 42 to 45, Mitchell Library MSER 4 811.17/11.



Figure 13: HEC Robinson, Map of Sydney City (detail), c1898, Sydney City Archives.

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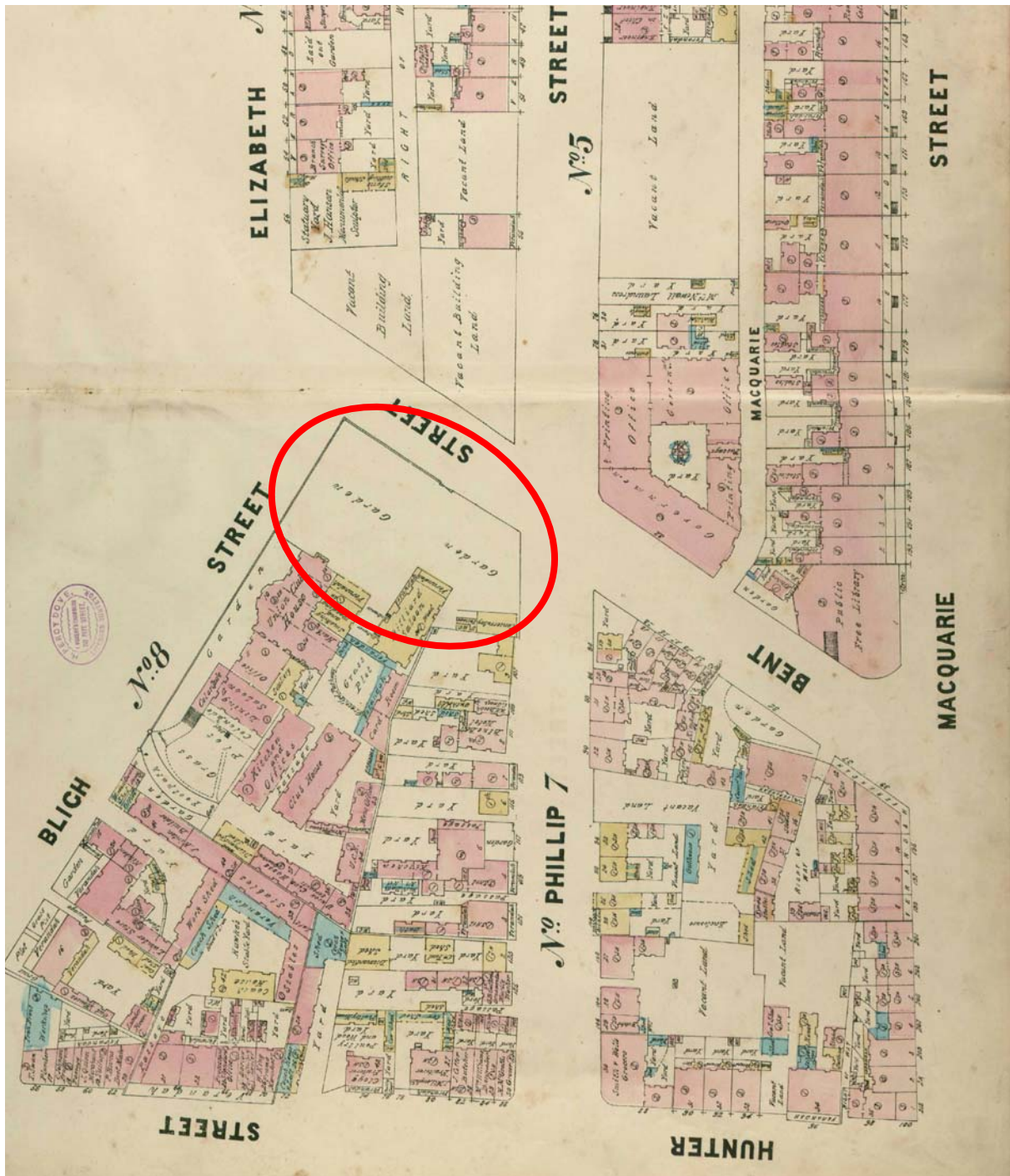


Figure 15: Percy Dove's Plan of the City of Sydney (detail), 1880, Sydney City Archives, no ref number.

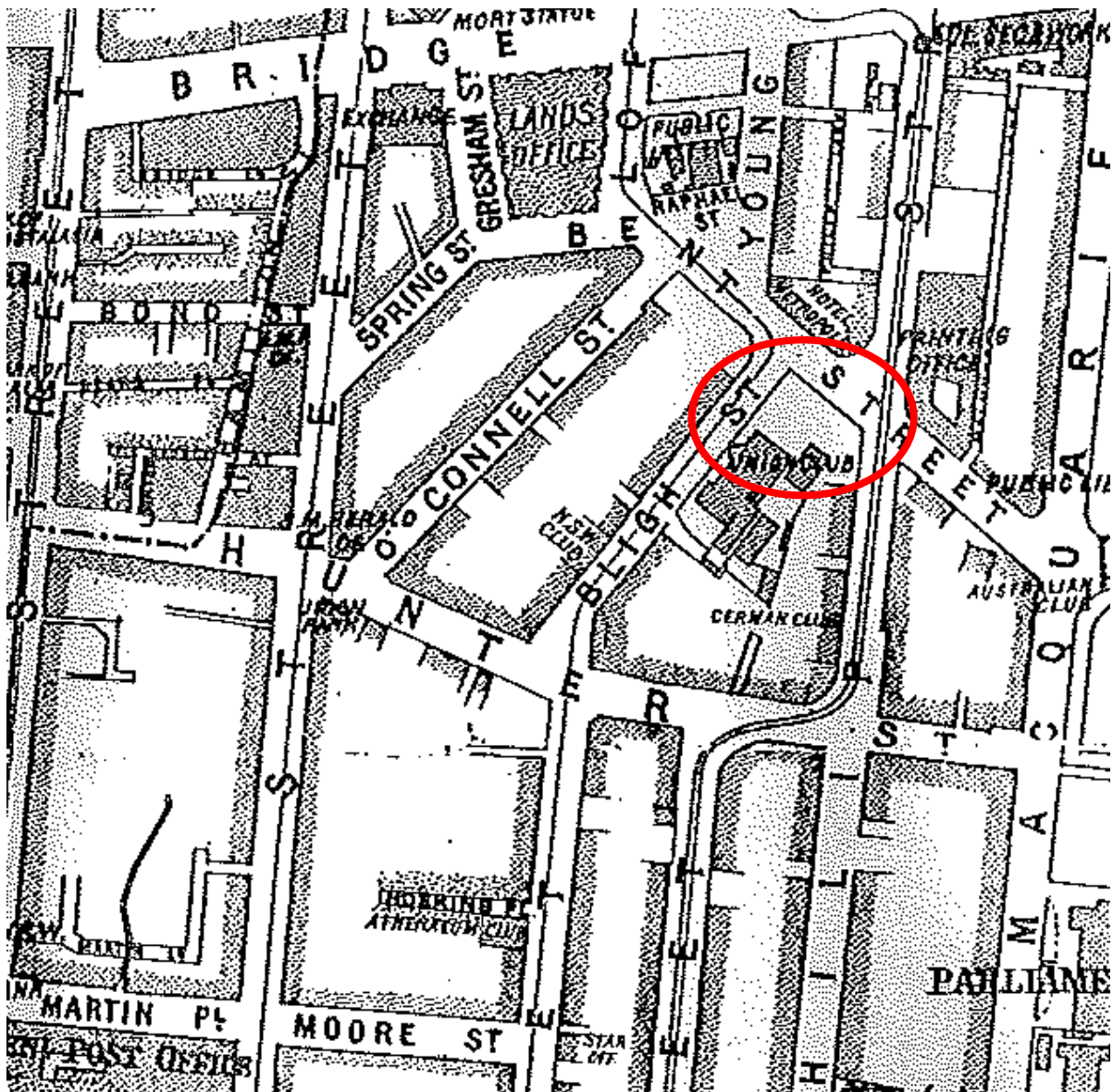


Figure 16: City of Sydney (detail), 1903, Department of Lands, Sydney City Archives, no ref number.

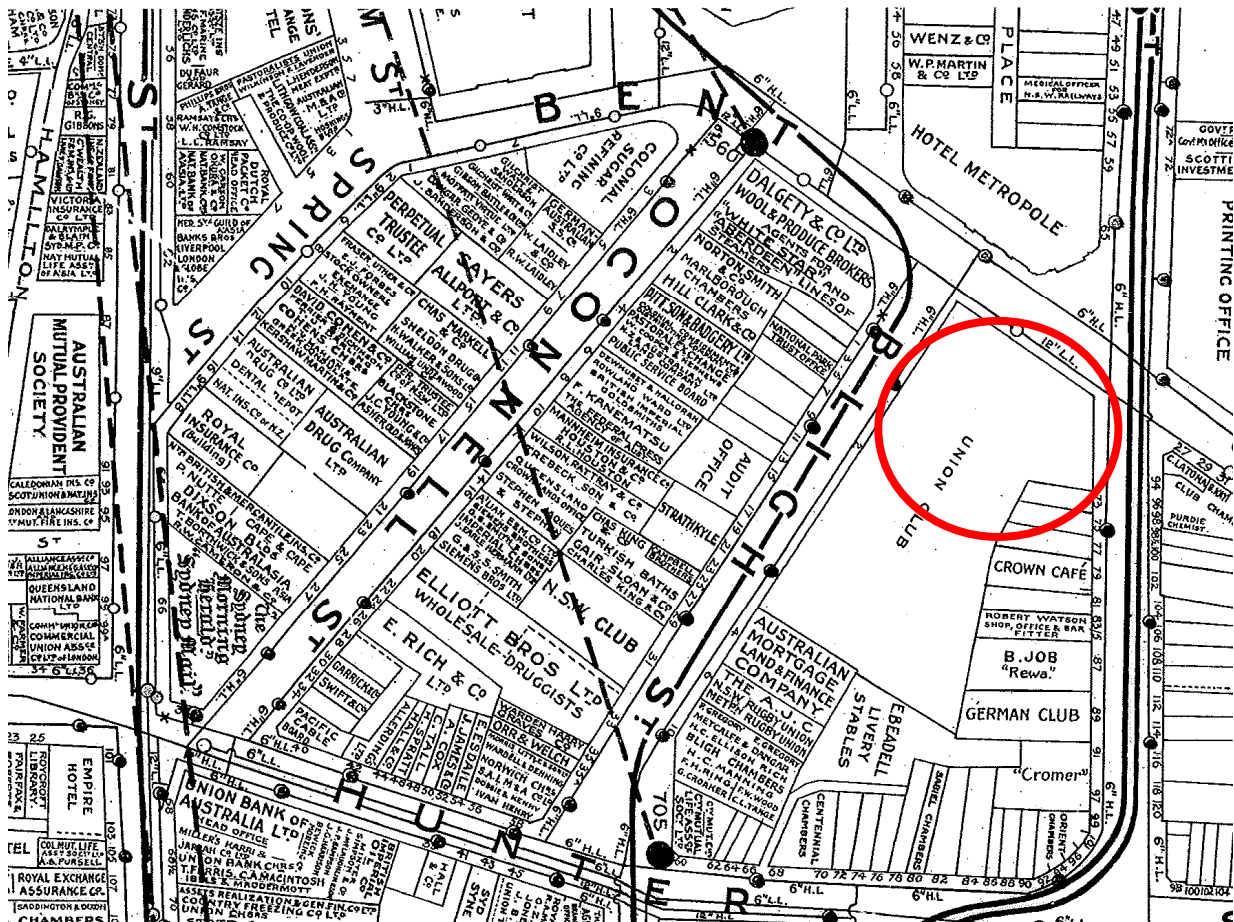


Figure 17: Robert and Moffatt (detail), City of Sydney (Central), 1910, Sydney City Archives, no ref number.



Figure 18: City Building Surveyors Detail Sheet (detail), 1949, Sydney City Archives, no ref number.

2.3 Dalley Street Zone Substation (8-16 Dalley Street) (Site 7)

Originally situated on the banks of the Tank Stream, the general area was built upon once the stream was enclosed and no longer flooded the adjacent area. A plan thought to be 1837 shows the subject area as primarily being part of the Female Orphan House Grounds but does not show any buildings, fences or other development (**Fig. 19**).¹⁴ This reflects the earlier 1807 plan which shows the extent of the grant (**Fig. 4**). Another plan thought to be 1836 indicates the Stores of Edye Manning being south of Queen Street (**Fig. 20**).¹⁵ At least one of these plans is misdated. The reference to Queen's Street refers to an area in vicinity of the current Dalley and Underwood Street. There are a number of variations throughout the plans about the location of this street. Some plans suggest it was what is now Dalley Street. However a Queen's Place and a Queen's Court are shown to exist close to Underwood Street.

An 1854 plan shows significant but unidentified development on the site (**Fig. 21**).¹⁶ The 1894 *Metropolitan Detail Plan* for the area shows commercial buildings such as the tourist bureau and banks along Bridge Street. George Street appears to have further commercial buildings of a smaller variety. Several hotels are located on these frontages. Several small buildings are located in the area bounded by Queen's Place (approximate location of the current Dalley Street), Pitt and Underwood Streets. Numerous small buildings and sheds are located north of Underwood Street. The Tank Stream runs through the eastern edge of the site adjacent to Pitt Street (**Fig. 22**).¹⁷

The Commercial Sydney 1844-48 plan shows a variety of adjoining commercial properties on George and Bridge Streets. The area west of the Tank Stream is undeveloped (**Fig. 23, 31**).¹⁸

An image dated c.1875 shows what appears to be a small stone residence with timber outhouse on the street frontage believed to be located in Queen's Place (**Fig. 24**).¹⁹ If correct, this is located within the subject block.

Percy Dove's 1880 plan demonstrates the ongoing use of the block (**Fig. 25**).²⁰ There is a group of small dwellings grouped around Queen's Place. These are shown on later plans. The 1903 Lands Department plan shows reasonable building development on the fringes of the site but shows no details (**Fig. 26**).²¹

A 1910 plan and the *Fire Underwriters Insurance Plan* (1919-1940) show a variety of commercial premises on the street frontages including printers, cafes, shops, showrooms, department style stores, offices, warehouses and flats. Within the centre of the area around Underwood Street, there is a lesser retail focus, and more of a trade focus with coppersmiths, bulk storage and packing rooms. A Sydney Council substation is located on the northern side of Dalley Street (**Fig. 27, 28**).²² Queen's Court appears to be demolished in 1922 as part of post plague resumptions.

¹⁴ Section 47 Government Grants 1837? ZM2 811.1715/1837?/1

¹⁵ Plan of Several Town Allotments in Macquarie Place, 1836? ZM2 811.1721/1836?/1

¹⁶ Woolcott & Clarke. Map of the City of Sydney, 1854. Sydney City Archives. No ref number

¹⁷ City of Sydney. Metropolitan Detail Series section 47, 1884 MSER 4 811.17/1

¹⁸ Commercial Sydney 1844-48 based on WH Wells, Frances Lowe and Joseph Fowles. Sydney City Archives, no ref number.

¹⁹ Queen's Place, c1875. ML SPF

²⁰ Percy Dove. Plans of Sydney, 1880. Sydney City Archives. No ref number.

²¹ City of Sydney, 1903. Department of Lands, Sydney City Archives. No ref number

²² Fire Underwriters Association of NSW Detail Survey Map. Nock and Kirby's Block 125. CRS 928 Sydney City Archives; Roberts Moffat. City of Sydney (Central), 1910. Sydney City Archives (no ref number)

A 1922 image shows a series of small to medium buildings set around stone paving with drain at Queen's Court. The Nock and Kirby building behind suggests that this image is likely to be located in the subject block as a Knock and Kirby building was identified on several plans for the area (**Fig. 29**). An undated image appears to show the same location from a different angle.²³

By 1949 there appears to have been an amalgamation of sites with fewer, larger sites now evident such as Latec House, General House, carparking and the telephone exchange (**Fig. 30**).²⁴

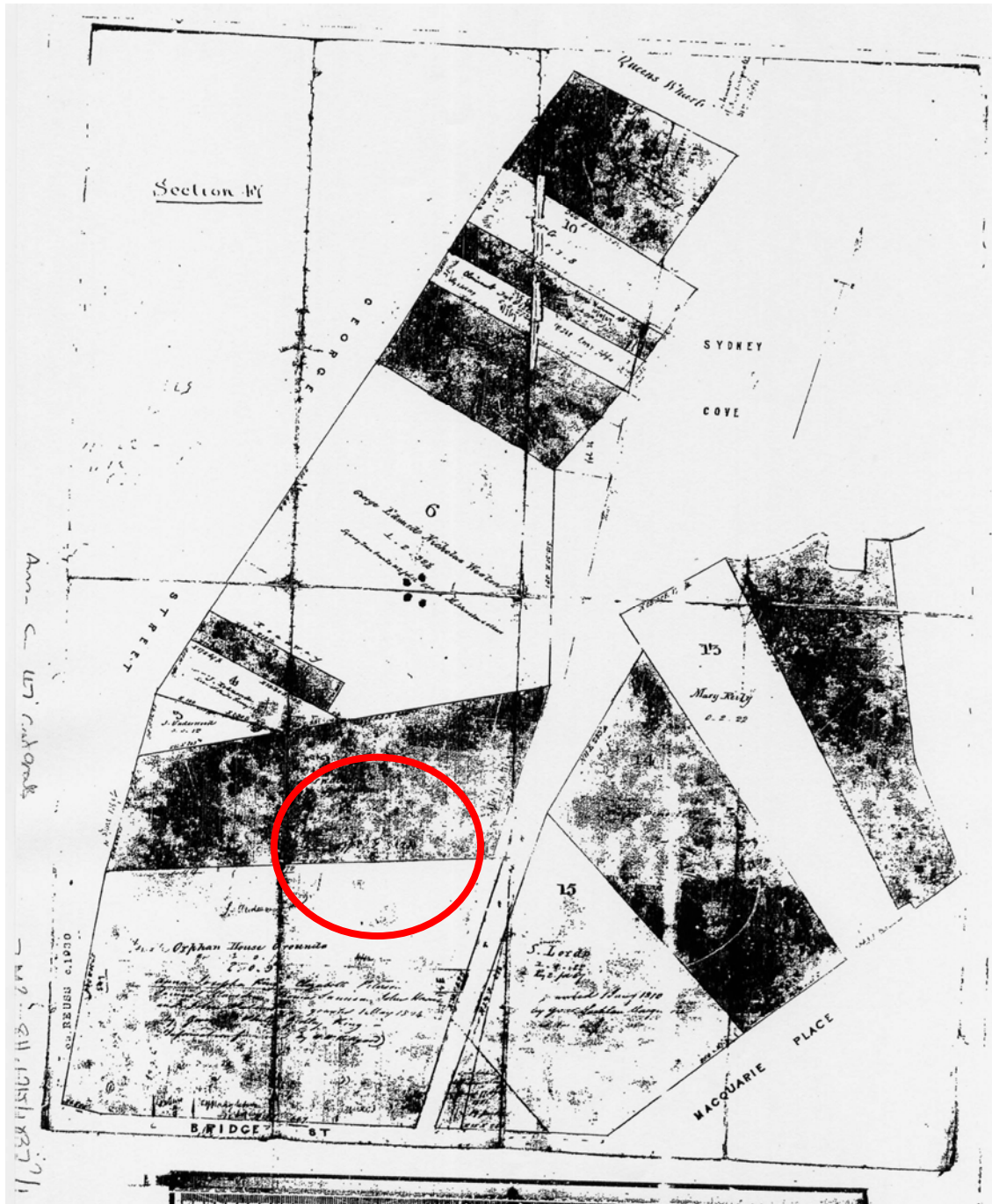


Figure 19: Section 47 Government Grants, c1837?, Mitchell Library ZM2 811.1715/1837?/1.

²³ Queen's Court CRS 51/3973. Sydney City Archives; Queen's Court once known as Queen's Place off Dalley Street. ML SPF.

²⁴ City Building Surveyors Detail sheet 1949. Sheet , Sydney City Archives. No ref number.

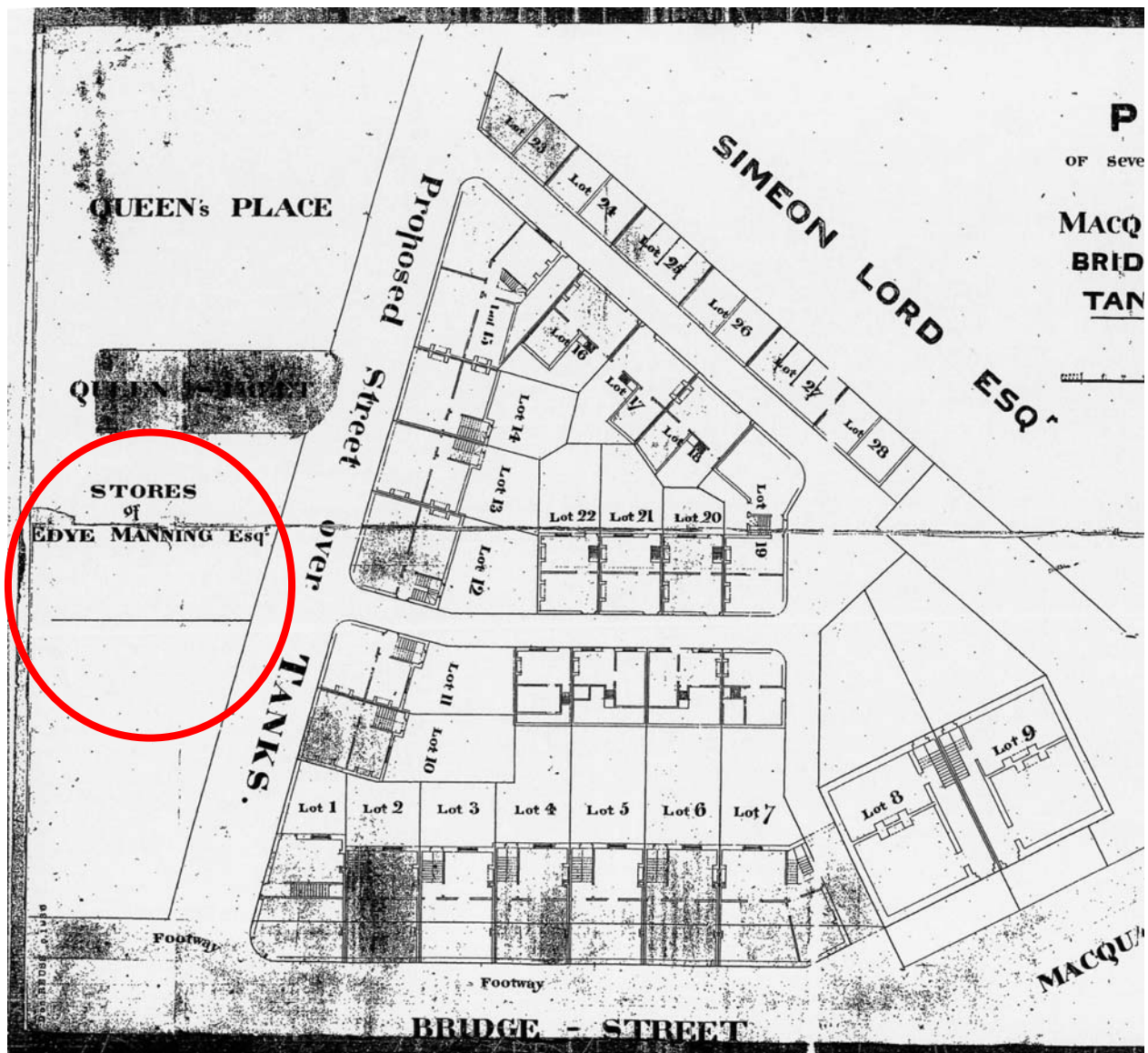


Figure 20: *Plan of Several Town Allotments in Macquarie Place, 1836?*, Mitchell Library ZM2 811.1721/1836?/1. Note the notation of “tanks”, i.e. the rock-cut tanks that gave the Tank Stream its name, under the adjacent Pitt Street.

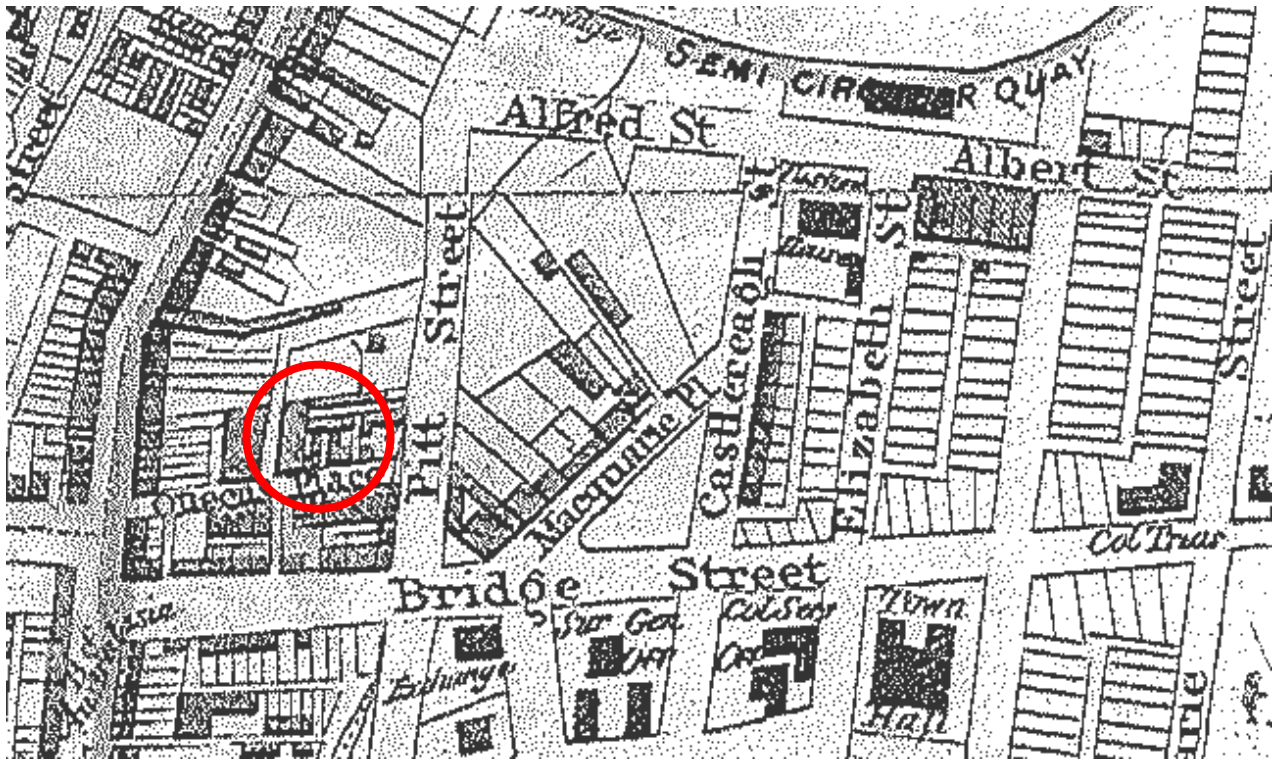


Figure 21: Woolcott & Clark, Map of City of Sydney (detail), 1854, Sydney City Archives, no ref number.

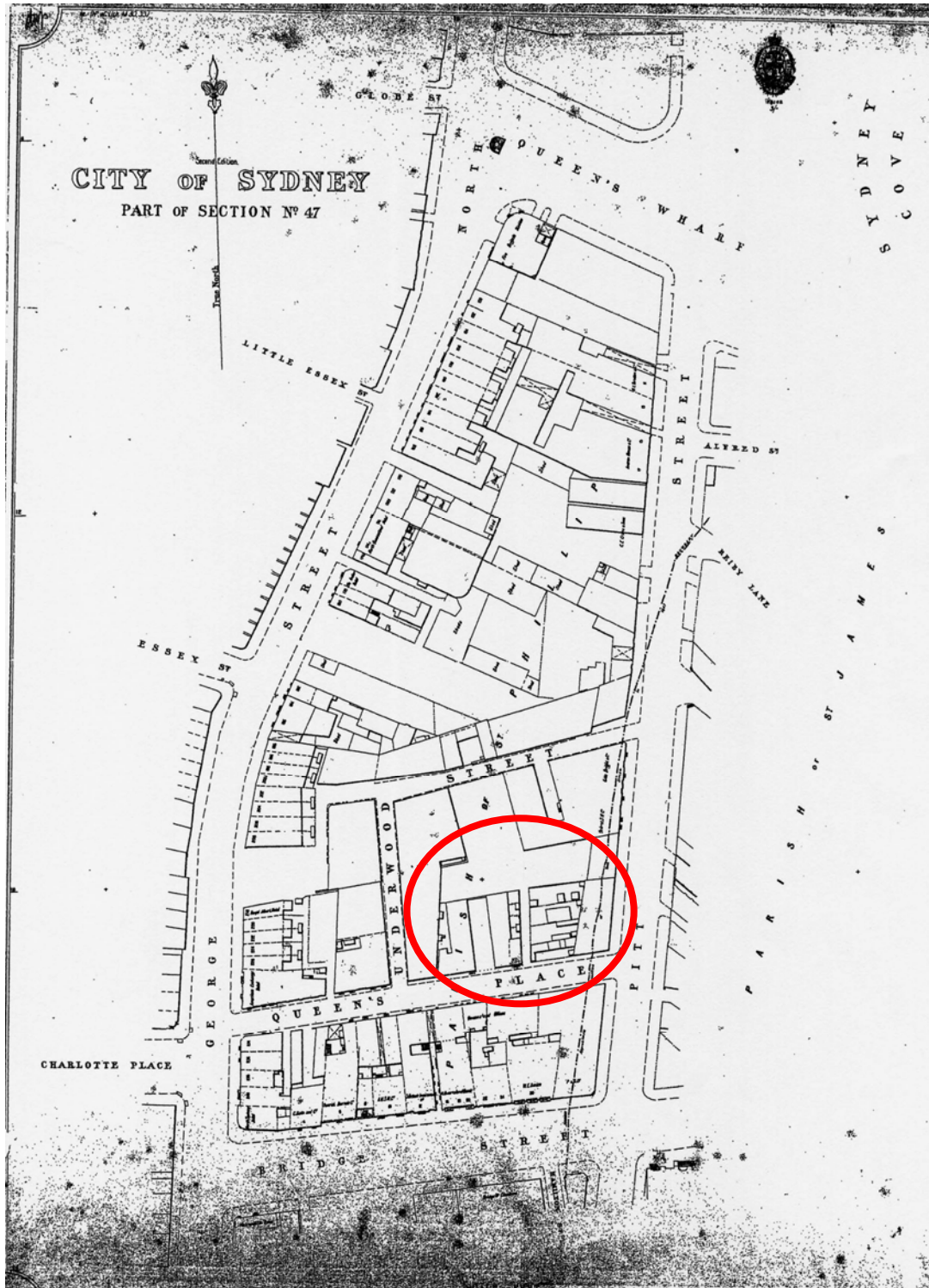


Figure 22: City of Sydney, Metropolitan Detail Series, Section 47, 1894, Mitchell Library, MSER 4 811.17/1.

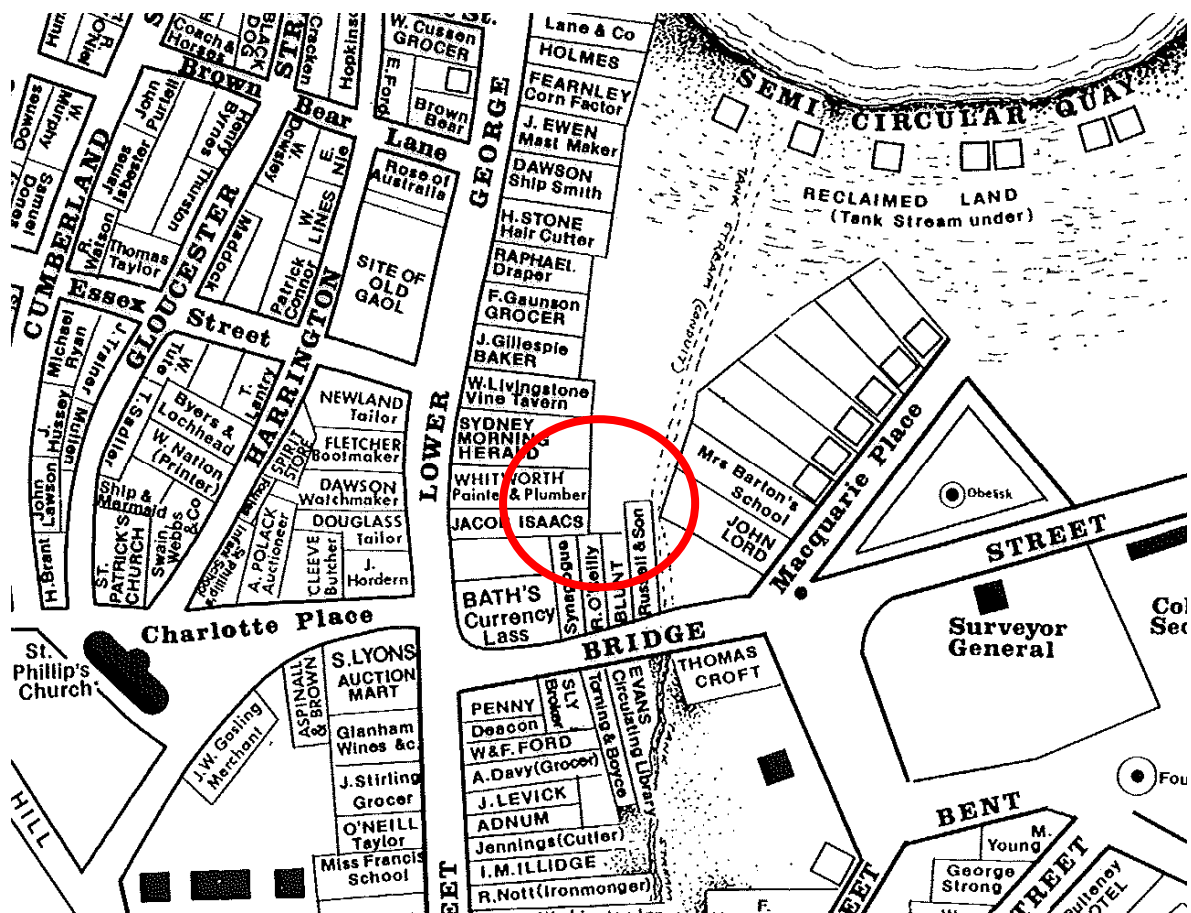


Figure 23: Commercial Sydney (detail), 1844-48, based on WH Wells, Frances Lowe and Joseph Fowles, Sydney City Archives, no ref number.

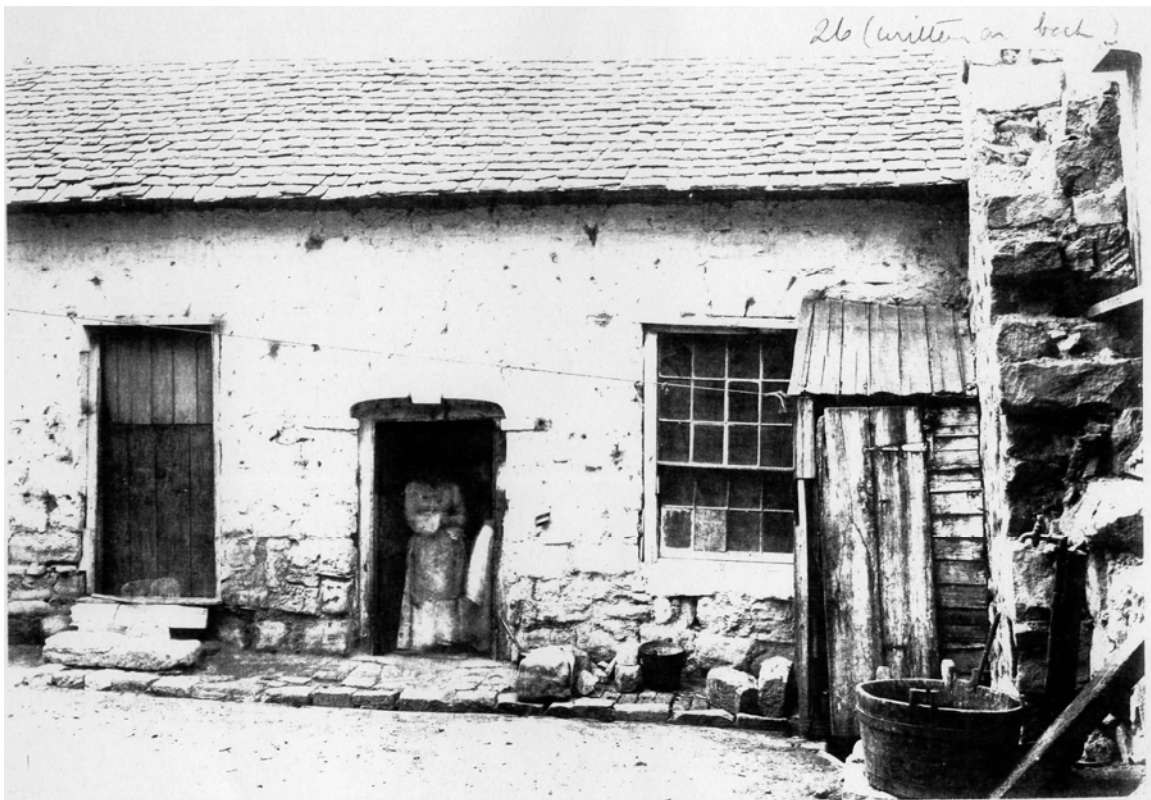


Figure 24: Queen's Place, c1875, Mitchell Library, SPF.

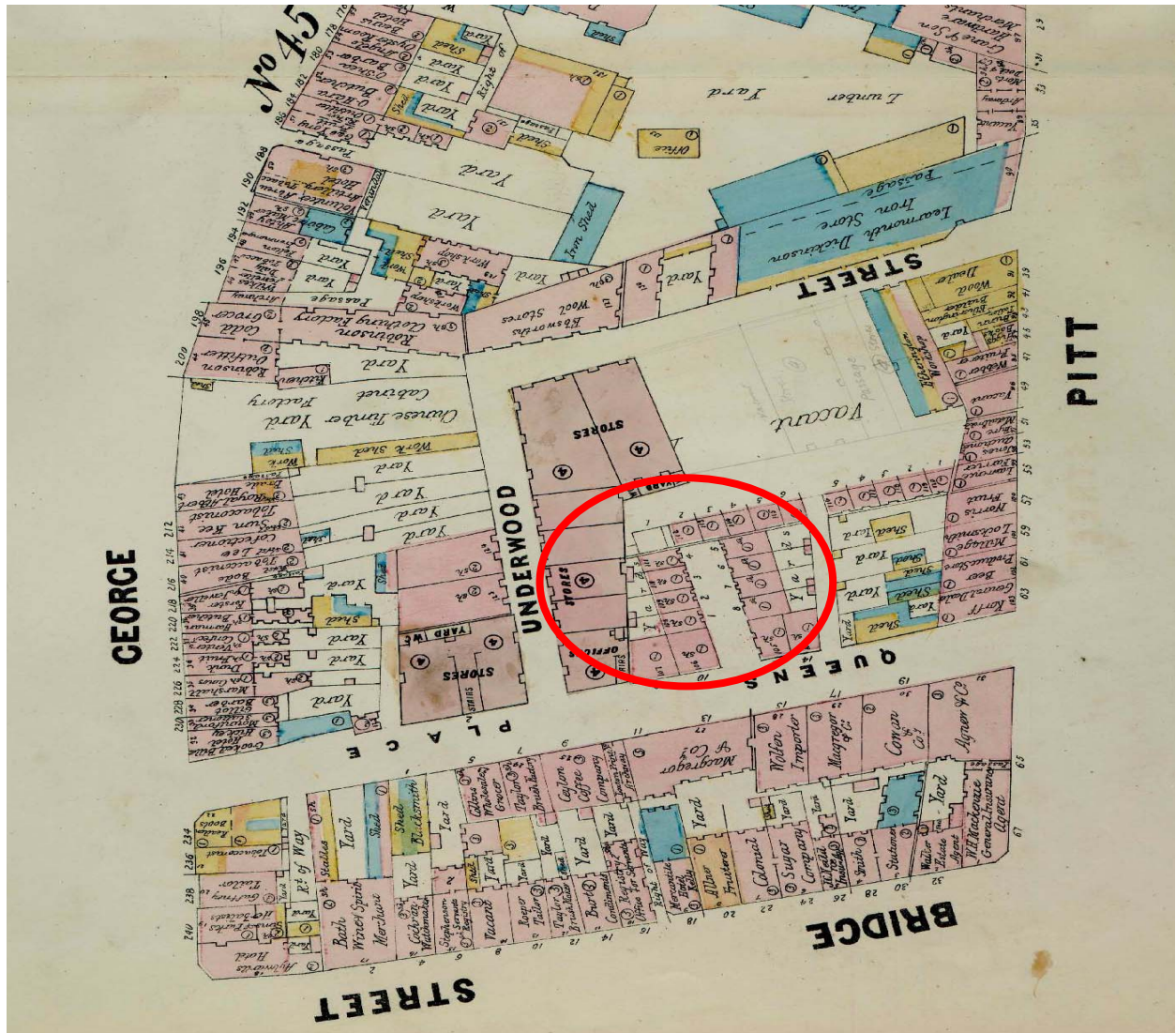


Figure 25: Percy Dove, Plans of Sydney (detail), 1880, Sydney City Archives, no ref number.

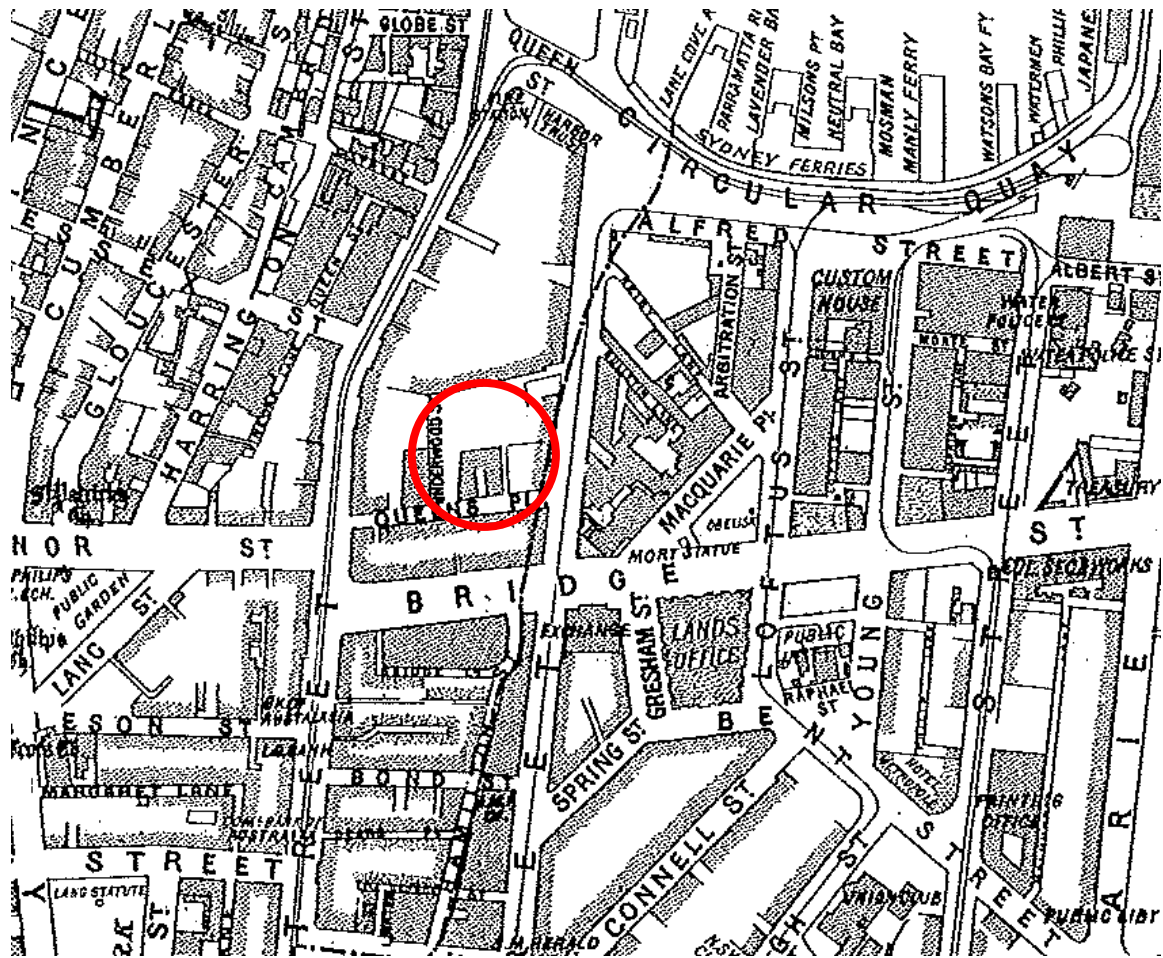


Figure 26: City of Sydney (detail), 1903, Department of Lands, Sydney City Archives, no ref number.

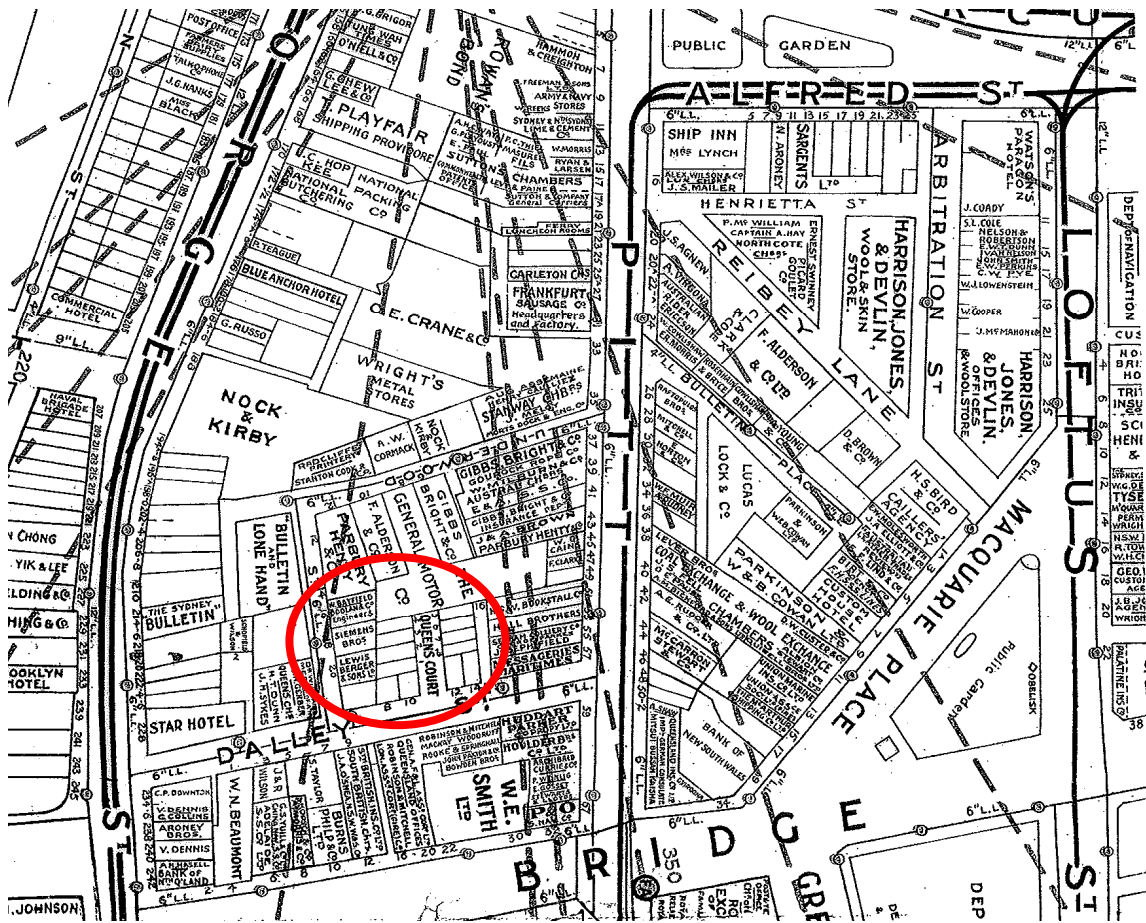


Figure 27: Roberts Moffat, City of Sydney (Central), 1910, Sydney City Archives, no ref number.

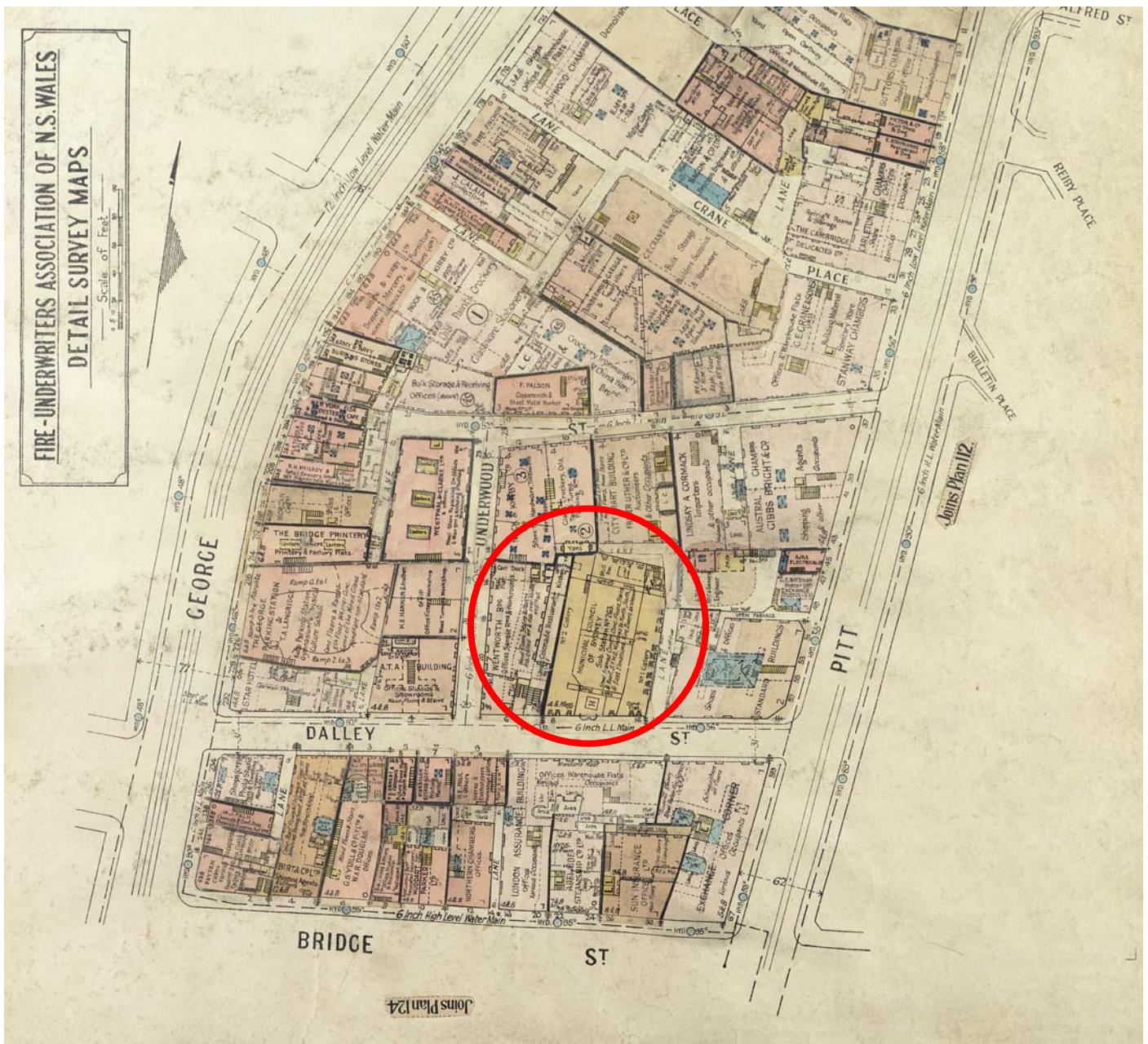


Figure 28: Fire Underwriters Association of NSW Detail Survey Map, Nock and Kirby's Block 125 (detail), c1915-1939, Sydney City Archives, CRS 928.



Figure 29: Queens Court, c1922, Sydney City Archives, CRS 51/3973.



Figure 30: City Building Surveyors Detail Sheet (detail), 1949, Sydney City Archives, no ref number.



Figure 31: Tank Stream, 1842, sepia wash painting by John Skinner Prout, Mitchell Library ZDG SSV1A/32.

2.4 Potential ventilation shaft and Services Control Room, Cook and Phillip Park and Outer Domain area (Site 4)

The relevant part of this area appears to have remained undeveloped apart from clearing until its development as park area. The initial park area was developed with a relatively low key landscape. Some development took place on the perimeter such as the bowling green near College Street. In the late twentieth century the Cook and Phillip Park area underwent major redevelopment which included removal of the bowls club, addition of new recreational facilities and hard landscaping of the area immediately surrounding St Mary's Cathedral. The area further east is more traditional park space. Roadways are immediately north and south of Cook and Phillip Park. The outer Domain spreads north of the perimeter roads (Figs. 32, 33, 34, 35, 36).

Cook and Phillip Parks are located on land at the far eastern limits of the Town of Sydney by Governor Phillip in 1792. The survey boundary of the town. It was physically defined by a stone wall erected around the private land grant on the Woolloomooloo side of the boundary. A later convict garden straddled this boundary and became the eastern most boundary of the parks.²⁵

The convict garden was established for Hyde Park Barracks from c1819. The garden was walled and a gardener's lodge constructed. Infertile soils saw the garden abandoned by 1830. The area was abandoned except as a thoroughfare to the east. This was characterized by walking tracks. In 1878 the parks were declared as reserves for public recreation. It would quickly decrease in size over the years as land was excised or leased for various activities such as the bowling club, watch house, Blind Society premises. At this time a site for a watch house in the north eastern corner of Phillip Park Soon after the declaration Boomerang Street was constructed along an old walking track with what became a significant avenue of trees. The parks were not developed in the manner of nearby Hyde Park. Some significant planting was undertaken, including Moreton Bay Figs, Canary Island Palms, Dragon Trees and London Planes. No evidence was found by previous studies of general park furnishings or improvements. The park was described as a treeless patch of grass.²⁶

In 1904, together with Hyde and Wentworth Parks, control of Cook and Phillip Parks was vested in the Municipal Council. From 1905 until c1910 the parks were used for cattle agistment. Landscaping of the park commenced in 1910 and Haig Avenue was developed following World War One for the construction of tram lines to Woolloomooloo and Garden Island for workers. Some areas of the park, particularly on the eastern side, were utilized for a Council nurseries and depots.²⁷

A report by Wendy Thorp suggested that the following item would be of significance if evidence of them was found.²⁸

- Remnants of the original land form.
- A potential remnant of the stone wall on the 1792 town boundary.
- Archaeological remnants of the convict garden, the park's status of vacant land after the garden and of filling, leveling and landscaping the parks.
- Elements associated with Boomerang Street, fencing and mature trees.

²⁵ Wendy Thorp. *Heritage Assessment, Phillip and Cook Parks, Sydney*. March 1997. p.13.

²⁶ Spacman & Mossop Landscape Architects. *Phillip & Cook Parks Draft Plan of Management*. 1996. p.1-9. Wendy Thorp. *Heritage Assessment, Phillip and Cook Parks, Sydney*. March 1997. p.20, 42-44.

²⁷ Spacman & Mossop Landscape Architects. *Phillip & Cook Parks Draft Plan of Management*. 1996. p.1-9. Wendy Thorp. *Heritage Assessment, Phillip and Cook Parks, Sydney*. March 1997. p.20-22, 42-44

²⁸ Wendy Thorp. *Heritage Assessment, Phillip and Cook Parks, Sydney*. March 1997.

- Remnants of the watch house.
- Uses associated with leasing, park activities and Council nurseries and depots at the site.



Figure 32: St. Mary's, Sydney. 1853. Watercolour and pencil, by William Leigh. ML ZPXA 1987. The study area is at right.

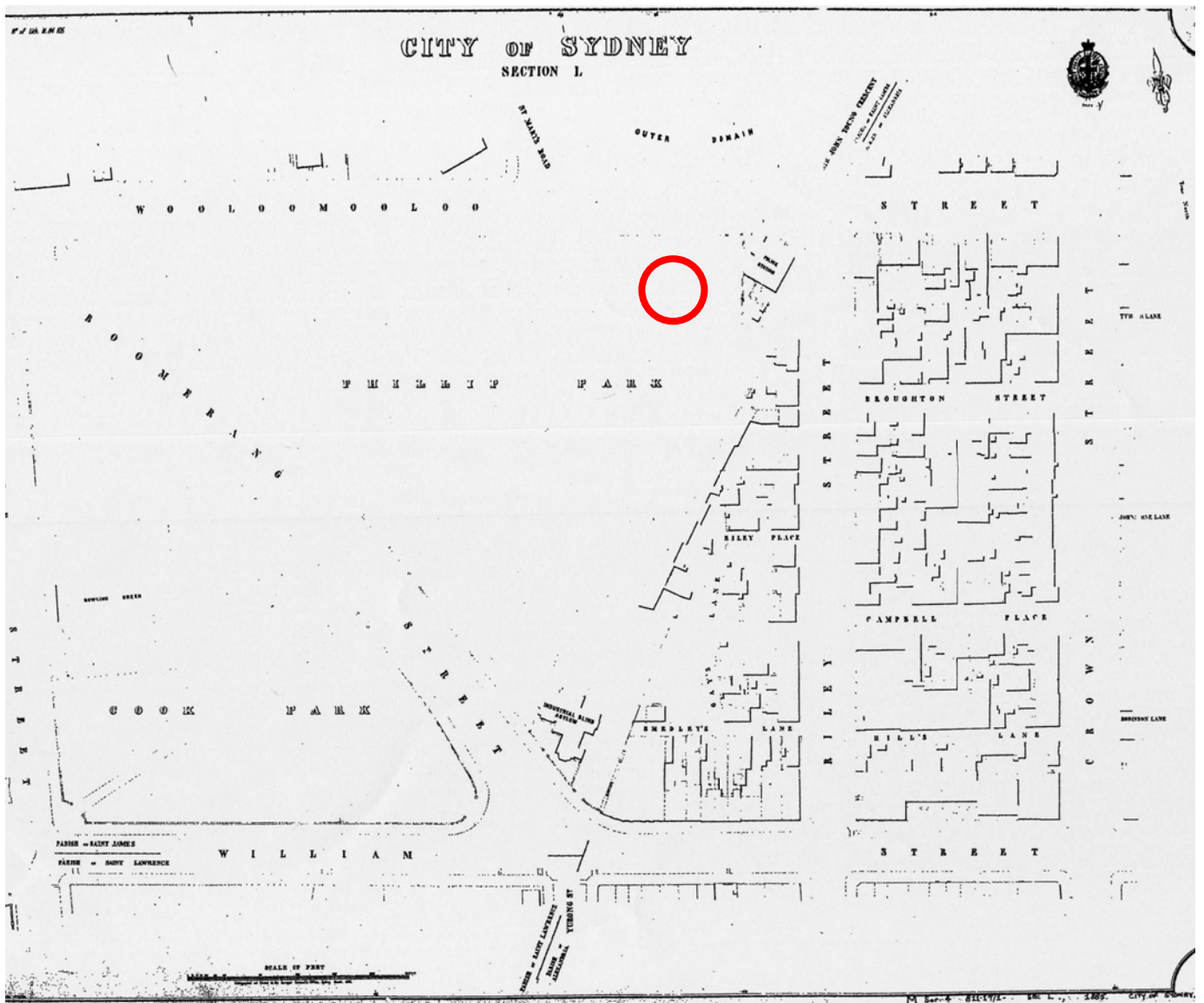


Figure 33: Cook Park, Metropolitan Detail Series, 1885, Section L, Mitchell Library, MSER 811.17/1.



Figure 34: HEC Robinson, *Map of Sydney* (detail), c1898, Sydney City Archives.



Figure 35: City of Sydney (Detail), 1903, Department of Lands, Sydney City Archives, no ref number.

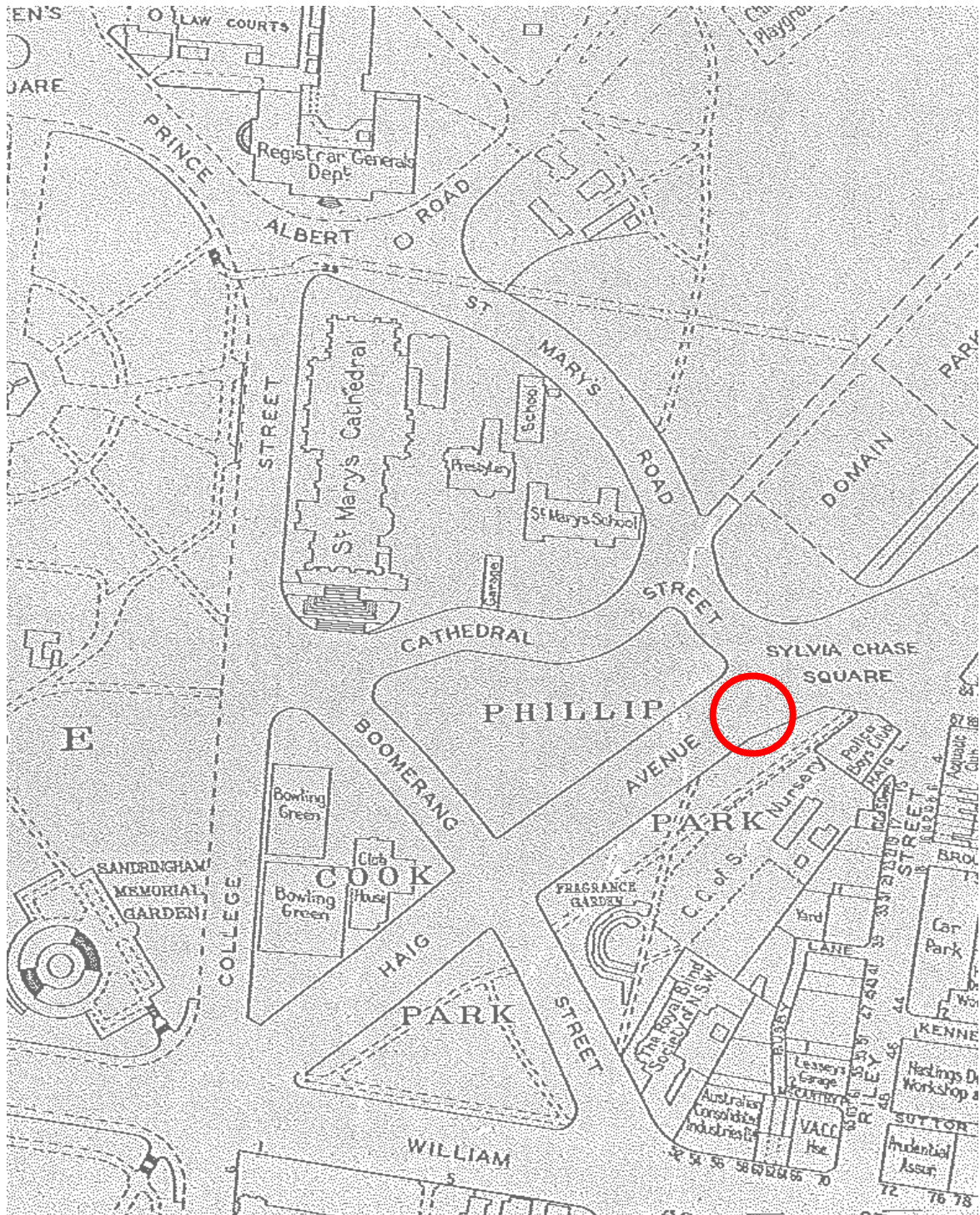


Figure 36: City Building Surveyors Detail Sheet (detail), 1949, Sydney City Archives, no ref number.

2.5 Belmore Park Zone Substation (Site 3)

The site was initially part of the Brickfields, where the production of bricks, roofing tile and pottery production was concentrated from early 1788. From 1829 the site was used for cattle markets, apparently open air fenced yards. These open markets were replaced in 1869 by the Belmore Markets building which housed Sydney's main produce markets.

The main building on the site was the Hotel Sydney which opened about 1918 (Fig. 37). Its demolition left the present carpark.



Figure 37: “Hotel Sydney, 138 Hay Street & 448 Pitt Street”, 1920-1939, State Library of NSW.

2.6 New Sub-transmission Switching Station (STSS), Riley Street (Site 6)

This site was vacant throughout much of the nineteenth century. On the 1886 survey it is described as Burdekin's Paddock” (Fig. 38).

In 1902 the site was occupied by F. Lassetter and Co., machine yard and workshops and in 1913 by Newlands Bros “Metallic Bedstead and Wire Mattress Manufacturers”, and by Anderson Bros., “manufacturers of babies' carriages and invalids' chairs”.²⁹ The most recent building on the site was a building listed on Council's LEP as a heritage item, the Former Industrial Sugar Mills Pty Ltd, a two-storey inter-war warehouse. This building has since been demolished, leaving a basement level hole (Fig. 39).

²⁹ *Sands Directory*, 1902 and 1913.

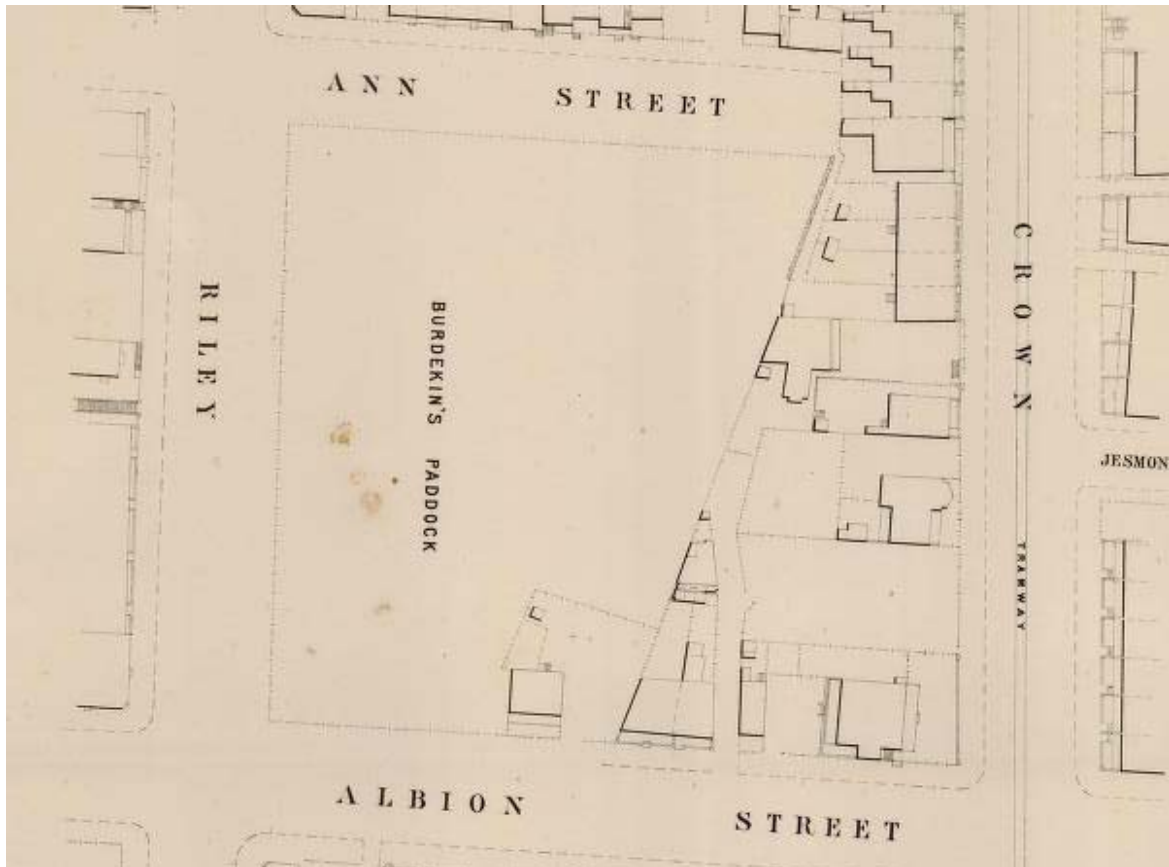


Figure 38: Detail from 1886 survey showing site as vacant paddock. Sydney Metropolitan Detail Series, Sheet V1, 1886. State Library of NSW online plan collection.



Figure 39: Site 6, looking from Riley Street to the north east, 21/2/08.

3.0 Assessment of Archaeological Potential

3.1 Archaeological Potential

Archaeological potential is the potential or likelihood of a site to contain archaeological remains that are protected by the relics provision of the NSW *Heritage Act* 1977. An assessment of potential is based on historical research and a physical evaluation of the site. The identification of the level of archaeological potential as low, medium or high indicates the presumed level of impact on predicted archaeological resource. The degree of archaeological potential does not necessarily equate with the identified level of significance. An area may be mostly intact but it may have little heritage significance.

Therefore if an area is considered to have a:

- **high level** of archaeological potential there is a high probability that the predicted archaeological resource in that area is reasonably intact as there has been no or little impacts following the demolition of the known structures.
- **medium level** of archaeological potential if there is a medium probability that the archaeological resource in that area is partially or mostly intact but there has been some impact on its integrity through later development.
- **low level** of archaeological potential if there is a low probability that the archaeological resource in that area survives as there have been extensive impacts by known later development or works.

3.2 Study Area

The sites considered in this assessment are shown in Figure 1. They are:

3. Belmore Park Zone Substation;
4. Potential ventilation shaft and services building;
5. City East Zone Substation (vicinity of Phillip / Bligh / Hunter / Streets, site yet to be determined);
6. New Sub-transmission Switching Station (STSS), Riley Street, Surry Hills;
7. Dalley Street Zone Substation.

Most of these sites were considered in the Archaeological Zoning Plan for Central Sydney (1992):

3. Belmore Park Zone Substation (430-450 Pitt Street) – Area of Archaeological Potential (AAP).
4. Potential ventilation shaft and services building (Cook and Phillip Park) – Area of Archaeological Potential (AAP).
5. City East Zone Substation (59 Phillip Street) – Area of Archaeological Potential – Deeper Sub-Surface Features (AAP-DSF).
6. New Sub-transmission Switching Station (STSS), Riley Street, Surry Hills - area not covered by plan.
7. Dalley Street Zone Substation (8-16 Dalley Street) – Area of Archaeological Potential – Deeper Sub-Surface Features (AAP-DSF).

3.3 Assessment of Archaeological Potential

The archaeological potential of the above sites is:

Belmore Park Zone Substation (Site 3)

This site was archeologically assessed and tested by Casey & Lowe in 1996. The assessment indicated that the site had been part of the early brickfields and that evidence for brick making and pottery and roofing tile manufacturing may be present. Later uses included the Cattle Market, the Belmore Market, and the Hotel Sydney.

The site was tested by machine and the results were as follows:

- An area approximately 20 x 20m in the eastern side of the site was tested. The area was chosen because ground plans of the Hotel Sydney, the last building on the site, indicated that the eastern side was potentially less disturbed by footings and cellars than elsewhere.
- The testing revealed numerous dry-pressed brick and concrete footings and services. Their size and spacing indicated that no *in situ* pre-1900 remains could have survived in that area.
- The unexpected level of disturbance encountered in the area tested indicates that the construction of the Hotel Sydney caused extensive disturbance to the site. It is likely that the entire site was cut down. It is therefore regarded as unlikely that any extensive area of intact nineteenth-century remains has survived.
- Based on these results we do not propose to do any further testing. We will monitor the initial bulk excavation of the site and record any items of archaeological interest that are uncovered.³⁰

Based on the results of this testing, the site's archaeological potential is regarded as low.

Potential ventilation shaft and services building, Phillip and Cook Park (Site 4)

The historical research has not identified any substantial buildings or land use in this area. It appears to have been always open space with no structures or buildings that could be considered to have left archaeological features or deposits.

City East Zone Substation, Bent Street (Site 5)

On the plans of the first half of the nineteenth century, the site appears to be built upon but by the middle of the century the northern end of the block is occupied by a garden presumably associated with the adjacent Union Club. When the Wentworth Hotel was built the Union Club moved to the proposed substation site. As this building has a lower ground floor, the potential for archaeological remains is considered to be restricted to deeper features such as wells (or the basements of former buildings). There is potential for remains dating to the early 1800s.

New Sub-transmission Switching Station (STSS), Riley Street, Surry Hills (Site 6)

The whole site has been excavated down to basement level. The site is considered to have no archaeological potential.

Dalley Street Zone Substation (Site 7)

This site is situated towards the mudflats at the mouth of the Tank Stream. It appears to be immediately adjacent to the rock-cut tanks that had been cut out of bedrock to store water and

³⁰ Extract from letter report to the Heritage Office, 13 September 1996.

which gave the stream its name. This implies that exposed bedrock was present in the immediate area and that the mudflats proper were further north. The site of the proposed work should be within the Tank Stream valley and therefore the soil profiles in the area should reflect the pre-1788 as well as the early historical environment. The archaeology and history of the Tank Stream valley is an important resource.

Post-1788 land-use includes being part of the grounds of the Female Orphan School, a group of small houses off Queen's Court, and a small street running off Queens Place (Dalley Street). Some of these houses are located under the site of the existing substation.

4.0 Assessment of Heritage Significance

4.1 Basis of Assessment of Heritage Significance

To identify the heritage significance of an archaeological site it is necessary to discuss and assess the significance of the study area. This process will allow for the analysis of the site's manifold values. These criteria are part of the system of assessment which is centred on the *Burra Charter* of Australia ICOMOS.³¹ The Burra Charter principles are important to the assessment, conservation and management of sites and relics. The assessment of heritage significance is enshrined through legislation in the NSW *Heritage Act* 1977 and implemented through the NSW *Heritage Manual* and the *Archaeological Assessment Guidelines*.³²

The various nature of heritage values and the degree of this value will be appraised according to the following criteria:³³

4.1.1 Nature of Significance Criteria:

Criterion (a): *Historic Significance - (evolution)*

an item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (b): *Associative Significance - (association)*

an item has strong or special association with the life or works of a person, or group of persons, or importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (c): *Aesthetic Significance - (scenic qualities / creative accomplishments)*

an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the local area);

Criterion (d): *Social Significance - (contemporary community esteem)*

an item has a strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the cultural or natural history of the local area);

Criterion (e): *Technical/Research Significance - (archaeological, educational, research potential and scientific values)*

an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (f): *Rarity*

an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (g): *Representativeness*

an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places of cultural or natural environments (or the cultural or natural history of the local area).

³¹ International Council on Monuments and Sites

³² NSW Heritage Office 1996:25-27.

³³ NSW Heritage Office 1996.

To be assessed as having heritage significance an item must:

- meet at least one of the one of the seven significance criteria; and
- retain the integrity of its key attributes.

Items may also be ranked according to their heritage significance as having:

- Local Significance
- State Significance

4.1.2 Research Potential

Research potential is the most relevant criterion for assessing archaeological sites. However, assessing research potential for archaeological sites can be difficult as the nature or extent of features is sometimes unknown, therefore judgements must be formed on the basis of expected or potential attributes. One benefit of a detailed archaeological assessment is that the element of judgement can be made more rigorous by historical or other research.³⁴

Assessment of Research Potential

Once the archaeological potential of a site has been determined, research themes and likely research questions identified, as addressed through archaeological investigation and analysis, the following inclusion guidelines should be applied:

Does the site:

- (a) *contribute knowledge which no other resource can?*
- (b) *contribute knowledge which no other site can?*
- (c) *is the knowledge relevant to general questions about human history or other substantive problems relating to Australian History, or does it contribute to other major research questions?³⁵*

If the answer to these questions is yes then the site will have archaeological research potential.

4.2 Discussion of Archaeological Significance

This discussion of significance only deals with the values associated with the archaeological potential of the sites.

4.2.1 Criterion (a): *Historic Significance - (evolution)*

an item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);

The Dalley Street site and sites in the vicinity of Bent Street represent all stages of the Sydney CBD's occupation and urbanisation through their association with the Female Orphan School, the Tank Stream, and nineteenth-century housing including slum housing.

³⁴ NSW Heritage Office 1996:26.

³⁵ Bickford, A. & S. Sullivan 1984:23.

4.2.2 Criterion (b): *Associative Significance – (association)*

an item has strong or special association with the life or works of a person, or group of persons, or importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

None of the sites appear to be connected with any persons or groups of particular importance.

4.2.3 Criterion (c): *Aesthetic Significance - (scenic qualities / creative accomplishments)*

an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the local area);

Any archaeological remains on the subject sites are not expected to demonstrate this criterion.

4.2.4 Criterion (d): *Social Significance - (contemporary community esteem)*

an item has a strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the cultural or natural history of the local area);

Archaeological remains within the subject sites would have a high level of interest among that section of the community who is interested in the history and development of early Sydney.

4.2.5 Criterion (e): *Technical/Research Significance - (archaeological, educational, research potential and scientific values)*

an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);

Any archaeological remains present on the Dalley Street and Bent Street sites could have the potential to reveal information about the early development of Sydney. The small houses off Dalley Street, later resumed as a slum area, could retain archaeological features and deposits that would provide information on standards of living, material culture, and slum housing. Soil profiles from the Tank Stream valley would contribute to knowledge of Sydney's environmental history.

4.2.6 Criterion (f): *Rarity*

an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);

The archaeological resource in the Sydney CBD area is a limited resource and decreases further whenever a property is redeveloped. The sites where remains of early dwellings may be present, such as at the Dalley Street site and sites in the vicinity of Bent Street, are considered to be a small surviving example of this kind of site.

4.2.7 Criterion (g): *Representativeness*

an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places of cultural or natural environments (or the cultural or natural history of the local area).

The archaeological remains at the Dalley Street site and sites in the vicinity of Bent Street would be representative of types of housing allotments in early nineteenth-century Sydney.

Archaeological Significance

Does the site contribute knowledge which no other resource can?

The Dalley Street site may be able to contribute information on nineteenth-century slum housing that few other sites in the Sydney CBD area can match.

Does the site contribute knowledge which no other site can?

Few sites in the Sydney CBD area or elsewhere would contain the potential archaeological remains that may be present in the Dalley Street site.

Is the knowledge relevant to general questions about human history or other substantive problems relating to Australian History, or does it contribute to other major research questions?

The Dalley Street site and sites in the vicinity of Bent Street have the potential to contain archaeological features and deposits that will contribute to knowledge about nineteenth-century housing in Sydney. The Dalley Street site could contribute to the nature of slum housing in this period.

4.3 Statement of Archaeological Significance

The Dalley Street site and sites in the vicinity of Bent Street contain a range of potential archaeological remains associated with the history and development of Sydney. Among these remains are soil profiles in the Tank Stream valley, the early Female Orphan School, early nineteenth-century residential occupation and later nineteenth-century slum housing. [*This statement will need to be updated once the exact extent of the sites and their archaeological resource has been established*]

5.0 Results and Recommendations

The following recommendations are made to the client and are based on the research undertaken for this assessment.

These recommendations are premised upon:

- i) The legal requirements of the Relics provisions of the S.139 *Heritage Act* 1977 (amended) where it is:

illegal to disturb or excavate any land for the purpose of discovering, exposing or moving a relic, not being a relic subject to a conservation instrument, except in accordance with an excavation permit

- ii) The Australia ICOMOS *Burra Charter* for the conservation of places of heritage significance;
- iii) The historical research, assessment of archaeological potential and the statement of archaeological and heritage significance included in this report.

5.1 Results

This assessment indicates that:

- The Dalley Street site and sites in the vicinity of Bent Street have the potential to retain archaeological remains of nineteenth-century housing. The Belmore Park site has a low level of archaeological potential. The remaining sites have little or no archaeological potential.
- The study areas for the sites have not been able to be exactly determined due to the lack at this stage of available site plans showing areas of impact.

5.2 Recommendations

1. The archaeological potential and significance of the Dalley Street site and sites in the vicinity of Bent Street should be reassessed once the exact study areas and nature of impacts are known. This will require additional historical research.
2. The Dalley Street site and sites in the vicinity of Bent Street are likely to require archaeological testing to determine the nature and integrity of archaeological remains. If substantive remains are identified these will need to be subject to a detailed archaeological recording program.
3. The Belmore Park site should be monitored during initial earthworks to determine whether any remains dating to the brickfield period are present.
4. The nature of possible remains in the Cook and Phillip Park area should be revisited once the location of the control centre is known.