



# DANKS STREET SOUTH

## STATEMENT OF HERITAGE IMPACT

Prepared for City of Sydney  
April 2017

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# EXECUTIVE SUMMARY

Recent development proposals and rapid change within the southern inner city encouraged the City of Sydney to investigate options for the future development of an area immediate south of Danks Street, Waterloo. A number of studies were prepared for the Danks Street South Precinct (DSS) including a Planning Proposal, Urban Design Strategy and Draft Development Control Plan Amendment.

The Precinct is approximately 92,500 square metres and comprises 11 separate lots under different ownership. The site's northern boundary has two small frontages to Danks Street in the north, Bourke Street to the east, McEvoy Street to the south and Morehead Street to the west.

Within the precinct are five heritage items (Pressure Tunnel and Shafts; Sydney Water Pumping Station & Valve House; Electricity Substation No. 18; 222 Young Street, Waterloo) and it is adjacent to a Heritage Conservation Area (Waterloo Heritage Conservation Area) and a number of other heritage items. (Grosvenor Terrace, 62-116 Morehead Street; 1-27 Wellington Street).

The objectives of the Planning Proposal, Urban Design Study and DCP amendments are to enable orderly redevelopment of the precinct for a mix of uses with good access to transport, social infrastructure, employment, good and services and responding to the existing context appropriately. The Urban Design Study in particular is intended to establish detailed development guidelines including building heights, floor space ratio (FSR), and the location of new streets and open spaces (including two public parks and a plaza).

The Urban Design Study investigated a number of options and recommended a scenario with a range of buildings of various heights across the site, including two towers, without building over easements and a central local park and a plaza around the Pump and Valve Houses. This option has been carefully designed to minimise any impact upon the heritage sites within or adjacent to the DSS Precinct.

Overall, the proposed development of the DSS Precinct as outlined in the City of Sydney documents will have minimal heritage impact on the heritage items within the precinct or the adjoining HCA or heritage items. The City of Sydney should be commended for its efforts considering the complex issues involved with this site, and the demand for achieving commercially viable FSRs. This report contains a number of recommendations to assist in minimising any potential impact and facilitate best heritage practice with any future development within the DSS Precinct.

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# 1. BACKGROUND

## 1.1 INTRODUCTION

In late 2016, the City of Sydney prepared a Planning Proposal, Urban Design Strategy and Draft Development Control Plan Amendment for an area identified as the Danks Street South (DSS) precinct in Waterloo. Matt Devine, Architect and Heritage Specialist was commissioned to prepare a Statement of Heritage Impact for this site and its current proposals.

The relevant planning and design documents were partly developed in response to a planning proposal for 903-921 Bourke Street submitted in late 2015 by Dahua and partly in acknowledgement of the rapid changes occurring in this part of the city. Within the precinct are five heritage items and it is adjacent to a Heritage Conservation Area and a number of other heritage items. (Many documents identify four heritage items only; these generally exclude the Pressure Tunnel and Shafts that stretch from Potts Hill to Waterloo, enter the DSS Precinct from the west roughly in line with Wellington Street and terminate in a shaft within the Valve House.)

This document includes a brief summary of the history of the area/site, followed by a detailed description and analysis. The proposed works are reviewed, including a number of options. The heritage impact of the works is considered with recommendations to minimise any potential negative impacts.

## 1.2 SITE OVERVIEW

The subject site is a large precinct, in the southern part of the City of Sydney Local Government Area, within the suburb of Waterloo. The precinct is bounded by Bourke Street to the east, McEvoy Street to the south, Morehead Street to the west and has two small frontages to Danks Street. It comprises 11 separate lots, with a total site area of approximately 92,500 square metres.

Figure 1.1: Location map – Approximate position of the DSS Precinct marked in red.

Source: Google maps, sourced 07.04.17

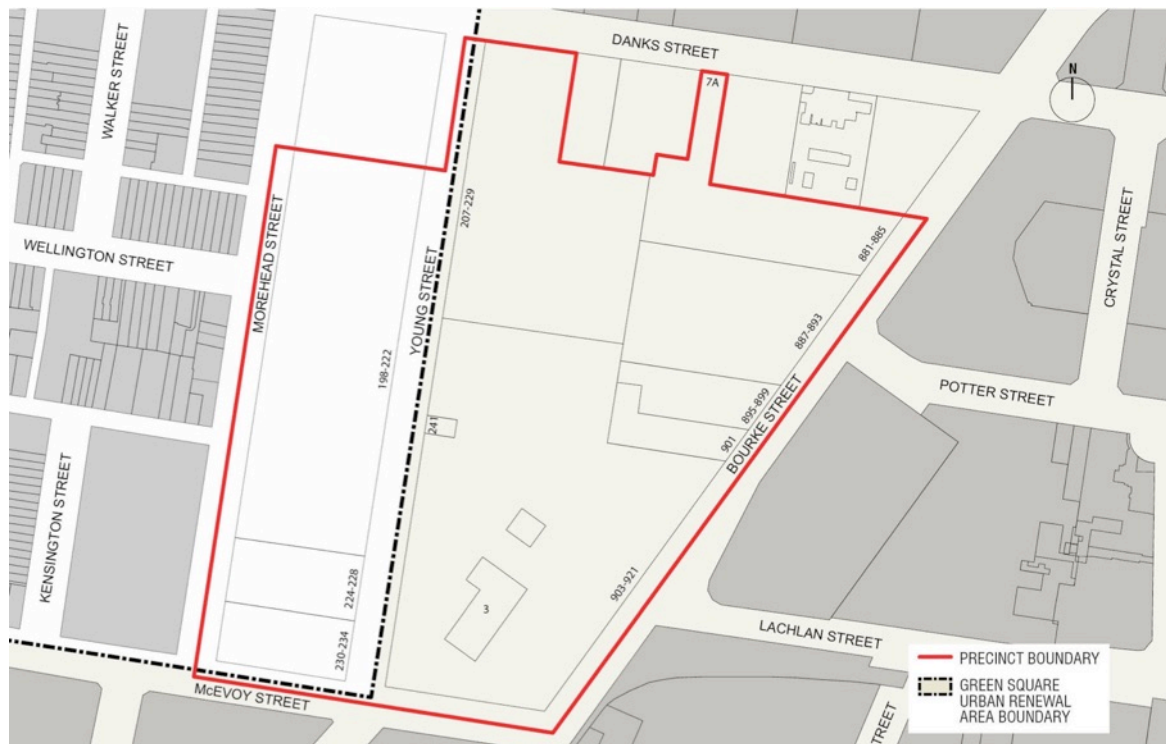
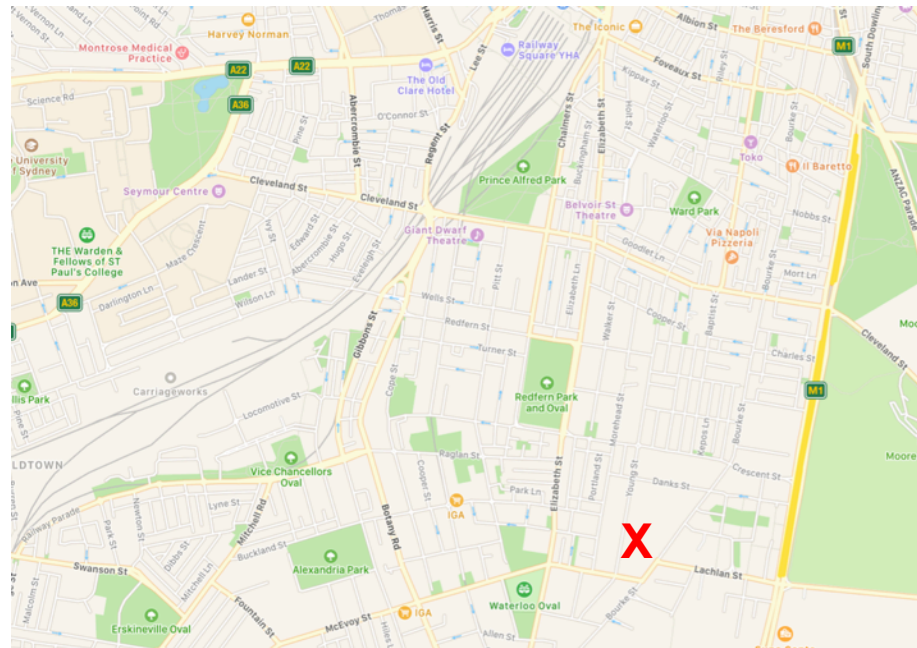


Figure 1.2: DSS Precinct Boundary

Source: City of Sydney, Danks Street South Urban Design Study (UDStudy), November 2016

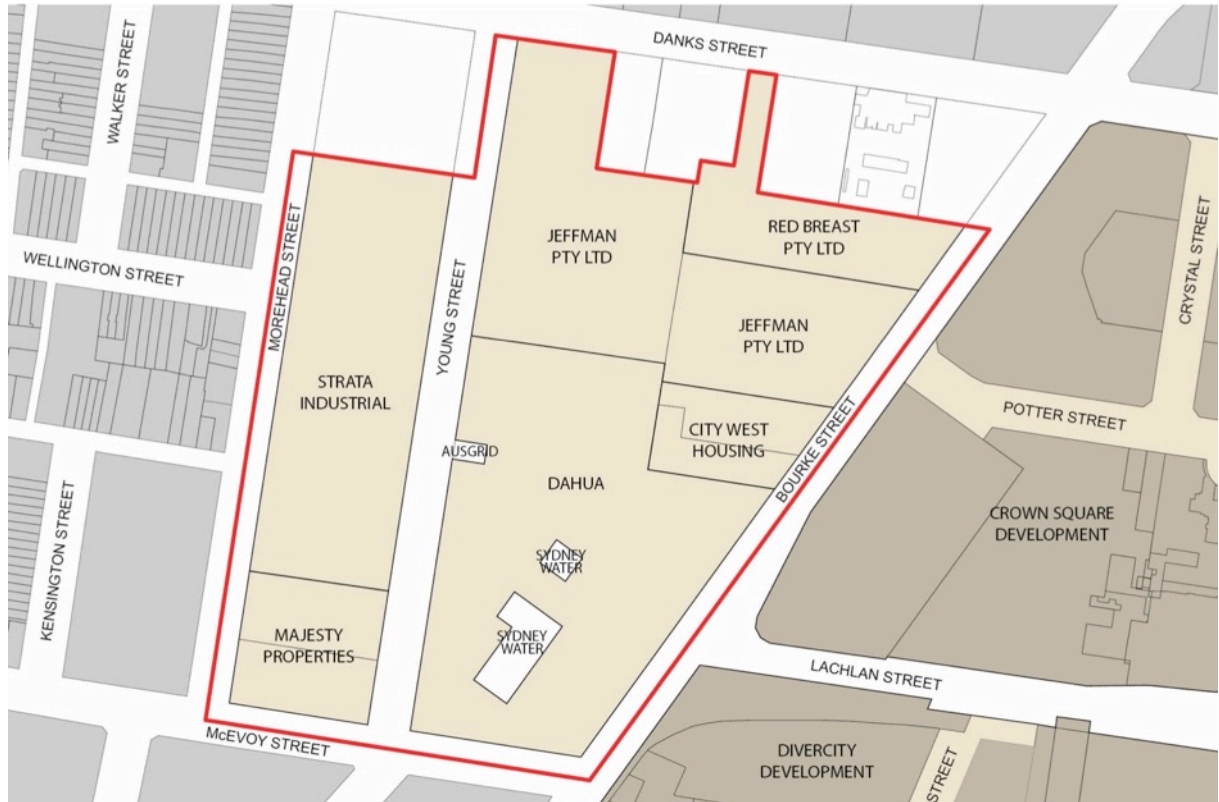


Figure 1.3: DSS Precinct Site Boundary & Land Ownership  
 Source: UDStudy

### 1.3 STATUTORY HERITAGE LISTINGS

Heritage listing provides a mechanism for preserving places valued by the community for present and future generations. Listing is a key constraint to future development insofar as it supports community recognition of heritage values, and in some cases provides statutory protection for those values. Listing does not prevent changes being made to a heritage place; rather, it allows for sympathetic development through a regulated approvals process or through a formal exemption process.

The following schedule gives the relevant Statutory Heritage Listings for the DSS Precinct:

Table 1: Statutory Listings

Listing	Instrument	Details
Pressure Tunnel and Shafts	State Heritage Register	Item No: 01630
	Sydney Water s.170 Heritage & Conservation Register	Item No: 4570942
Sydney Water pumping station and valve house including interiors and associated underground pipework, Bourke Street, Waterloo	Local Environment Plan 2012	Item No: I2073
	Sydney Water s.170 Heritage & Conservation Register (WP0008)	Item No: 4570470
Commercial building part of "Federation Business Centre" including interior, 222 Young Street, Waterloo	Local Environment Plan 2012	Item No: I2103
Electricity Substation Including Interior, 241 Young, Waterloo	Local Environment Plan 2012	Item No: I2104
Waterloo Heritage Conservation Area (adjacent to DSS Precinct)	Local Environment Plan 2012	Item No: C70
Terrace group including interiors, 1–27 Wellington Street, Waterloo (adjacent to DSS Precinct)	Local Environment Plan 2012	Item No: I2101
"Grosvenor Terrace" including interiors, 62–116 Morehead Street, Waterloo (adjacent to DSS Precinct)	Local Environment Plan 2012	Item No: I2089

A number of these items are also included on non-statutory heritage registers, including the Register of the National Trust of Australia (NSW).

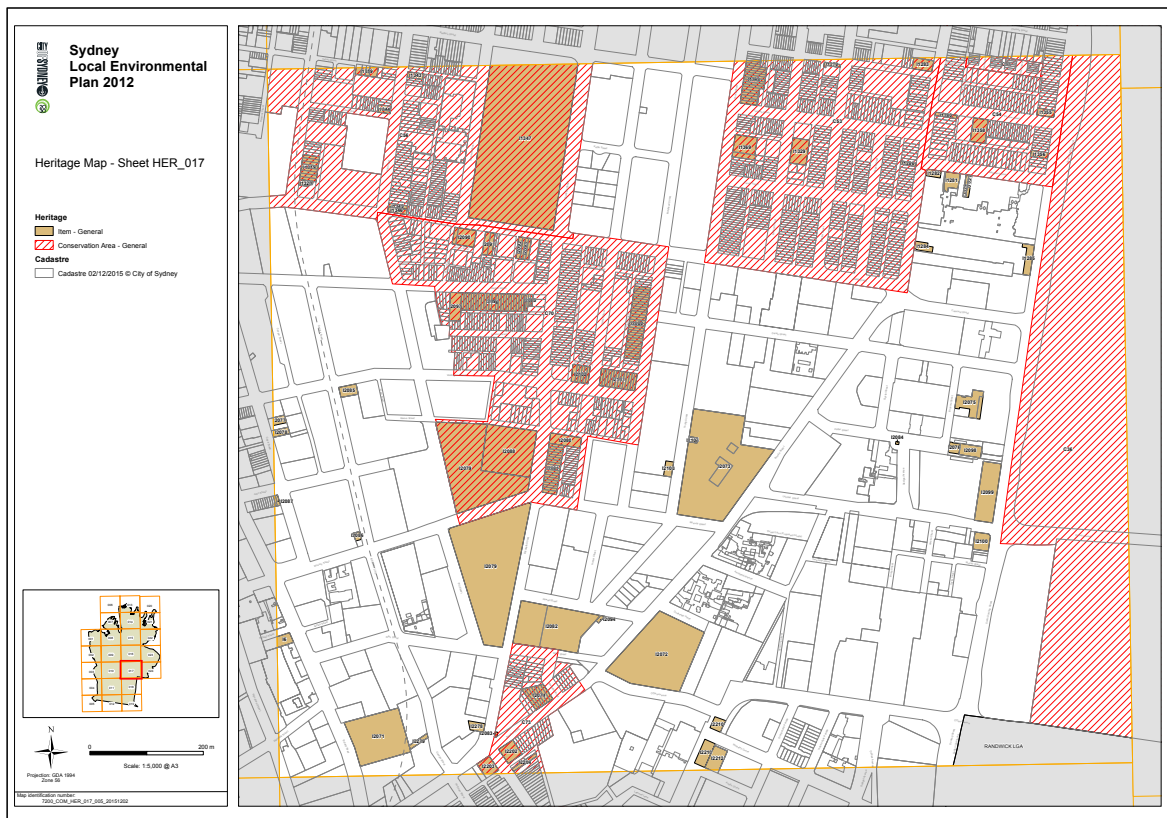


Figure 1.5: Sydney LEP 2012 – Heritage Map – Sheet HER\_017

Note: Item Nos: I2073, I2103 and I2104 are within the DSS Precinct, and C70, Item Nos: I2101 and I2089 are immediately adjacent to DSS.

Source: City of Sydney



Figure 1.6: DSS Precinct – location of heritage items within precinct

Source: UDStudy

## 1.4 TERMS AND ABBREVIATIONS

The *Burra Charter* provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. Conservation related terminology used in this Plan is consistent with the meanings ascribed in the *Burra Charter*.

Abbreviations used in this document include the following:

<b>CMP</b>	Conservation Management Plan
<b>DCP</b>	Development Control Plan
<b>HCA</b>	Heritage Conservation Area
<b>LEP</b>	Local Environmental Plan
<b>HIS</b>	Heritage Impact Statement
<b>SHR</b>	State Heritage Register
<b>SHI</b>	State Heritage Inventory
<b>SoHI</b>	Statement of Heritage Impact
<b>s170</b>	Section 170 Heritage & Conservation Register
* * * *	
<b>PP</b>	Planning Proposal: Danks Street South Precinct, Waterloo
<b>DraftDCP</b>	Draft Sydney Development Control Plan 2012 - Danks Street South Precinct Amendment
<b>UDStudy</b>	Danks Street South Urban Design Study

## 1.5 AUTHORSHIP AND ACKNOWLEDGEMENTS

This SOHI has been prepared by Matt Devine, Architect and Heritage Specialist. Unless otherwise identified, photographs are by Matt Devine.

## 1.6 LIMITATIONS

The commission for this project relied on the use of existing documents, provided by the City of Sydney and publicly available. No original historical research or heritage assessment has been undertaken.

No archaeological research has been undertaken. However, the review of existing documentation has provided implications for the whole of the DSS Precinct.



## 1.7 REFERENCES

### 1.7.1 GENERAL

<b>Author</b>	<b>Title</b>	<b>Date</b>
Australia ICOMOS	<i>Burra Charter</i>	2013
Heritage Office and Department of Urban Affairs & Planning	<i>Altering Heritage Assets (Heritage Council Policy No. 2 )</i>	1996
NSW Heritage Council / Heritage Branch	<i>Assessing Heritage Significance</i>	2001
NSW Heritage Office, RAIA NSW Chapter	<i>Design in Context: Guidelines for Infill Development in the Historic Environment</i>	2005
NSW Heritage Office and Department of Urban Affairs & Planning	<i>Statements of Heritage Impact</i>	2002
NSW Minister for Planning	<i>Section 117 Directions (under section 117(2) of the Environmental Planning and Assessment Act 1979 )</i>	2015

### 1.7.2 SITE SPECIFIC

<b>Author</b>	<b>Title</b>	<b>Date</b>
City of Sydney	<i>Planning Proposal: Danks Street South Precinct, Waterloo (PP)</i>	November 2016
City of Sydney	<i>Draft Sydney Development Control Plan 2012 - Danks Street South Precinct Amendment (DraftDCP)</i>	November 2016
City of Sydney	<i>Danks Street South Urban Design Study (UDStudy)</i>	November 2016
Graham Brooks & Associates	<i>Planning Proposal: 903-921 Bourke Street, Waterloo - Statement of Heritage Impact (GBASHI)</i>	October 2015
RPS Australia East Pty Ltd	<i>903-921 Bourke Street, Waterloo – Archaeological Heritage Due Diligence Assessment (AHDDA)</i>	October 2015

## 2. HISTORY & DESCRIPTION

### 2.1 HISTORIC BACKGROUND

#### 2.1.1 WATERLOO

Contained within the *Planning Proposal: 903-921 Bourke Street, Waterloo - Statement of Heritage Impact* (GBASHI), prepared by Graham Brooks & Associates in October 2015 is a brief historical description of the locality, sourced from *The Pictorial History of South Sydney*. This is reproduced below to provide context for this document:

*The plentiful supply of water in the Waterloo area attracted its first industry, a water mill for grinding wheat into flour which was erected in 1820. When Governor Macquarie visited the mill the Sydney Gazette reported: So highly was his Excellency gratified by the performance of the undertaking that he bestowed upon it the name of Waterloo Mills. The great Battle of Waterloo, in which Wellington defeated Napoleon, had been fought five years earlier.*

*The first land grant in the area was to John Thomas Campbell, Macquarie's secretary in 1825. He named it Mount Lachlan Estate in honour of the governor, but sold the 185 acres four years later to Daniel Cooper and William Hutchinson. The land then became tied up in the Cooper Estate until World War I, although development took place on leasehold land before then.*

*By the 1850s Waterloo was an industrial suburb with factories such as Alderson's Woolwash, Forsythe's Rope Works and a number of local dairies. The suburb was bounded on the east by sand hills and scrub which later became Moore Park.*

*Waterloo became a borough in 1860 and the first Council meeting was held at the residence of Mr William Brown on the corner of Botany Road and Buckland Street. Later meetings were held in a room attached to Quin's bakery, the site of the present Cauliflower Hotel on the corner of Botany Road and Wellington Street.*

*Waterloo rapidly progressed as an industrial area. In 1910 there were only about a dozen industries within the municipality, but by 1914, there were over a hundred.*

Parts of the former Campbell grant were sold and subdivided for housing in 1879, partly to provide accommodation for workers associated with the adjacent industries. Much of the terrace housing in the area dates from this period. By 1943, the DSS Precinct was almost entirely developed with industrial buildings.



Figure 2.1: 1943 Aerial photo  
Source: Six maps

During the mid-20th century, large parcels of land were cleared for the provision of social housing, in a range of forms, including towers. From the late-20th century, Waterloo began evolving, especially in the eastern areas, changing from an area of industry to one with increasing amounts of medium to high-density residential development with some commercial development as well.

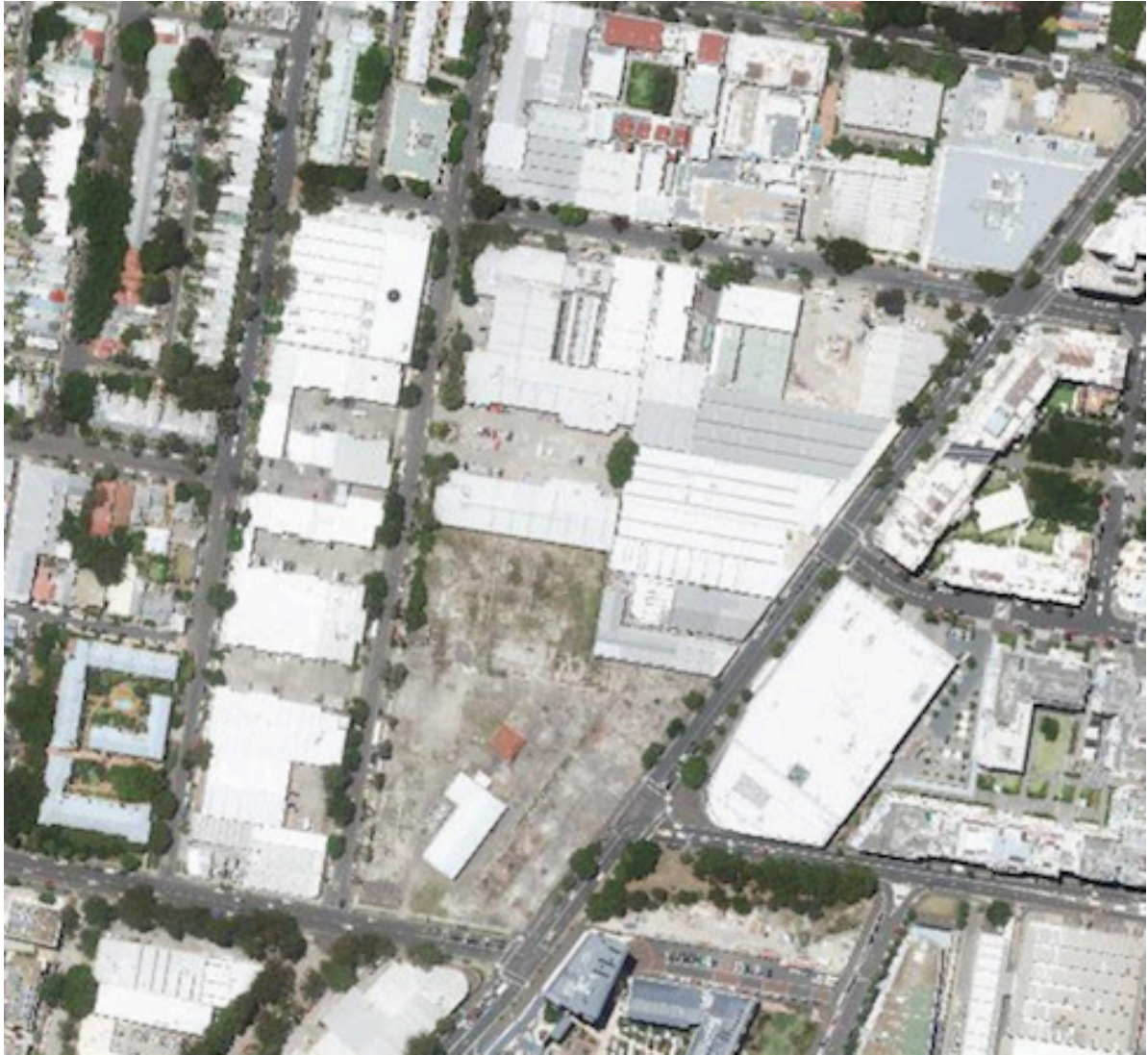


Figure 2.2: Current aerial photo  
Source: Six Maps

## 2.1.2 903-921 BOURKE STREET, WATERLOO

A major portion of the DSS Precinct is a parcel of land at 903-921 Bourke Street, bounded also by Young and McEvoy Streets. This parcel is owned by Dahua and was the subject of a planning proposal in late 2015. This land was originally a Sydney Water site, and still contains a number of important Sydney Water utilities.

The State Heritage Inventory listing for this site contains the following brief chronology (plus some information from GBASHI):

1910	1.5ha site acquired by Metropolitan Board of Water Supply and Sewerage
1912	Electricity Substation built
1922/3	Waterloo Pumping Station Built
1927	Pump House building extended
1929-35	Construction of the Pressure Tunnel and Shafts
1935-36	Central Workshop and depot Buildings, including Main Machine Shop erected to repair and maintain vehicles, plant and equipment and storage depot for construction plant
1988	Waterloo Central Workshop closed and equipment removed
1995-96	Demolition of Central Workshop buildings. Only the Pumping Station, Valve House and substation were left remaining on site
2014-15	Sydney Water subdivides the Pumping Station and Valve House from the rest of the site, with appropriate easements. These assets and associated underground services are retained in Sydney Water ownership and continue to be used to regulate water flow and pressure for the eastern suburbs of Sydney
2015	The remainder of the site is sold to Dahua



## 2.3 PHYSICAL DESCRIPTION

The Danks Street South Precinct is a complex location, with rapid development pressures within a mixed area of residential, commercial and light industrial uses, and also within a historic context and a number of major heritage items and important utilities. As such, the physical description below is divided into parts, with an overall description, followed by descriptions of the relevant components. Part of the physical description below is paraphrased from the UDStudy, PP and SHI listings for the relevant items.

### 2.3.1 DANKS STREET SOUTH PRECINCT GENERALLY

The Danks Street South Precinct (DSS) is located in Waterloo, and comprises 11 separate lots. The total site area is approximately 92,500 square metres; the lots range in size from 140 – 19,350 square metres. The site's northern boundary has two small frontages to Danks Street in the north, Bourke Street to the east, McEvoy Street to the south and Morehead Street to the west. The precinct is relatively flat with a small cross fall of approximately 4 metres from north to south.



Figure 2.3: Aerial photo showing DSS Precinct Site Boundary  
Source: UDStudy



Retail/commercial spaces and warehouse/light industrial buildings occupy approximately half of the DSS Precinct. The southern portion of the DSS (bounded by Young, McEvoy and Bourke Street) is vacant except for three heritage buildings, with evidence of concrete slabs and footings of demolished structures across much of the site.

The majority of the warehouse / light industrial buildings are 2-3 storeys in height and were constructed c1990. Facing Bourke Street are a number of significantly older buildings.

The two Sydney Water buildings, the Valve House and the Pump House, and the electricity sub-station are still operational, housing infrastructure that provides electricity to the area and drinking water to the eastern suburbs.

Currently, there are few vacant tenancies across the DSS precinct.

### 2.3.2 HERITAGE ITEMS WITHIN DSS

Within the DSS Precinct, there are five identified heritage items, as follows:

#### Pressure Tunnel and Shafts

Completed in 1933, the Pressure Tunnel is a pair of 16 km long tunnels, each 1.8 metres in diameter, starting at Potts Hill, and passing under Chullora, Bankstown, Enfield, Canterbury, Ashfield, Petersham, Marrickville, Erskineville, and terminating at the subject site at Waterloo. Each tunnel is lined with a bitumen-coated steel tube, filled with sand-cement mortar, with concrete between the tunnel walls and the lining tube. The tunnels' depth below ground varies from 15-67m (depending on the height of the ground relative to sea-level), with a maximum grade of 1:100 and a minimum of 1:2000. It was constructed to assist in the supply of water to the eastern suburbs of Sydney and is still in use.

To facilitate access and maintenance, 17 metal lined shafts were constructed along the Pressure Tunnel, with the last shaft being Shaft 17, located within the Valve House on the site.

#### Sydney Water Pumping Station & Valve House, 903-921 Bourke Street, Waterloo

The parcel of land at 903-921 Bourke Street is identified as an individual heritage item within the LEP2012. On this site are a number of specific structures, being the Pumping Station and Valve House. The Pressure Tunnel and Shafts are also partly on this site as well.

#### Pumping Station

Dating from 1923, the Pumping Station is a large reinforced concrete building, with a corrugated metal roof and featuring simplified neo-classical detailing. The main façade faces south with parapeted gable above an arched pediment below featuring the words "Metropolitan Board of Water Supply and Sewerage"

above a roller door – the principal access to the building. The northern wall is simpler with rendered brickwork for a possible extension to the north of the building. The side walls (facing east and west) have recessed bays, each with a dentilled cornice and high-level steel-framed windows.

In 1960, a single storey wing was added to the west side of the building to provide additional toilets and change rooms for staff. This is constructed in similar materials to the main building.

Very recently, a substation was constructed on the western side of the Pumping Station, surrounded by high wire fencing.



Figure 2.4: Pumping Station, south elevation



Figure 2.5: Detail, south elevation, Pumping Station



Figure 2.6: West elevation, looking towards north, showing substation and 1960 extension, Pumping Station



Figure 2.7: 1960 extension, Pumping Station



Figure 2.8: Substation, western elevation, Pumping Station



Figure 2.9: Rear (northern elevation), Pumping Station



Figure 2.10: Eastern elevation, Pumping Station



Figure 2.11: Detail, west elevation, showing dentils and steel-framed windows, Pumping Station





Figure 2.12: Interior, Pumping Station, 2015.  
Source: Dahua via City of Sydney



Figure 2.13: Interior, Pumping Station, 2015.  
Source: Dahua via City of Sydney

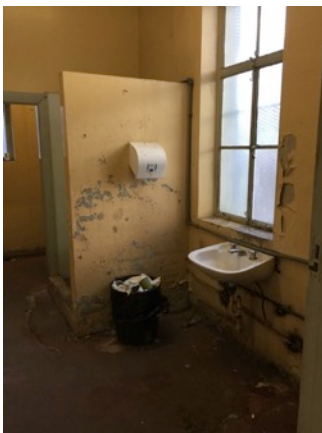


Figure 2.14: Interior, 1960 extension, Pumping Station, 2015.  
Source: Dahua via City of Sydney



Figure 2.15: Interior, 1960 extension, Pumping Station, 2015.  
Source: Dahua via City of Sydney



Figure 2.16: Interior, 1960 extension, Pumping Station, 2015.  
Source: Dahua via City of Sydney

### Valve House

The Valve House, adjacent to the Pump House is a modest rectangular brick building, with a hipped terracotta tiled roof. It was constructed c1936-37 and is typical of utilitarian buildings of this period. The external façade has engaged piers and steel-framed windows, and a roller door on the northern façade. This building houses the valves that control the flow of water from the pressure tunnel which brings water from Potts Hill.



Figure 2.17: View towards Pump House and Valve House from southwest.



Figure 2.18: Exterior, Valve House



Figure 2.19: Exterior, Valve House



Figure 2.20: Exterior, Valve House

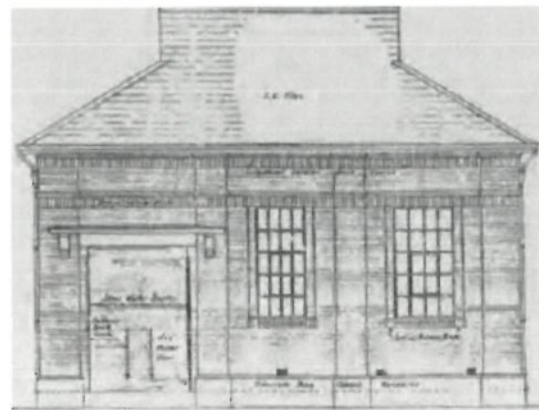


Figure 2.21: North elevation, Valve House  
Source: The Pressure Tunnel Potts Hill to Waterloo Conservation Management Plan 2006, referenced in GBASHI, p13.





Figure 2.22: Interior, looking towards shafts, Valve House, 2015.  
Source: Dahua via City of Sydney



Figure 2.23: Interior, Valve House, 2015.  
Source: Dahua via City of Sydney

#### Area surrounding Pump House & Valve House

In 1935-36, a large complex of brick buildings with saw-tooth roofs was constructed surrounding the Pump House, containing various workshops for the Metropolitan Water, Sewerage and Drainage Board including supporting the facilities on the site. This complex was called the Central Workshop and Depot and included the Main Machine Shop erected to repair and maintain vehicles, plant and equipment.

By 1988, the Central Workshop was closed and all equipment removed and in 1996, the complex was demolished except for the Pump House, Valve House and Substation No. 18. There are numerous concrete slabs and plinths scattered across the site as evidence of the former structures and supports for machinery.





Figure 2.24: Central workshops, surrounding the Pump and Valve Houses in 1943.  
Source: NSW LPI Six Maps

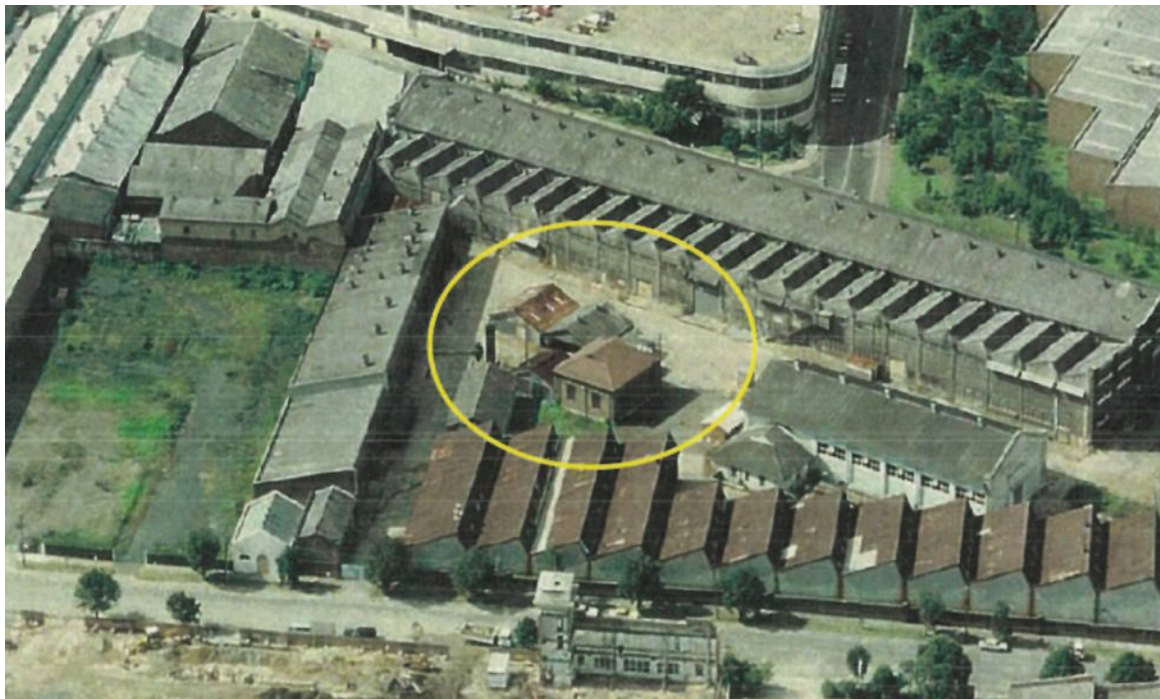


Figure 2.25: Aerial view of the Central Workshops from the west, c1989. The Valve House and Engine House are circled; the Engine House is to the left of the existing Valve House and has since been demolished.  
Source: The Pressure Tunnel Potts Hill to Waterloo Conservation Management Plan 2006, referenced in GBASHI, p15.





Figure 2.26: View across site towards Valve House, showing evidence of the location of former buildings



Figure 2.27: View across site towards south-east, showing evidence of the location of former buildings



Figure 2.28: View across site, showing evidence of the location of former buildings



Figure 2.29: View across site, showing evidence of the location of former buildings



Figure 2.30: View across site along the Young Street boundary towards the substation, showing evidence of the location of former buildings

### Electricity Substation No. 18

Located at 241 Young Street, Waterloo, Electricity Substation No.18 is a simple brick structure dating from 1912. It has a basic gable form, in painted brickwork with a corrugated metal roof. The Young Street elevation features an arched doorway and arched windows, while the rear elevation has a door and two tall thin windows.



Figure 2.31: Front elevation, Electricity Substation No.18



Figure 2.32: Rear and side elevation, Electricity Substation No.18



Figure 2.33: View to rear elevation of Electricity Substation No.18 from Bourke Street.

### 222 Young Street, Waterloo

The Federation Business Centre at 198-222 Young Street is predominantly a 2-3 storey complex of commercial buildings, dating from the late 1990s, wrapping around three sides of a parking area facing Young Street. At 222 Young Street, this complex includes an elegant two-storey early 20<sup>th</sup> century commercial building, with a tower located on the northeastern corner. It is a grand building, with a high parapet, semi-circular multi-paned windows and rendered banding. Much of this distinctive character is not evident, as the building is painted in the



same corporate colour scheme as the rest of the business centre, and trees obscure its front façade.



Figure 2.34: 222 Young Street, Waterloo, c2012  
Source: State Heritage Inventory



Figure 2.35: Side elevation, 222 Young Street,  
Waterloo, c2012  
Source: State Heritage Inventory



Figure 2.36: 222 Young Street, Waterloo



Figure 2.37: View to 222 Young Street from land adjacent to Pump & Valve Houses



Figure 2.38: View to 222 Young Street from land adjacent to Pump & Valve Houses

### 2.3.3 ARCHAEOLOGICAL ITEMS WITHIN DSS

Associated with the Planning Proposal submitted by Dahua for 903-921 Bourke Street, Waterloo, RPS Australia East Pty Ltd prepared an Archaeological Heritage Due Diligence Assessment (AHDDA) in October 2015. While this only addresses a specific part of the DSS Precinct, it does provide an indication of the likely archaeological issues across the whole precinct. According to their study, it is noted that there are no previously recorded Aboriginal Heritage sites located within their Project Area, and no site or objects identified on site. They also noted that while there is potential for Aboriginal Heritage to exist in the ground subsurface within their Project Area, this is entirely dependent upon the nature and extent of historical ground disturbance. The study noted that the closest previously recorded Aboriginal archaeological site is almost 1 km away

The study acknowledges that:

*“the relative scarcity of sites is most likely a direct result of the urban and industrial developments in the area; Aboriginal archaeological sites rarely survive such development, though some may be present that have not yet been identified.”* AHDDA, p18

Nonetheless, it also notes that:

*“depending upon the level of earth disturbance within the Project Area, there is potential for stone artefacts, middens and burials to exist and to be impacted upon by proposed works.”* AHDDA, p33

The AHDDA noted the presence of the Pressure Tunnel and Shafts, included on the State Heritage Register, entering their site from the west and rising to ground level under the Valve House. The study also outlined the rapid degree of change across the immediate area from the early land grants in the 1823, increasing industrial uses (wool washing, fellmongering, abattoirs, tanneries, boiling down works and brickworks) from the 1840s. While there were still some open spaces for market gardens and grazing of livestock in the 1870s, and a few residential developments, industrial development intensified until the 1950s, becoming larger in nature and more labour intensive. Such intense development does not preclude historical archaeology in the area, but limits its potential.

This study concludes that there is potential for Aboriginal archaeological sites to exist within the subsurface deposit of their Project Area, but that this potential is entirely related to the nature of subsurface and historical disturbances and this should be managed by preliminary investigations and monitoring during construction. It also concludes that careful placement of elements on their site should avoid any potential impact upon the Pressure Tunnel and Shaft, the only known (or likely) archaeological items within their site.

The outcomes in the AHDDA are applicable across the whole of the DSS Precinct. There is limited potential for Aboriginal archaeology across the DSS, depending on the degree of subsurface and historical disturbances. Similarly, there is limited potential for historical archaeology across the DSS Precinct.

### 2.3.4 WATERLOO HERITAGE CONSERVATION AREA & ADJACENT HERITAGE ITEMS

Immediate adjacent to the Morehead Street boundary of the DSS Precinct is the Waterloo Heritage Conservation Area (HCA). This HCA is significant as it incorporates many early subdivisions set across a steeply sloping site, and in particular, the Victoria Town Subdivision bounded by Phillip, Elizabeth, Wellington and Morehead Streets, which retains very intact groups of terrace house development dating from the 1880s. Within this HCA, Morehead Street is particularly intact, with predominantly two storey terraces. (Refer to fig 1.6 for location of HCA.)

Grosvenor Terrace at 62-116 Morehead Street directly faces part of the DSS Precinct. This row of terrace houses dating from c1883 has been identified as a heritage item as they are an unusually long row of two-storey Victorian terraces with relatively intact front facades. Similarly, the group of single-storey Victorian terraces at 1-27 Wellington Street are also a heritage item and immediately adjacent the DSS precinct. These are distinctive as an intact group; the front façade of each house has a front verandah, a pair of French doors to the front



bedroom and a panel door leading to the interior hallway, a timber picket fence plus a dormer.



Figure 2.39: Grosvenor Terrace, 62-116 Morehead Street, Waterloo



Figure 2.40: 1-27 Wellington Street, Waterloo  
Source: State Heritage Inventory

### 2.3.5 POTENTIAL HERITAGE ITEMS

Considering the rapid change in terms of redevelopment that has occurred in Waterloo over the last 2 decades, consideration should be given to any potential heritage items that may not have been recognised to date. Within the DSS Precinct are a number of buildings that have the potential for heritage significance and should be investigated further.

The City of Sydney has recently completed a detailed study investigating the heritage significance of various industrial and warehouse buildings. These buildings within the DSS Precinct are likely to have some heritage significance, but were not considered within this heritage study.

#### 895-899 Bourke Street (DP 88482) & 901 Bourke Street, (DP 88095)

Located immediately to the north of the largely vacant former Sydney Water site (now owned by Dahua) is a small group of warehouse buildings, typical of much of the late 19<sup>th</sup> and early 20<sup>th</sup> century industrial development in Waterloo. These warehouses are two-storey brick buildings with corrugated metal roofs with steel-framed windows.

This site is currently occupied by a group called Commune, who use it for events, exhibitions and a yoga studio. This use is only temporary as City West Housing (CWH) have lodged a Development Application for this site, to provide affordable housing for rent to people on low to moderate incomes.



Figure 2.41: 895-901 Bourke Street, Waterloo, 2015  
Source: City West Housing website

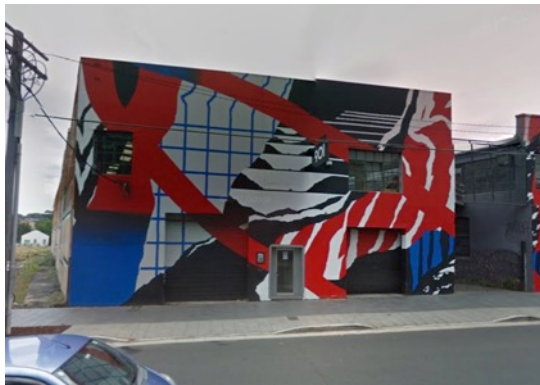


Figure 2.42: 901 Bourke Street  
Source: Google Street View



Figure 2.43: 895-899 Bourke Street  
Source: Google Street View

On this site, CWH will provide homes for approximately 74 households, in a mix of 1, 2 and 3 bedroom apartments, plus parking for cars and bicycles with construction expected to start in 2017. (<http://citywesthousing.com.au/news-and-media/895-901-bourke-st-waterloo#sthash.GX6Lfp6w.dpuf>). When Council considered this site during the planning process, it seems that here was no consideration that this site had any heritage significance.

While, it is unlikely that these warehouses will be able to be retained as Council has already approved their demolition, they are indicative of the limited recognition that industrial buildings often receive in terms of heritage significance.



Figure 2.42: Proposed development, 895-901 Bourke Street, Waterloo  
Source: City West Housing website

Part of 887-893 Bourke Street Waterloo (specifically DP 89250 Lot 1, and DP 438772 Lot B)

North of the Commune / CWH site is a large dry cleaning business, within a number of adjoining buildings at 887-893 Bourke Street. Part of this complex is contained within an interesting Interwar warehouse, with distinctive vertical windows, featuring typical geometric art deco motifs.



Figure 2.43: part of 887-893 Bourke Street





Figure 2.44: part of 887-893 Bourke Street  
Source: Google Street View



Figure 2.45: part of 887-893 Bourke Street  
Source: Google Street View

### 2.3.6 EXISTING UTILITIES

Four of the identified heritage items provide essential utilities for the immediate vicinity. These are the Pump Station, Valve House, Pressure Tunnel and Shafts and the Substation. In addition to their retention for heritage reasons, it is important that these items be retained for their important ongoing use.

### 2.3.7 SURROUNDING DEVELOPMENT

Large parts of Waterloo, particularly towards the east, has been subject to substantial development over the last 2 decades, changing from being a mostly industrial area to one with a mix of uses including high density residential development. In the immediate context surrounding the DSS Precinct, there is a mix of residential and commercial development, mostly dating from the last 15 years. This development generally comprises apartment buildings, some with commercial uses at ground level, ranging from 4-15 storeys, reaching a maximum of 20 storeys at Moore Park Gardens slightly further northeast. South of McEvoy Street are low-scale commercial and light-industrial buildings.



Figure 2.47: 10-12 storey development, 1-9 Lachlan Street



Figure 2.48: 10-13 storey development, 788-822 Bourke Street



Figure 2.49: 4 storey development, 11 Danks Street



Figure 2.50: 5 storey development, 18 Danks Street

### 2.3.8 VIEWS & VISTAS

While the Pumping Station and Valve House are currently striking elements in a large parcel of vacant land - especially the neo-classical Pumping Station - this is a recent configuration. These structures were almost completely enclosed by workshops from the mid 1930s until 1996, when Sydney Water demolished the surrounding infrastructure. Prior to demolition, these buildings were largely hidden by the surrounding buildings, except for a glimpse of the Pumping Station from McEvoy Street.

The early 20th century warehouse at 222 Young Street has a striking tower that could become a local landmark if it wasn't obscured by vegetation and a colour scheme that blends it with the adjoining buildings.

Other than the views/vistas flagged above, there are no important views within the DSS, other than long vistas along the existing major roads (primarily Morehead and Young Streets), mostly facilitated by buildings of a relatively consistent scale and mature street trees.



### 3. HERITAGE SIGNIFICANCE

There are no documents that comprehensively identify the heritage significance of whole of the DSS Precinct. Nonetheless, various elements within and adjacent to the DSS Precinct have been assessed as below:

Item	Address	Statement of Significance	Source
Pressure Tunnel and Shafts	From Potts Hill to Waterloo	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.	SHR
		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.	s170
(Former) Sydney Water pumping station and valve house including interiors and associated underground pipework (Also known as Waterloo Water Pumping Station (WP0008))	903-921 Bourke Street	<p>The Waterloo Pumping Station is a vital element is a system in bringing fresh supply of water to a large part of Sydney, a role it has continuously carried out since 1923. It is one of the earliest, if not the earliest, example of the change from steam to all electric powered pumping stations, with automatic unmanned operation. The building represents a successful and highly functional application of reinforced concrete building technology at a time when local uses of that technology was relatively new. At the same time the building reflects a very conservative approach to the styling of an important project, which embodies both faux-brick and decorative elements in the then modern reinforced concrete medium.</p> <p>The Waterloo Valve house is a modest but attractive well-constructed building, representing a good example of its type. It is functionally associated with a very important pressure tunnel, is the terminal point for the tunnel and is also associated with the adjacent pumping station important in its own right.</p>	SHI
		<p>The Waterloo pumping station (WP0008) was constructed between 1923 and 1927 and is a rare, substantial example of a major electrically driven reinforced concrete pumping station constructed by the Water Board in the 1920s. The pumping station was built to improve supply to the main reservoirs of the eastern suburbs of Sydney (Randwick and Waverley) and has strong historical associations with the suburbs supplied by these reservoirs.</p> <p>The pumping station has associations with other major elements of water supply infrastructure built in the period 1930s to 1950s, namely the Pressure Tunnel and City Tunnel.</p> <p>The pumping station is a major item of the historic industrial built environment of the Waterloo/Zetland area of South Sydney. It is a landmark item with the context of the Sydney water system. Elements of significance include past and ongoing use, the technology and planning of the station, and setting within the Board's land with associations with other Board infrastructure.</p>	s170
Electricity Substation Including Interior	241 Young Street	(There is no statement of significance in the listing for this item.)	SHI
Commercial Building Part of "Federation Business Centre" (222 Young St.) Including Interior	198-222 Young Street (specifically 222 Young Street)	222 Young Street is of aesthetic significance as a representative of a Federation Free Style commercial building. It is of historical significance as evidence of early 20th century commerce in the Waterloo area.	SHI

Waterloo Heritage Conservation Area	Phillip, Morehead, McEvoy & Pitt Streets	The area has significance as early residential subdivisions of the Mount Lachlan Estate, which developed incrementally from the 1850s through to the early twentieth century. The area provided housing for workers at the industrial establishments to the east and south east. The area has provided a community focus since the 1850s and incorporates the civic and commercial heart of Waterloo with former Town Hall, Mount Carmel and Elizabeth Street shops.	SHI
<u>Note that this HCA is adjacent to DSS Precinct</u>			
Terrace group including interiors	1-27 Wellington Street	The intact terrace group, on a whole frontage of an urban block, is representative of residential development in the local area. The consistent/repetitive building form and configuration has aesthetic significance in the historic area.	SHI
<u>Note that this item is adjacent to DSS Precinct</u>			
"Grosvenor Terrace" including interiors	62-116 Morehead Street	An unusual long row of Victorian terraces in Waterloo. It has historical associations with the original land granted to John Thomas Campbell, his Mount Lachlan Estate, the subsequent purchase by the Cooper family and the early residential development of Waterloo. The 28 terraces form a notable streetscape in the local area. The front of the terraces are intact and largely original.	SHI
<u>Note that this item is adjacent to DSS Precinct</u>			

These previous assessments provide a clear indication of what is important in terms of heritage significance of the DSS Precinct.

## 4. PROPOSAL

There are three components to the proposal for this site; each of these components is summarized below.

### 4.1 PLANNING PROPOSAL

In November 2016, the City of Sydney prepared a planning proposal for the DSS Precinct, to provide certainty and clarity on future development in the precinct. This proposal identifies the extent of and the justification for proposed amendments to the Sydney LEP 2012, and acknowledges existing constraints such as reservations for road upgrades, easements, heritage, access for utilities, noise and air quality and the staging of future development. The major change is to amend the maximum permissible building height control for the area, without changing zoning or permissible FSR. This also facilitates the achievement of potential FSRs for the sites that make up the DSS Precinct, which would not be possible under the current planning controls.

The current planning controls for the site can be summarised as follows:

- Land zoning B4 Mixed Use, under Sydney LEP 2012 – allowing a wide range of uses including commercial/light industrial (as existing), residential and local retail (as future development is likely to reflect, as indicated by adjoining development).
- Base Floor Space Ratio (FSR) ranging from 1.5:1 – 2.0:1 is permissible across the site, with some minor variations/exceptions for the provision of community infrastructure and competitive design processes. Maximum potential permissible FSR could be 2.2:1, based on these variations/exceptions.
- Height controls range from 15-22 metres, with approximately 90% of the site having a permissible height of 15 metres.

The objectives of the planning proposal are as follows:

- enable orderly redevelopment of the DSS Precinct for residential, retail and commercial uses
- facilitate market housing and services with good access to transport, social infrastructure, employment, good and services
- ensure that new development responds to existing context appropriately, and that appropriate solar access is able to be received by existing and future development
- facilitate the delivery of new public benefits, including two local parks, public plaza and new streets.

The recommended revisions to the planning controls in the PP are addressed in detail in the Urban Design Study and the Draft Amendment to the DCP.

## 4.2 URBAN DESIGN STUDY

Associated with the PP, the City of Sydney prepared an Urban Design Study (UDStudy) for the DSS Precinct in November 2016. The objectives of the study are as follows:

- review current planning controls and built form outcome;
- establish detailed development guidelines including building heights, floor space ratio (FSR), location of new streets, open spaces and active frontages for the precinct; and
- assess the public domain layout and establish the most appropriate location for new streets and open space network including an appropriate hierarchy of streets and open spaces.

The UDStudy addresses important aspects of the precinct, including the existing easements, reservations, heritage items, context, scale of adjoining development, current planning controls and the current open space network.

A series of urban design principles were developed as follows:

### Social infrastructure

- Create a vibrant neighbourhood with a mix of uses, community facilities and open spaces
- Create a recreation spine within the public domain to facilitate community interaction
- Create opportunities (through key activity areas) that encourage social interaction and relaxation

### Heritage

- Respect and integrate heritage into the design of the precinct

### Built form

- Provide a variety of building types and scales
- Define appropriate locations for taller buildings and their orientation
- Minimise overshadowing and wind impact to open space and surrounding existing developments
- Provide a permeable built form
- Integrate the precinct with the surrounding neighbourhoods
- Respond to the low scale of the conservation area to the west
- Respond to noise and air quality requirements

### Connections

- Provide a network of streets and pedestrian and cycle links to facilitate movement
- Connect to the existing public transport network
- Manage vehicle movements and their access
- Encourage walking and cycling and the use of public transport
- Provide vehicular access to Sydney Water assets and essential servicing

### Public domain

- Identify a public domain structure that provides identity and sense of place
- Provide safe places that prioritise walking and cycling
- Provide a central local park and plaza area for passive recreation uses
- Create a new park where the design provides opportunities for social interaction and relaxation
- Provide a strong landscape character
- Maximise passive surveillance to the open space

### Land Uses

- Provide a mix of uses throughout the precinct
- Locate commercial/retail uses along busy roads and around plazas
- Provide larger building footprints to accommodate a variety of uses

These principles have informed an urban strategy for the precinct:

- Ensure that future development is of the highest quality, and sympathetic to the existing surrounding local character and history of the DSS Precinct and its former industrial uses
- Provide appropriate transition between new development and the conservation area to the west
- Redevelopment should be coordinated to be effectively managed and provide appropriate community facilities and services as required
- Introduce a mix of dwelling types to provide flexibility and choice and to reflect the needs of a diverse community
- Ensure building heights respond to developments in the surrounding areas
- Locate taller buildings in the centre of precinct to reduce overshadowing of open space and surrounding existing developments

- Introduce a network of streets, shared zones and pedestrian cycle links that connect to the existing street network
- Ensure opportunities for walking and cycling are maximised
- Create an attractive public domain for pedestrians and cyclists with high quality landscaping and native street trees
- Links to public transport are to be clear and legible, and are to prioritise pedestrians with slow speed traffic lanes
- Provide one main park that caters for passive recreation
- Provide a new plaza that is designed to encourage social interaction and small scale community events
- All new streets will provide trees for shade and amenity and incorporate water sensitive urban design where appropriate
- Introduce an appropriate mix of land uses with commercial/retail uses at ground level on Bourke, Young, McEvoy Streets and around the plaza
- Ensure noise impact is addressed in the design of the precinct to maximise amenity

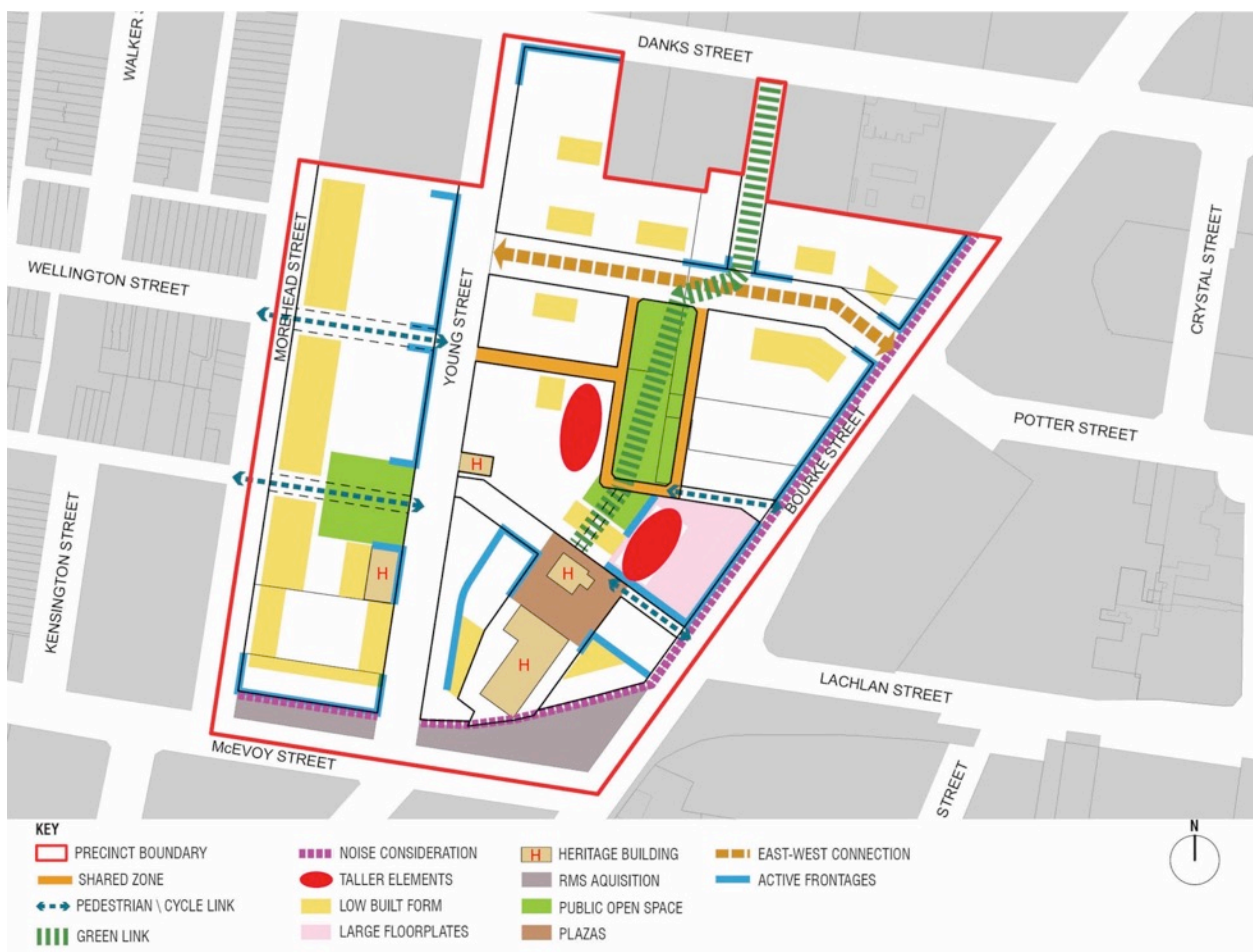


Figure 4.1 Danks Street South Precinct, Urban Strategy  
Source: UDStudy



Numerous built form options responding to the above strategy were considered during design development. These options are summarised by three scenarios presented in the UDStudy. All scenarios accommodate the maximum potential FSR, extend Potter Street through the site (from east of Bourke Street), introduce pedestrian access from the extended Potter Street north to Danks Street and south to McEvoy Street, and from Young Street through to Morehead Street, as well as providing some form of public park and plaza.

#### Scenario 1 – Consolidated open space and towers

This option consolidates open space around the Sydney Water buildings while providing a variety of building types, including four towers ranging from 12-23 storeys.



Figure 4.2 Scenario 1 – Consolidated open space and towers  
Source: UDStudy

Scenario 2 – Central Park and buildings over easements

This option provides a variety of lower scale buildings with no towers, but needs to build over easements to maximise development capacity.



Figure 4.3 Scenario 2 – Central Park and buildings over easements  
Source: UDStudy

Scenario 3 – Recommended option

This option provides a range of buildings of various heights across the site, including two towers, without building over easements. It provides a central local park and a plaza around the Pump and Valve Houses.



Figure 4.4 Scenario 3 – Recommended option  
Source: UDStudy

The concluding remarks regarding the recommended option within the UDStudy notes that:

- The recommended option will deliver 5850 square metres of publicly accessible parks and plaza and new local streets including shared zones for improved connectivity through the area
- The new street network will ensure each site can develop independently and staging can be accommodated
- Solar access to the future open space has been maximised and building heights have been carefully positioned to provide a variety of scale that responds to the existing context
- The recommended option has been tested to ensure negative impact to the surrounding neighbourhoods, existing and future are minimised
- The proposed building heights will allow each site to maximise their development capacity
- A variety of uses will service the future and existing community and create a vibrant precinct.

#### 4.3 DRAFT SYDNEY DEVELOPMENT CONTROL PLAN 2012 – DANKS STREET SOUTH AMENDMENT

Linked to the two previous documents, the City of Sydney also developed a series of amendments to the Sydney DCP2012 to address the proposed changes to the planning controls for the DSS Precinct. These amendments are very comprehensive and address a vast range of issues. These include additions to the Locality Statements addressing the proposed new character of the DSS Precinct, to reflect the new access routes through the DSS Precinct and to the surrounding area, and creation of a plaza containing the Pump and Valve House, while providing adequate curtilage for their continued use. The DraftDCP acknowledges the need for building heights to transition down to west, where the DSS Precinct meets the Waterloo HCA, and recommends the provision of a park adjacent to the heritage item at 222 Young Street. The Public Open Space Provisions reference the need for high quality landscape settings to enhance the built form and heritage of the precinct, spaces that are active, engaging and unique that respond to the site, context and sense of place, and enhance the Sydney Water heritage listed buildings, while acknowledging the curtilage of these heritage items.

Furthermore, there are specific provisions relating to the four heritage items within the DSS Precinct within Section 5.9.7 Heritage of the DraftDCP. (Note that most studies do not adequately refer to the Pressure Tunnel and Shafts as a fifth heritage item):



### **5.9.7 Heritage**

*There are four heritage-listed buildings within Danks Street South. These are an electricity sub-station (still operational), two operational buildings housing key infrastructure owned by Sydney Water (the Valve House and Pump House) and 198-222 Young Street. These provisions apply to these heritage items and development within the vicinity of these items.*

*The following provisions should be read in conjunction with the provisions in Section 3.9 Heritage of this DCP.*

#### Objectives

- (a) Ensure development is undertaken in accordance with the principles of the Burra Charter (ICOMOS Australia) and appreciate the Conservation Management of this precinct.*
- (b) Ensure development maintains the heritage significance of the individual buildings and the group of buildings as a whole.*
- (c) Ensure development in the vicinity of the heritage items is designed and sited to minimise impact on the heritage significance of the item and its setting*

#### Provisions

- (1) Development affecting a heritage item is to retain an appropriate setting to allow for the continued appreciation, prominence and integrity of the item including the following minimum setbacks: (a) 3 metre setback around the Sydney Water Pump House (b) 3 metre setback around the Sydney Water Valve House*
- (2) Development affecting a heritage item is to achieve the following:*
  - (a) Minimise the extent of exterior alterations.*
  - (b) Use traditional techniques and materials, unless contemporary techniques and material result in a better conservation outcome.*
  - (c) Provide interpretation of each building including their significance, history and ongoing use.*
  - (d) Where required to be adapted, to meet contemporary needs or safety standards, alterations to be reversible and minimal, where possible.*
- (3) Where practicable, development is to enhance the heritage items by:*
  - (a) Removing unsympathetic additions and alterations, particularly the area facing the plaza and central park.*
  - (b) Face-brick and sandstone not to be rendered, painted or otherwise coated.*
  - (c) Noise mitigation measures in the Sydney Water buildings to be completed prior to the occupation of any of the surrounding buildings.*

*Mitigation measures to not detract from the heritage significance of the building.*

*(d) Providing interpretation of each building including their significance, history and ongoing use.*

## 5. ASSESSMENT OF HERITAGE IMPACT

### 5.1 INTRODUCTION

This document has been prepared in accordance with the recommendations for Statements of Heritage Impact included with the NSW Heritage Division (formerly Office) publications *Altering Heritage Assets* and *Statements of Heritage Impact*, as well the *Section 117 Direction* (relating to heritage), issued by the Minister for Planning under section 117(2) of the Environmental Planning and Assessment Act 1979.

### 5.2 NSW HERITAGE ACT REQUIREMENTS

#### 5.2.1 SECTION 170 OF THE HERITAGE ACT 1977

Under Section 170 of the *NSW Heritage Act 1977*, State Government Agencies are responsible for the management and maintenance of heritage assets under their control. Clause 170A Heritage management by government instrumentalities outlines the following responsibilities:

*(2) Each government instrumentality is responsible for ensuring that the items entered on its register under section 170 and items and land to which a listing on the State Heritage Register applies that are under its care, control or management are maintained with due diligence in accordance with State Owned Heritage Management Principles approved by the Minister on the advice of the Heritage Council and notified by the Minister to government instrumentalities from time to time.*

These State Owned Heritage Management Principles are contained within the [Stage Agency Heritage Guide \(2005\)](#). The State Owned Heritage Management Principles within the Guide include:

#### *4. Conservation Outcomes*

*Heritage assets should be conserved to retain their heritage significance to the greatest extent feasible. State agencies should aim to conserve assets for operational purposes or to adaptively reuse assets in preference to alteration or demolition.*

#### *8. Maintenance of Heritage Assets*

*Heritage assets are to be maintained in a manner which retains heritage significance, with the objective of preventing deterioration and avoiding the need for expensive “catch-up” maintenance and major repairs.*

Comment:

The Sydney Water-owned heritage assets (Pumping Station, Valve House and Pressure Tunnel and associated pipes) will be retained in the proposed works, and in continued operation, providing water to the eastern suburbs of Sydney. While they currently have evidence of graffiti on their external facades, the proposed location of adjacent development will minimise the likelihood of this occurring and generally, they will continue to be maintained in an appropriate manner.

### 5.3 NSW HERITAGE DIVISION GUIDELINES

The NSW Heritage Division (and its earlier incarnations) has published a number of documents providing criteria for consideration in terms of assessing heritage impact. The relevant issues are phrased as a series of questions to be considered, and responses are outlined below.

*Statements of Heritage Impact*

***New development adjacent to a heritage item (including additional buildings and dual occupancies)***

*How is the impact of the new development on the heritage significance of the item or area to be minimised?*

Comment:

Despite changes to the context of the Sydney Water assets in 1996 when the Central Workshops were demolished, the setting of the five heritage items within the DSS Precinct has historically been one of industrial and commercial development of up to three storeys. This urban setting will be retained, though the scale will be increased.

At the same time, each of four above-ground heritage items will still be located in areas of public open space, with the Substation, Pumping Station and Valve House either centrally placed or on the edge of an open public plaza, and the Commercial Building at 222 Young Street being located adjacent to a public park. This layout ensures that views to these items will be maintained.

Consideration of lowering various buildings to provide additional views to the attractive tower of 222 Young Street from across the whole precinct would be acceptable.

While the Dahua scheme for the setting of the portion of the DSS Precinct retained the Sydney Water assets within a parkland setting, this ensured that the scale of development across other parts of their site was exceedingly tall. The current Planning Proposal spreads the scale of development across the whole of the DSS precinct, to minimise excessively high towers on any one part of the site. The Pumping Station and Valve House will again be partly surrounded by development, similar in principle to the enclosing workshops around these buildings that were demolished in 1996.



The use of appropriate materials and forms for development adjacent to the heritage items, as well as the surrounding landscape will be encouraged through additional clauses in the DraftDCP.

The scale of development along the Morehead Street boundary of the DSS Precinct is a suitable scale in relation to the Waterloo HCA, as well the groups of heritage items at 1–27 Wellington Street and 62–116 Morehead Street. This development is proposed to be 3 storeys along this boundary, screened by trees. It might be possible to reduce the height of this development along this boundary, particularly for the section north of Wellington Street, with this additional FSR accommodated through the ground level change between Morehead and Young Streets.

A major component of the significance of the Pumping Station, Valve House, Substation, and the Pressure Tunnel and Shafts is that they are important functioning utilities. This will be maintained.

*Why is the new development required to be adjacent to a heritage item?*

Comment:

Over the last two decades, Waterloo has undergone rapid change, with an increasing demand for residential development in close proximity to the city and major transport infrastructure. The City of Sydney has acknowledged this demand and as such has developed the current proposal to minimise the potential impact upon the heritage items, while meeting other requirements of public open spaces etc., and meeting the expected commercial demands of approved FSRs. The intensity of future development within the inner ring of Sydney suburbs will continue for many years, and as such development adjacent to these heritage items is almost certain, and through this proposal, the likely impact will be minimal.

*How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*

Comment:

The proposed curtilage of the aboveground Sydney Water heritage items is similar to that existed on this site from 1936-1996. It will provide an appropriate setting to view both of these items, with longer views from McEvoy Street.

The two Young Street heritage items (Substation and 222 Young Street) will both be able to viewed in an appropriate setting as well, provided by a suitable curtilage.

*How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*

Comment:

Views from the heritage items have not been identified as being important. The proposed development allows important views to the items, especially the largest and most impressive of the items, the Pumping Station.

*Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*

Comment:

While archaeological assessment is beyond the scope of this project, the RPS Australia East Pty Ltd report prepared for the Dahua proposal, titled *903-921 Bourke Street, Waterloo – Archaeological Heritage Due Diligence Assessment (AHDDA)* raises numerous issues applicable across the whole DSS Precinct.

The preferred scenario within the UDStudy actively avoids known archaeological deposits (including the exclusion zone around the Pressure Tunnel).

The AHDDA notes that there is limited potential for Aboriginal archaeology across the DSS Precinct, depending on the degree of subsurface and historical disturbances. Similarly, there is limited potential for historical archaeology across the DSS Precinct, considering the degree of development across the Precinct.

Nonetheless, as detailed developments are being proposed, detailed archaeology assessments should be prepared, and monitoring to be carried out during excavation. In the event of discovery of any archaeology (Aboriginal or historic), standard stop work procedures would be necessary.

*Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*

Comment:

The scale of development adjacent to each of the heritage items within and adjacent to the DSS Precinct has been carefully considered in the proposed scenario, to reduce scale, minimise overshadowing, and by providing an appropriate setting. Generally the development is sympathetic to the heritage items.

While materials, proportions, details and landscaping have not been identified for development immediate adjacent to the heritage items, these issues can be addressed in the DraftDCP. Also, design details would need to be considered within a Statement of Heritage Impact for any specific developments arising from this planning proposal.

*Will the public, and users of the item, still be able to view and appreciate its significance?*

Comment:

The heritage significance of the items will still be evident and appreciated with the current proposal. Interpretation of the Sydney Water assets would assist in explaining the past and ongoing significance of these assets.

### **Subdivision**

*How is the proposed curtilage allowed around the heritage item appropriate?*

#### Comment:

The proposed curtilage around the heritage items within the DSS Precinct allow for a clear understanding of the items, provide important views to the items, and in the case of the Sydney Water items, allow for their ongoing use and maintenance.

### **New landscape works and features (including carparks and fences)**

*How has the impact of the new work on the heritage significance of the existing landscape been minimised?*

#### Comment:

The heritage items within the DSS Precinct have no existing landscape of any significance. The proposed works will provide an appropriate context for each of these items.

The heritage items adjacent to the DSS Precinct (including the Waterloo HCA and rows of terraces on Wellington and Morehead Streets) have important tree-lined streets that will be retained as part of this proposed development.

*Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*

#### Comment:

The preferred scenario within the UDStudy actively avoids known archaeological deposits (including the exclusion zone around the Pressure Tunnel).

*How does the work impact on views to, and from, adjacent heritage items?*

#### Comment:

The preferred scenario within the UDStudy retains important views to the heritage items.

## **5.4 S117 DIRECTIONS UNDER THE EP&A ACT**

The Department of Planning & Environment has prepared a series of *Policy Directions for Plan Making*, providing local councils with resources to assist the council in the preparation and assessment of development applications, planning proposals and local environmental plans. These Directions are issued by the Minister for Planning to the relevant planning authorities under section 117(2) of the Environmental Planning and Assessment Act 1979.

The relevant heritage clauses are as follows:

### *2.3 Heritage Conservation*

#### *Objective*

- 1) *The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.*

#### *Where this direction applies*

- 2) *This direction applies to all relevant planning authorities.*

#### *When this direction applies*

- 3) *This direction applies when a relevant planning authority prepares a planning proposal.*

#### *What a relevant planning authority must do if this direction applies*

- 4) *A planning proposal must contain provisions that facilitate the conservation of:*
  - a. *items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,*
  - b. *Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and*
  - c. *Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.*

#### *Consistency*

- 5) *A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that:*
  - a. *the environmental or indigenous heritage significance of the item, area, object or place is conserved by*



- existing or draft environmental planning instruments, legislation, or regulations that apply to the land, or*
- b. the provisions of the planning proposal that are inconsistent are of minor significance.*

Comment:

The planning proposal has been assessed against the relevant heritage clauses of the section 117(2) Directions.

The proposed development as outlined in Scenario 3 of the UDStudy facilitates the conservation of the identified heritage items within the DSS Precinct and adequately acknowledges the adjacent heritage items. While Aboriginal archaeology is unlikely to be found within the Precinct, considering the degree of change that has occurred since European occupation, further assessment prior to detailed development proposals will be undertaken and monitoring as required.

## 5.5 SUMMARY OF HERITAGE IMPACT

The UDStudy prepared by the City of Sydney has been developed to address a range of complex issues, including areas of low development (in proximity to heritage items and adjoining residential areas), pedestrian and vehicular links to the surrounding areas, and required easements and reservations for stormwater and access for maintenance of utilities. A major consideration of the preferred option (Scenario 3) has been to respect the existing heritage items by providing appropriate curtilages and view corridors and by integrating them into the design of the precinct. Also, the scheme has been designed to provide an appropriate transition between the new development on Morehead Street and the HCA and heritage items immediately to the west.

Generally, there will be minimal to no heritage impact as a result of the proposed planning proposal and associated urban design option.

## 6. CONCLUSION & RECOMMENDATIONS

### 6.1 HERITAGE IMPACT OF PROPOSED WORKS

While the scope of the works of the Planning Proposal are major, they have been carefully designed to minimise any impact upon the heritage sites within or adjacent to the DSS Precinct.

A number of recommendations have been below will assist in minimising any potential impact and will generally facilitate best heritage practice with any future development within the DSS Precinct.

### 6.2 RECOMMENDATIONS

#### 6.2.1 HERITAGE ITEMS

The City of Sydney should be commended for its efforts to minimise the potential heritage impact of the Planning Proposal for the DSS Precinct, considering the complex issues involved with this site, and the demand for achieving commercially viable FSRs.

There are a number of issues that should be clarified to ensure that ongoing and effective management of the heritage items will occur into the future.

#### **RECOMMENDATION 1**

*Revise the current heritage listing for the Pumping Station and Valve House to properly reflect the new street address and boundary (as it was subdivided from 903-921 Bourke Street in 2015). These could be individual listings, or a combined listing.*

#### **RECOMMENDATION 2**

*As typical of many heritage items, there is limited information available on the inventory form. Further research should be carried out on these items (particularly the Substation and 222 Young Street) to encourage good heritage management and to facilitate possible interpretation of the site.*

#### 6.2.2 INVESTIGATION OF ADDITIONAL HERITAGE ITEMS

There are a number of buildings contained within the DSS Precinct that may have unrecognised heritage significance, in particular the interwar warehouse, which is part of 887-893 Bourke Street (specifically DP 89250 Lot 1, and DP 438772 Lot B) and the group of warehouses at 895-901 Bourke Street.

**RECOMMENDATION 3**

*Carry out detailed investigations of existing building stock within the DSS Precinct to identify potential heritage items that should be considered for retention.*

**6.2.3 PUMPING STATION & VALVE HOUSE**

The Pumping Station and Valve House are important elements within the DSS Precinct and should be celebrated within the urban design.

**RECOMMENDATION 4**

*Investigate the possibility of deleting the two 4-storey buildings immediately north of the Valve House and redistributing this floor space elsewhere on the site. This will provide a stronger link between the central public park and 'heritage' plaza created around the Pumping Station and Valve House.*

**RECOMMENDATION 5**

*Reduce the footprint of the current modern substation attached to the western side of the Pumping Station, and investigate if it can be enclosed with some built structure without impacting upon the character of the Pumping Station. This will diminish the visual impact of the substation on the strong neo-classical character of the Pumping Station.*

**RECOMMENDATION 6**

*Investigate suitable materials for the paving of the proposed public plaza surrounding the Sydney Water heritage items. This would ideally be a hard serviceable material, of the kind used to surface roads and paths adjacent to workshops and factories, to retain an industrial character for this working zone. Similarly, development adjacent to these two buildings should employ the use of traditional materials, preferably face brick work in a mod brown colour, similar to those used in the now-demolished Central Workshops.*

**6.2.4 222 YOUNG STREET**

The existing Commercial Building at 222 Young Street is a fine example of an early 20<sup>th</sup> century warehouse with arched windows and a tower on the northeastern corner. Due to the location of a number of mature trees along the Young Street elevation and its corporate colour scheme (as part of the Federation Business Centre), it is not obvious that it is indeed a heritage item.

**RECOMMENDATION 7**

*Reduce the vegetation from the principal elevation of the building at 222 Young Street, to ensure that this principal elevation is evident. Similarly, encourage that the building be painted in an original, early or traditional colour scheme to clearly distinguish it from adjacent development.*

**RECOMMENDATION 8**

*Investigate revisions to the heights of nearby buildings to increase visibility of the tower of 222 Young Street, to grant it landmark status in an area that will be predominantly modern development.*

**6.2.5 MOREHEAD STREET BOUNDARY**

Development along the Morehead Street boundary of the DSS Precinct is proposed to be three storeys tall, quickly becoming four storeys a few metres back from the street alignment, screened by vegetation. While this may be acceptable, it might be possible to reduce the height of this development along this boundary, particularly for the section north of Wellington Street, with this additional FSR accommodated through the ground level change between Morehead and Young Streets.

**RECOMMENDATION 9**

*Investigate revisions to the heights of buildings along the Morehead Street boundary of the Precinct, particularly for the section north of Wellington Street to minimise any potential impact upon the Waterloo HCA and other adjacent heritage items.*

**6.2.6 MANAGEMENT OF POTENTIAL ARCHAEOLOGY**

Due to the extent of development over a significant period of European history within the DSS Precinct, there is limited potential for Aboriginal or historical archaeology, depending on the degree of subsurface and historical disturbances. Nonetheless, specific development proposals across the DSS should undertake further detailed archaeological assessments of their own sites and if required, ensure monitoring during construction to ensure that there is no impact upon archaeology.

**RECOMMENDATION 10**

*Development proposals across the DSS Precinct should undertake detailed Aboriginal and historical archaeological assessments regarding their site prior to detailed design development. This should be a requirement of the Development Application process.*

**RECOMMENDATION 11**

*Pending the recommendations of the detailed archaeological assessments, monitoring during construction may be required to ensure that there is no impact upon potential archaeology.*

**6.2.7 HERITAGE INTERPRETATION**

There are many interesting stories associated with the history of Waterloo, from its early days as a swamp, to its development as an industrial centre and

subsequent change to residential use. Also, the construction, history and ongoing use of the Sydney Water assets are also fascinating.

**RECOMMENDATION 12**

*Investigate options to interpret the rich history of the suburb, locality and individual heritage items within the DSS Precinct, and encourage the use of interpretive artworks and digital media*

**6.2.8 ADDITIONS TO DRAFT DEVELOPMENT CONTROL PLAN 2012 –  
DANKS STREET SOUTH PRECINCT AMENDMENT**

The DCP2012 proposes many amendments to address the revised character of the DSS Precinct.

**RECOMMENDATION 13**

*Revise the Draft DCP2012 to include the relevant recommendations in this report.*

**6.2.9 ONGOING ROLE OF HERITAGE CONSULTANTS**

All future development proposals for specific sites within the DSS Precinct should involve experienced heritage consultants to ensure that the issues raised in this report are addressed, as these developments will be either involve heritage items or be adjacent to them.

**RECOMMENDATION 14**

*Ensure that experienced heritage consultants are involved in the review and impact assessment of all site-specific developments with the DSS Precinct.*