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# 61-71 GOULBURN STREET LIVERPOOL NEW SOUTH WALES

## HISTORICAL IMPACT STATEMENT

DRAFT REPORT

SACCO BUILDING GROUP

6 May 2022



**DOCUMENT INFORMATION**

<b>Project:</b>	61-71 Goulburn Street
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<b>Client:</b>	Team 2 Architects, on behalf of Sacco Building Group
<b>Prepared by:</b>	David Marcus and Nicole Monk
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# EXECUTIVE SUMMARY

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Austral Archaeology Pty Ltd (Austral) has been commissioned by Team 2 Architects on behalf of Sacco Building Group (the proponent) to undertake a Historical Impact Statement (HIS) for the proposed development at 61-71 Goulburn Street, Liverpool, New South Wales (NSW). The proposed development consists of the construction of a new health care facility. This report has been prepared to support a Planning Proposal being prepared in accordance with Division 3.4 of the Environmental Planning and Assessment Act 1979..

The study area consists of Lot 1, DP25642, Lot 1 and 2, DP610334, Lot 8, DP758620, Lot 20, DP1113807 and SP18729 which comprise the entirety of the study area (Figure 1.1, Figure 1.2 and Figure 1.3). The study area is located within Liverpool Central Business District (CBD) and is within the Liverpool Council Local Government Area (LGA). Part of the study area is listed under the *Liverpool Local Environment Plan 2008* (Liverpool LEP) as the “Bigge Park Conservation Area” (Item No. C01).

The purpose of this HIS is to assess the potential impact from the development on the significance of any historical heritage values that may be present within or in the vicinity of the study area. The report will provide suitable management recommendations should impacts to heritage or archaeological values be anticipated.

## IDENTIFIED HERITAGE VALUES

It is concluded that although there are no historical heritage values identified within the study area, the study area is located within the “Bigge Park Conservation Area” (C01). In addition, there are 4 locally or State listed heritage items within vicinity of the study area. These are:

- Bigge Park (Item No. 82);
- Cast-iron letterbox (Item No. 79);
- Liverpool College (TAFE) site, including Blocks A–G, chimneystack, fences, gatehouses and archaeological features (formerly Liverpool Hospital and Benevolent Asylum) [Item No. 80 / SHR No. 01809]; and
- Plan of Town of Liverpool (early town centre street layout–Hoddle 1827) [Item No. 89].

## CONCLUSIONS

Historical research has identified that the study area was originally part of the grid layout of Liverpool and was granted to both Major John Ovens and Daniel Tindall in the early 19<sup>th</sup> century. The study area remained relatively undeveloped until the 20<sup>th</sup> century, aside from a drain that was constructed in 1867, although this has been disturbed by modern drainage works. The current structures are single or multi-storey brick residential buildings and do not present any significant heritage values. Further, it is unlikely that the study area would hold any significant subsurface deposits or rubbish pits prior to the development of the current structures.

As such, the archaeological resource within the study area is considered to not meet the threshold for heritage significance at either a State or Local level.

The development is in the vicinity of several other heritage items. These items are of either State or local heritage significance and are listed under Schedule 5 of the Liverpool LEP and/or on the SHR. The development will not impact directly on these items and any potential impacts to these items from the development are likely to be minimal based upon the nature and extent of the development as well as the distance from the development to these heritage items.

The development will cause minimal impact to heritage values associated with Bigge Park (Item No. 82), the Plan of the Town of Liverpool (Item No. 89) or the Liverpool College (TAFE) site (Item No. 80), as the proposed development will not encroach within the boundaries of these items. While the proposed works are within the Bigge Park Conservation Area (C01), the proposed works do not occur in a part of the conservation area which is relevant to its significance.

The proposed development is consistent in terms of its form, siting and proportions with other recently constructed buildings in the vicinity, most notably the Liverpool Health and Academic Precinct Development (SSD-10389), which is located to the south-east of the study area and directly fronts the park itself. As such, the new development will likely conform to the surrounding landscape and ongoing development of the area, primarily the hospital site to the east, and therefore will not detract any further from the significance the heritage items in its vicinity.

The development is therefore considered **acceptable** from a heritage standpoint.

## RECOMMENDATIONS

In light of the information outlined in this report, it is recommended that:

- 1) The development can proceed and is considered acceptable from a heritage standpoint.
- 2) No further works are required in regard to historical archaeological values within the study area.
- 3) Should the proposed development be altered significantly from designs and specifications outlined in this report then a reassessment of heritage/archaeological impacts may be required. This includes any impacts not explicitly stated in Section 8.
- 4) A copy of this assessment should be lodged by the proponent in the local history section of the local library, and in the library maintained by Heritage NSW.

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# 1. INTRODUCTION

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Austral Archaeology (Austral) has been commissioned by Austral Archaeology (the proponent) to prepare a Historical Impact Statement (HIS) for the proposed development at 61-71 Goulburn Street, Liverpool, New South Wales (NSW). This report has been prepared to support a Planning Proposal under Division 3.4 of the EP&A Act.

The study area consists of Lot 1, DP25642, Lot 1 and 2, DP610334, Lot 8, DP758620, Lot 20, DP1113807 and SP18729 which comprise the entirety of the study area. The study area is located within Liverpool City Central Business District (CBD) and is within the Liverpool City Council Local Government Area (LGA).

The location of the study area is shown in Figure 1.1, Figure 1.2 and Figure 1.3.

## 1.1 METHODOLOGY

The methodology supporting this report involved a period of research to locate background material and to prepare a synthesis of the historical research to reflect better and understand the historical context of the study area.

The report is underpinned by the philosophy of the International Council on Monuments and Sites (ICOMOS) and the *Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance, 2013* (Burra Charter), the practices and guidelines of Heritage NSW and the requirements of the *Liverpool Local Environmental Plan 2008* (Liverpool LEP) and *Liverpool Development Control Plan 2008* (Liverpool DCP).

## 1.2 ASSESSMENT OBJECTIVES

The purpose of this HIS is to assess the potential impact from the development on the significance of any heritage values that may be present within or in the vicinity of the study area. The report will provide suitable management recommendations should impacts to heritage values be anticipated.

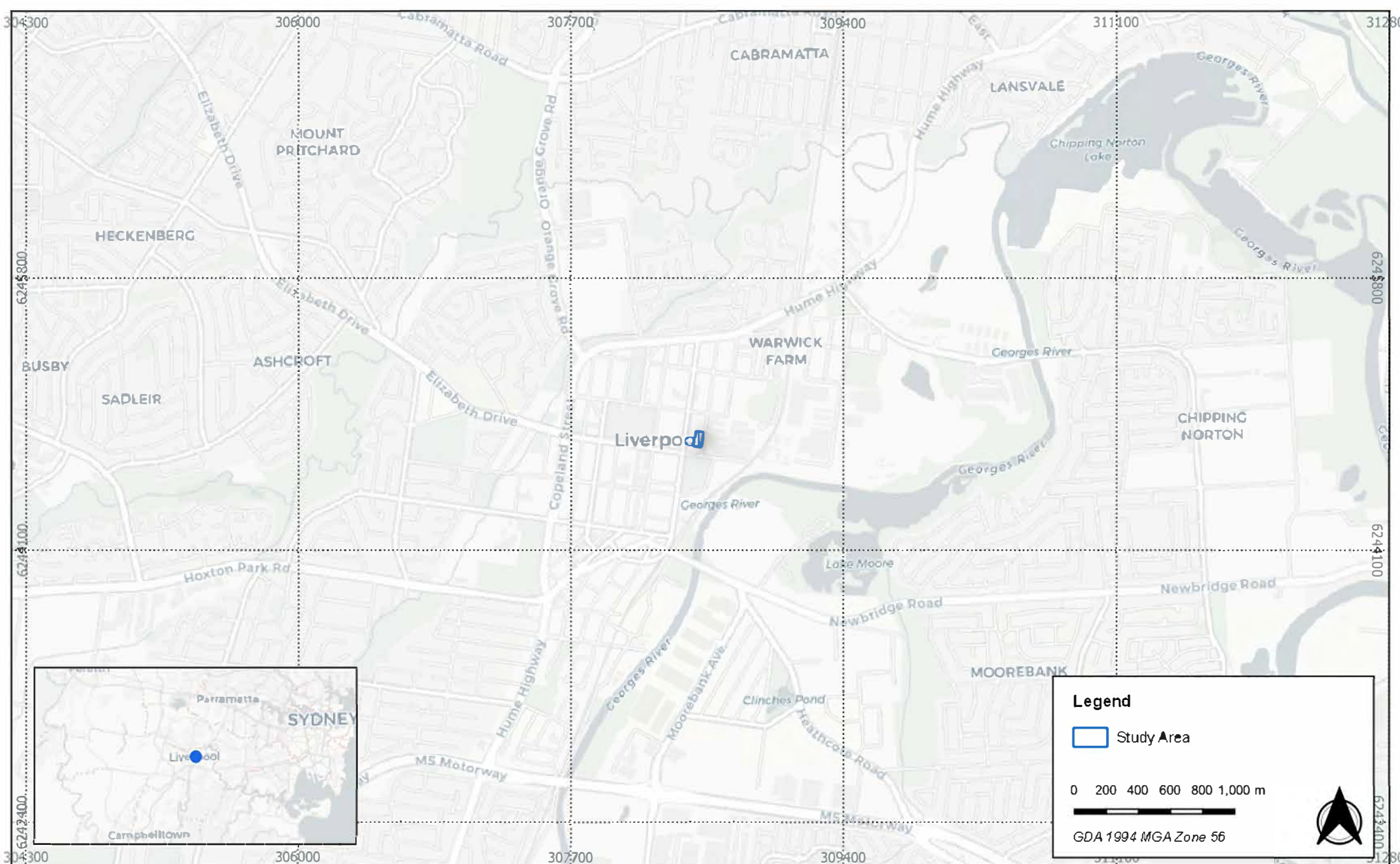
The objectives of this report are to:

- Identify any potential historical heritage values within or in the vicinity of the study area;
- Produce an archaeological predictive model and sensitivity map to guide any management decisions regarding the study area;
- Make a statement of significance regarding any historical heritage values that may be impacted by the proposed development;
- Assess the impact of the proposed works on any identified heritage values; and
- Make appropriate management and mitigation recommendations.

## 1.3 PROJECT TEAM AND ACKNOWLEDGEMENTS

The project team has been led by David Marcus (Director, Austral) who has managed the project and provided input into the assessment approach and management recommendations. The assessment was authored by David Marcus (Director, Austral) and Nicole Monk (Archaeologist, Austral). Alexander Beben (Director, Austral) reviewed the draft report for quality assurance and technical adequacy.





**Figure 1.1 Location of the study area**

21099 - 61-71 Goulburn Street, Liverpool

Source: CartoDB

Drawn by: WA Date: 2021-09-13







**Figure 1.2 Detailed aerial imagery of the study area**

21099 - 61-71 Goulburn Street, Liverpool







**Figure 1.3 Study area and neighbouring properties**

21099 - 61-71 Goulburn Street, Liverpool

Source: Nearmap

Drawn by: WA Date: 2021-09-13



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## 1.4 LIMITATIONS OF THE REPORT

This assessment includes an assessment of heritage values to support the subject Planning Proposal application (RZ-6/2021). The report must be read in conjunction with the EIS as it refers to supporting documentation not included within this report. It does not include an assessment of Aboriginal cultural heritage that may be present within the study area.

The results, assessments and judgements contained in this report are constrained by the standard limitations of historical research and by the unpredictability inherent in archaeological zoning from the desktop. Whilst every effort has been made to gain insight to the historical values of the study area, Austral cannot be held accountable for errors or omissions arising from such constraining factors.

## 1.5 ABBREVIATIONS

The following are common abbreviations that are used within this report:

<b>Austral</b>	Austral Archaeology Pty Ltd
<b>Burra Charter</b>	Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance 2013
<b>CBD</b>	Central Business District
<b>CHL</b>	Commonwealth Heritage List
<b>DCP</b>	Development Control Plan
<b>DPC</b>	Department of Premier and Cabinet
<b>EPA Act</b>	<i>Environmental Planning and Assessment Act 1979</i>
<b>EPBC Act</b>	<i>Environmental Protection and Biodiversity Act 1999</i>
<b>EIS</b>	Environmental Impact Statement
<b>EPI</b>	Environmental Planning Instrument
<b>Heritage Act</b>	<i>NSW Heritage Act 1977</i>
<b>ICOMOS</b>	International Council on Monuments and Sites
<b>IHO</b>	Interim Heritage Order
<b>LEP</b>	Local Environmental Plan
<b>LGA</b>	Local Government Area
<b>Liverpool DCP</b>	<i>Liverpool Development Control Plan 2008</i>
<b>Liverpool LEP</b>	<i>Liverpool Local Environmental Plan 2008</i>
<b>NHL</b>	National Heritage List
<b>NPW Act</b>	<i>National Parks and Wildlife Act 1974</i>
<b>The Proponent</b>	Sacco Building Group
<b>RNE</b>	Register of the National Estate
<b>SHI</b>	State Heritage Inventory
<b>SHR</b>	State Heritage Register
<b>SSD</b>	State Significant Development
<b>Study Area</b>	61-71 Goulburn Street, Liverpool (Lot 1, DP25642, Lot 1 and 2, DP610334, Lot 8, DP758620, Lot 20, DP1113807 and SP18729)

## 2. STATUTORY CONTEXT

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The following section summarises the relevant statutory context, including heritage listings, acts, and environmental planning instruments which are relevant to the study area and its cultural heritage.

### 2.1 ENVIRONMENTAL PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) established the Australian Heritage Council (formerly the Australian Heritage Commission) and provides for the protection of cultural heritage at a national level and items owned or managed by the Commonwealth. The EPBC Act has established two heritage registers:

- Commonwealth Heritage List (CHL): for significant items owned or managed by Commonwealth Government agencies;
- National Heritage List (NHL): for items assessed as being of national cultural significance.

A referral under the EPBC Act that is approved by the Australian Heritage Council is required for works to an item registered on either of these lists to ensure that the item's significance is not impacted upon.

**No part of the study area appears on either the CHL or the NHL.**

The Australian Heritage Council is also responsible for keeping the Register of the National Estate (RNE). In 2007 the RNE was frozen and no further sites were added to it. For Commonwealth properties, the RNE was superseded by the CHL and NHL lists. The RNE is now retained as an archive of information about more than 13,000 places throughout Australia.

**No part of the study area appears on the RNE.**

### 2.2 NSW HERITAGE ACT 1977

The Heritage Council is the approval authority under the Heritage Act for works to an item on the State Heritage Register (SHR). Section 57(1) of the Heritage Act identifies the need for Heritage Council approval if the work involves the following tasks:

- Demolishing the building or work;
- Damaging or despoiling the place, precinct or land, or any part of the place, precinct or land;
- Moving, damaging or destroying the relic or moveable object;
- Excavating any land for the purpose of exposing or moving the relic;
- Carrying out any development in relation to the land on which the building, work or relic is situated, the land that comprises the place, or land within the precinct;
- Altering the building, work, relic or moveable object;
- Displaying any notice or advertisement on the place, building, work, relic, moveable object or land, or in the precinct; and
- Damaging or destroy any tree or other vegetation on or remove any tree or other vegetation from the place, precinct or land.

Demolition of an SHR item (in whole) is prohibited under the Heritage Act, unless the item constitutes a danger to its occupants or the public. A component of an SHR item may only be demolished if it does not contribute to the significance of the item.



Section 57(1) of the Heritage Act also applies to archaeological remains (such as relics) within an SHR site, and excavation can only proceed subject to approval of a Section 60 application by Heritage NSW.

**No part of the study area appears on the SHR.**

**The study is in close proximity to one site listed on the SHR, “Liverpool TAFE College (former Liverpool Hospital)” (SHR No. 01809).**

### **HERITAGE AND CONSERVATION REGISTER (SECTION 170 REGISTER)**

Under Section 170 of the Heritage Act, government instrumentalities must keep a Heritage and Conservation Register (a Section 170 Register) which contains items under the control or ownership of the agency, and which are, or could, be listed as heritage items (of State or local significance).

**No part of the study area appears on any Section 170 Heritage and Conservation registers.**

## **2.3 ENVIRONMENTAL PLANNING INSTRUMENTS**

An Environmental Planning Instrument (EPI) is made under the EPA Act. An EPI can be a Development Control Plan (DCP), Local Environmental Plan (LEP) or a State Environmental Planning Policy.

### **LIVERPOOL LOCAL ENVIRONMENTAL PLAN 2008**

The current LEP for the study area is the Liverpool LEP. Part 5.10 of the Liverpool LEP deals with heritage conservation, and subsections (2) and (3) determine whether development consent needs to be granted by Liverpool City Council before any activities occur which may impact cultural heritage. Heritage items are listed under Schedule 5, Part 1 of the Liverpool LEP.

**The study area is partially listed on Schedule 5 of the Liverpool LEP as it is located within the “Bigge Park Conservation Area” (Item No. C01) [Figure 2.1].**

**The study area is also within close proximity to the following heritage items listed on the Liverpool LEP:**

- **Bigge Park (Item No. 82);**
- **Cast-iron letterbox (Item No. 79);**
- **Liverpool College (TAFE) site, including Blocks A–G, chimneystack, fences, gatehouses and archaeological features (formerly Liverpool Hospital and Benevolent Asylum) [Item No. 80]; and**
- **Plan of Town of Liverpool (early town centre street layout–Hoddle 1827) [Item No. 89].**

### **LIVERPOOL DEVELOPMENT CONTROL PLAN 2009**

The applicable DCP for the study area is the Liverpool DCP. Part 1 of the Liverpool DCP outlines design controls to be implemented when dealing with heritage items in general. Section 17 details the requirements for managing post-European archaeological sites. Section 17 includes the following development controls:

- Where a proposal involves development within a heritage conservation area, it will be necessary to lodge a Statement of Heritage Impact;
- All development within heritage conservation areas must be designed to respect the heritage significance of the area in terms of:
  - Character
  - Setting and views
  - Scale
  - Form
  - Setbacks
  - Materials and colours

- Fenestration
- Fencing
- Carparking
- Landscaping
- Modern technologies (e.g. solar electricity collectors, TV aerials or satellite dishes) are to be located on roof slopes outside primary view corridors to or from the place and should not be visible from the public domain nor intrude into significant view corridors to or from the place.

## 2.4 SUMMARY OF HERITAGE LISTINGS

Table 2.1 lists the relevant statutory and non-statutory registers, listings and orders, and identifies those in which any part of the site is listed. The location of heritage items in relation to the study area are outlined in Figure 2.1.

**Table 2.1 Summary of heritage register listings for the subject study area.**

Register/Listing	Inclusion	Statutory implications
NHL	No	No
CHL	No	No
RNE	No	No
SHR	No	No
Liverpool LEP	Yes	Yes
Liverpool DCP	Yes	Yes





**Figure 2.1 Location of heritage items in relation to the study area**

21099 - 61-71 Goulburn Street, Liverpool

Source: NSW LPI Aerial

Drawn by: DM Date: 2022-05-08



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## 3. HISTORICAL CONTEXT

The following historical background is designed to contextualise a site-specific history which will aid in the understanding of the heritage values of the study area. This work will provide a useful and concise summary of the history of the study area.

### 3.1 HISTORY OF THE LIVERPOOL AREA

#### 3.1.1 EARLY DEVELOPMENT – 1799 TO 1960

Alienation of land in the vicinity of Liverpool began in 1799 with the granting of properties along the Georges River (Kass 1992). Thomas Moore, who became a substantial local landholder in the first years of the 19<sup>th</sup> century, found a site that he felt was suitable for a town. On 7 November 1810, a small party set out on horseback from Parramatta to the newly settled district of Georges River. This group comprised Governor Lachlan Macquarie, his wife Elizabeth, Captain Antill and surveyor James Meehan. After crossing the Georges River, they were joined by Moore and Dr William Redfern, from where they 'set out in a boat ... to view and survey the ground intended for the new township' (Macquarie, Lachlan & Public Library of NSW 1956, pg.1). Macquarie stated that:

*...having surveyed the Ground and found it in every respect eligible and fit for the purpose, I determined to erect a Township on it, and named it Liverpool in honor of the Earl of that Title -- now the Secretary of State for the Colonies. -- The Acting Surveyor Mr. Meehan was at the same [time] directed to mark out the Ground for the Town, with a Square in the Center thereof, for the purpose of having a Church hereafter erected within it (Macquarie, Lachlan & Public Library of NSW 1956, pg.1).*

In correspondence between Lord Liverpool (Robert Banks Jenkinson) and Governor Macquarie, Lord Liverpool wrote about the suitability of the site for a town which was to bear his name:

*His Excellency having extended his Views also to the situation of the Settlers on George's River, has deemed it expedient to mark out the situation for a Township on the west side (or left bank) of that River, in the District of Minto, to which he has given the Name of Liverpool.*

*The Situation of this Town is admirably calculated for Trade and Navigation, being immediately on the Bank of the River where the Depth of Water is sufficient to float Vessels of very considerable burthen. At this Town it is intended very soon to erect a Church, a School-House, a Gaol, a Guard-House, &c. Leases of Commodious and adequate Allotments- for Houses and Gardens will be given to suit free Mechanics and Tradesmen as may feel disposed to form a permanent Residence there, on their giving regular and due security for their building comfortable and substantial Houses, conformably to a Plan that will be shewn them on application to Thomas Moore, Esq're, the Chief Magistrate in that District.*

*Good Tradesmen and Mechanics settling at Liverpool will have the liberty of a large and contiguous Common for grazing Cattle, which is assigned for the Benefit of the Township, and those Persons who have not Milch Cows will be supplied with one Cow to each such person from the Government Herds for payment on advantageous conditions (O'Hara 1818, pp.359–360).*

As part of his tour of the Colony, Macquarie also founded new towns at Windsor, Richmond, Castlereagh, Pitt-town and Wilberforce, with Liverpool becoming the first of the 'Macquarie Towns' to be formally laid out (Liverpool City Council 2019, p.11). Although chosen as it had good access to the Georges River, which at the time permitted large, burdened ships to travel from Botany Bay all the way upstream to the new settlement, the township's population was slow to increase, with very little development initially occurring (Watson 1916, p.600).



By 1814 Liverpool's population of 832 people mainly consisted of convicts, timber getters, farmers and people engaged in associated industries (Watson 1916, p.600). Within the same year, the construction of a road between Sydney and Liverpool was nearly complete and another road from Liverpool extending a distance of 25 miles (40 kilometres) to Parramatta was in progress (Watson 1916, p.152). As such, plans of the town worked on by Surveyor Meehan indicate thoughtful planning of the township with a structured, grid like pattern forming the road network, with settlements initially concentrating around Macquarie and Moore Streets [Figure 3.1] (Jack 2010, p.17).

Following the planning of the town square, emancipated architect Francis Greenway was appointed by Macquarie to design a church, with the first stone of St Luke's laid in 1818 and it being completed in 1824 (Davis 1994, p.5). Although infrastructure was being built, Liverpool continued to grow slowly, as people had instead chosen to move to more fertile areas such as the Southern Highlands or along the Hawkesbury River. Being located on a major road to the south, the area became a key stop on the thoroughfare and expanded to service the people travelling through. By the middle of the 1820s the town had a church, courthouse, gaol, military barracks, hospital and multiple stores which serviced over 1,000 people who lived there (Watson 1916, p.154, Cunningham 1828, p.99).

The construction of the Liverpool stone weir in 1836 by Daniel Lennox provided not only access across the Georges River but supplied water to the town and local farmers (Maddocks 2001, p.4). Described as providing a 'ready and unfailing supply of water', the weir restricted salt water contamination upstream and contributed to the towns development, particularly during droughts or dry seasons (*The Sydney Gazette and New South Wales Advertiser*, 26 January 1836, p. 2).

The 1850s saw the introduction of 2 major additions into Liverpool; the railway and the telegraph. By 1856, the Great Southern Railway was extended into Liverpool and would become a major means of transport from Sydney to Melbourne, improving the town's economic prospects (Rowland, E.C. 1954, p.248). In addition, this extension resulted in the land near the railway being subdivided which, along with the establishment of the Collingwood Paper Mill, led to further subdivision of land to the south of Scott Street, the most southerly street in the originally planned township. Within 2 years of the extension of the railway, the electric telegraph was also installed, providing additional communication options to the town's people (*Empire*, 21 January 1858, p. 1)

Agriculture continued to be Liverpool's primary industry into the late 19<sup>th</sup> century and through the start of the 20<sup>th</sup> century, but water shortages as a result of an ongoing drought impacted the local community (*Liverpool City Champion*, 14 August 2018). During the drought a visitor to Liverpool described the impacts:

*....to find in the green old Liverpool of thirty years ago a sea of dust and the river, even, an ocean of sand-sheeted home the conviction that a long sustained drought plays more havoc to a country than even the "dogs of war"...the streets of your town were (without romancing) knee-deep in dust on the occasion of my visit.... unfortunately, Liverpool changes from a plethora of dust to a plethora of mud, as if by a magician's wand, as I happen to have seen in years gone by...The sight from the bridge is deplorable, and never before have I seen the river above the dam without sufficient water to cover its sandy bottom, or the water (except in time of flood) other than a good, wholesome color.... (Liverpool Herald, 12 July 1902, p.3)*

Affected by the lack of water and the drying up of the Georges River, farming moved away from sheep production and dairy was introduced (Liverpool City Council 2019, p.12).

The start of the Great War saw the Government use Liverpool and surrounds for extensive military training, with Holsworthy becoming the army base and internment camp for German prisoners of war (Australian War Museum 2022). In 1917, the Government constructed a railway from Liverpool to Moorebank to serve the Liverpool Field training area and the Holsworthy internment camp, using NSW Railways staff and internees from the German internment camp. This army facility was again used in World War II (Australian War Museum 2022).

Liverpool remained relatively agricultural and known for market gardens and poultry farming until the 1950s, when the population from Sydney extended into Liverpool, and as a result it became an outer suburb of Sydney.

### 3.2 HISTORICAL SKETCH OF THE STUDY AREA

The following section seeks to document the known development history of the site.

#### 3.2.1 PHASE 0 – PRE-1841

Surveyor Hoddle's 1827 Plan of Liverpool depicts the study area as being located within a block of land fronting Goulburn Street with allocations to J.J. Moore, Major Ovens and D. Tindall (or Tyndall) [Figure 3.1]. Located within the south-eastern part of Major Ovens' and the north-eastern part of Tindall's grant, no buildings were shown within the study area at this time.

Major John Ovens was a soldier, private secretary and chief engineer under Governor Brisbane. Responsible for the supervision of convict gangs, he oversaw numerous clearing gangs, and public works including the construction of Liverpool Hospital, which was designed to be a health facility for convicts. Ovens died in 1825, the same year that the Liverpool Hospital's construction was completed (Dunlop 1967).

Daniel Tindall was a free settler, and later publican, who had travelled to Australia in 1814 with his mother and 3 siblings aboard the HMS *Kangaroo*, following his father (also Daniel Tindall), who had earlier been sentenced to Australia in 1807 for his part in the treasonous 'Despard's Plot' that aimed to assassinate King George III, Tindall Snr arrived aboard the *Duke of Portland* (*The Sydney Gazette and New South Wales Advertiser*, 15 November 1826, p. 3). Within 2 years of his arrival, in 1814, Tindall was recommended for a land grant of 50 acres (20 hectares), with 60 acres (24 hectares) allocated to him in 1820 (*The Sydney Gazette and New South Wales Advertiser*, 15 November 1826, p. 3; Index to the Colonial Secretary's Papers 1788-1825, 9/2652).

Major Ovens's northern portion of land was subdivided and reclaimed by the Government in 1840, following Ovens's death and due to his lack of heirs, but Tindall argued that the southern portion was transferred to Tindall's wife. A case was opened in the tribunal which describes the hearing:

*Case No. 839...This is part of a large allotment, originally, it would appear according to Mr. Moore's Map, located to Governor Erskine. On the Modern Maps it is chartered to Major Ovens, deceased. It is not appropriated on Governor Macquarie's Map. William Ovens, it is alleged, is the heir at law of Major Ovens. Tindall alleges, that the allotment was given by Mr. Moore to his wife, when she was Jane Bull, and that it has been fenced and occupied by the family ever since (New South Wales Government Gazette, 9 December 1840, p. 1342).*

Although there are no known developments present within the study area prior to 1841, the plan shows one structure located adjacent to the southern boundary line of the study area and within the same allotment and an additional 3 structures located on the allotment to the south of the one containing the study area.





**Figure 3.1 Hoddle's 1827 Plan of Liverpool with location of the study area**

21099 - 61-71 Goulburn Street, Liverpool



In 1828, Tindall sold a property in Liverpool which contained a house and was described as:

*45 feet of frontage with a verandah, and contains 9 rooms, with an out-house and 6 stall stable, with an acre and a half of Land, an excellent Garden well stocked and well-Watered (The Sydney Gazette and New South Wales Advertiser, 9 May 1828, p.1).*

However, it is likely that this house is located on the western side of the allotment as the residence is later described as being situated on Bigg and Campbell streets in an advert placed in newspapers in the summer of 1843:

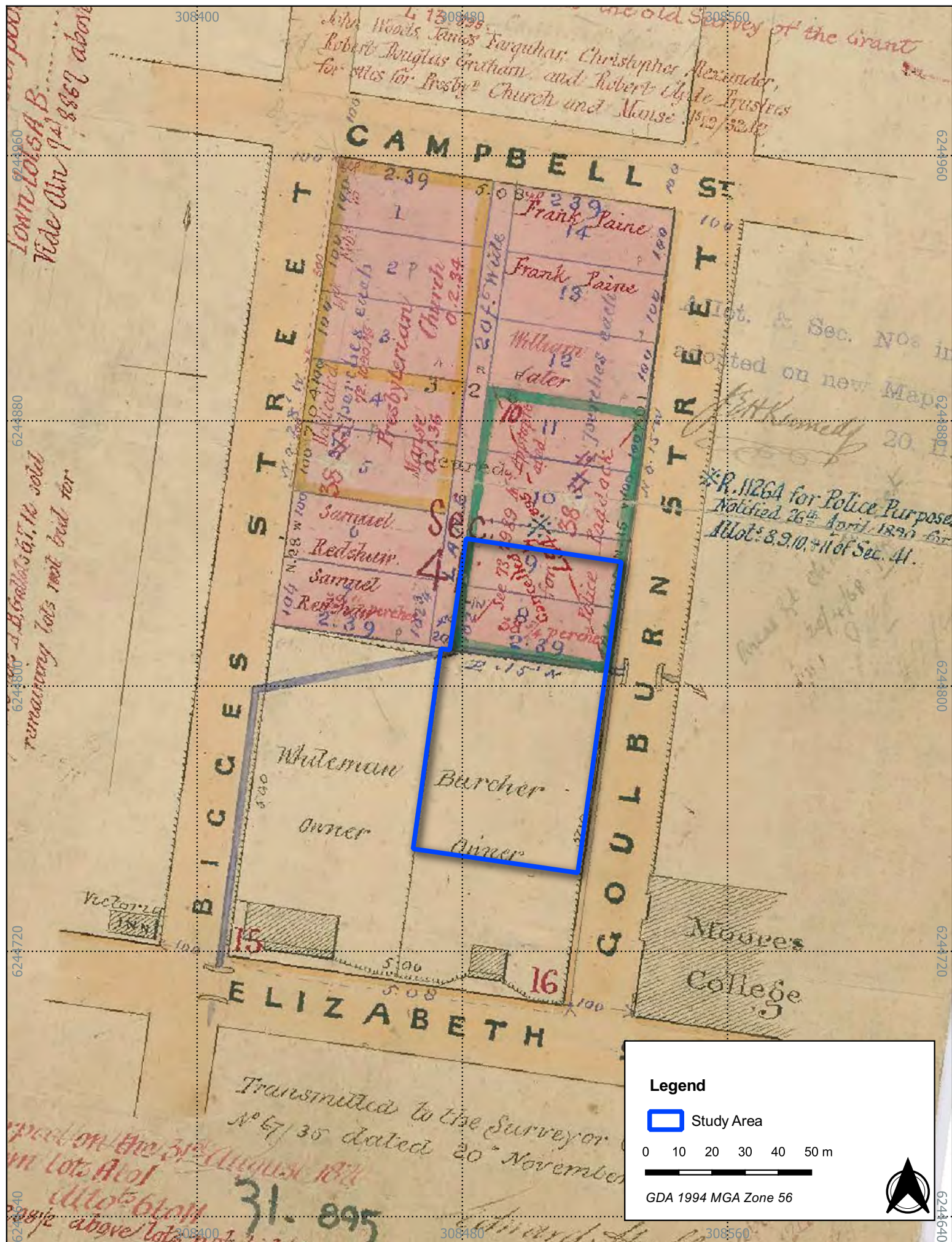
*The public are cautioned against purchasing from Daniel and Jane Tindall an allotment of Land, in Liverpool, containing 2 acres 1 rood 39 perched, situate in Bigg and Campbell Streets and adjoining the late Major Owen's [sic] allotment upon which is a weatherboarded dwelling, lately occupied as a public house...having been conveyed to Mr. Daniel Cooper of London, by the said Daniel Tindall since the year 1828... he, Daniel Tindall, having taken forcible and illegal possession of the same during the absence of the late tenant (The Australian, 14 August 1843, p. 3).*

### 3.2.2 PHASE 1 – 1841 TO 1931

By 1841, in advance of a new subdivision, the block containing the study area was reclassified as Section 41, with the study area formed from the southern section of Allotment 9, the entirety of Allotment 8 and the northern section of Allotment 16 (c.f. Figure 3.2). At this time, Daniel Tindall had been granted the title to Major Owens' land and as a result, owned most of the southern half of the study area. By 1850, allotments 8, 9, 10 and 11 of Section 41, which included the northern part of the study area, was resumed for police purposes, specifically for use as a paddock for the police station across the road to the east (Primary Application 8414). Allotment 16 was transferred to Mary Burcher (nee Tindall), Tindall's sister, in 1856 (Primary Application 8414).

An 1872 Crown plan of the entire block shows Mary Burcher as still being the owner of the land (Figure 3.2). However, the 3 buildings present on Hoddle's plan have been removed and replaced with a single building shown fronting Elizabeth Street. The plan also shows a large drain passing through the study area on the alignment of the present sewer main, but no other development is shown within the study area (Crown Plan L31.895). The northern part of the study area still formed part of the police paddock. This land would have served as open grazing for police horses, and they would likely have been stabled in the main police compound, located on the other side of Goulburn Street, for security purposes. The southern portion of the property eventually passed to George Frederick Rowley Burcher in 1891, and was in turn purchased by John Schell in 1912. Schell passed away in 1914 and his property passed to his wife, Mary, and son, Frances Anton (LPI Volume 1032 Folio 20).



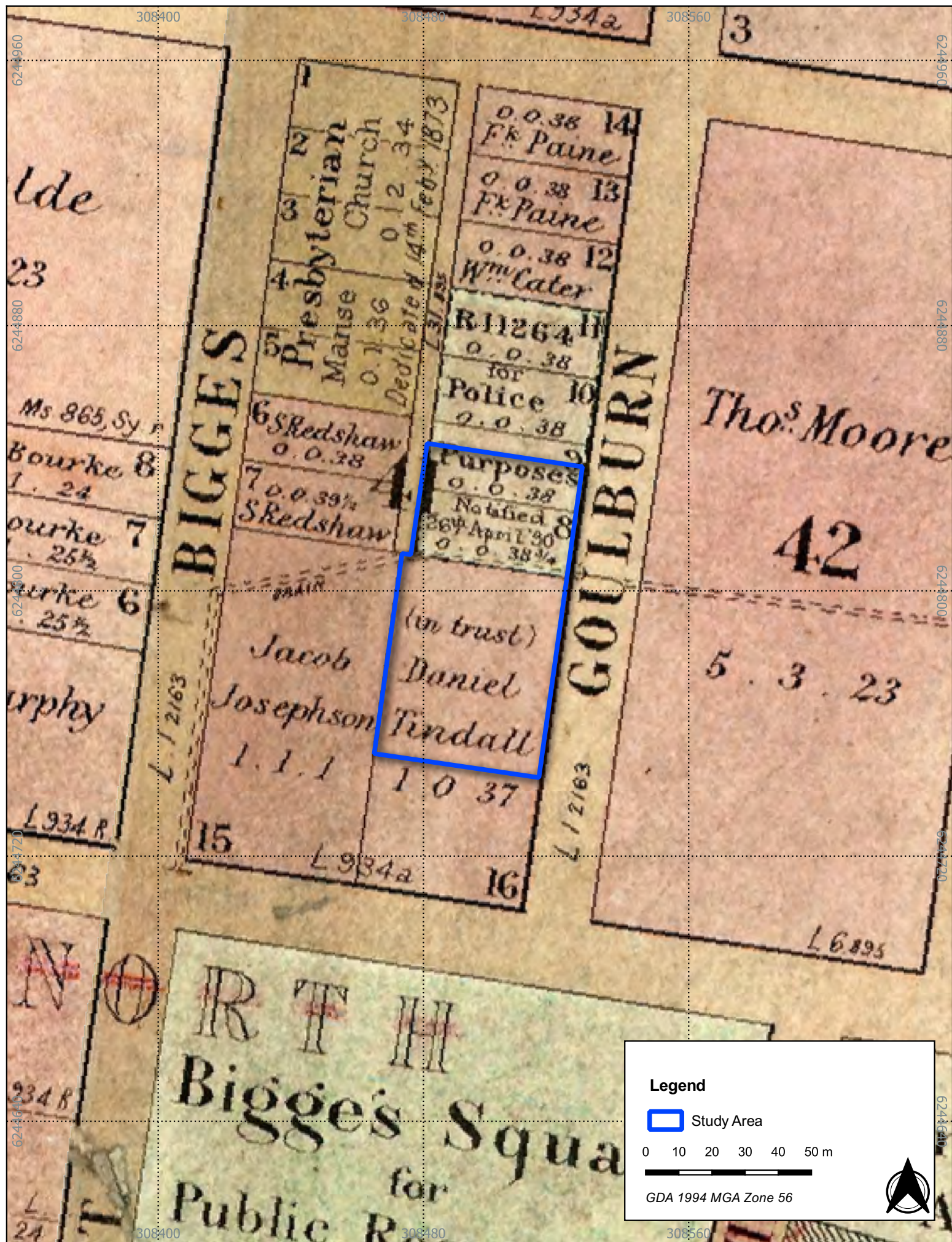


**Figure 3.2 1872 Crown plan of Liverpool**

21099 - 61-71 Goulburn Street, Liverpool







**Figure 3.3 1898 Liverpool town plan**

21099 - 61-71 Goulburn Street, Liverpool





### 3.2.3 PHASE 2 – 1932 TO PRESENT

The northern portion of the study area remained reserved as the police paddock until 1932, when the reservation was revoked and the land subdivided for residential development. The subdivision included 4 lots, of which 2 fall within the study area (Crown Plan L54.895). These boundaries match the present cadastral lots. The study area generally remained undeveloped through the 1940s, with historical aerial imagery from 1947 showing only 2 small sheds and a fenced area present in the southern part of the study area at this time (Figure 3.4).

The northern portion of the study area was advertised for public sale for the first time in its history on 24 November 1939, and it was sold in January 1940 to Jack Maxwell Jaffray, who was a theatre manager at the time (Vol.5495 Fol. 240). In 1982, the northern-most portion of the study area (61 Goulburn Street) was sold to William Economos and Mary Economos, as joint tenants.

Eventually, the southern half of the study area, which coincided with Tindall's original grant, was split into 3 smaller lots, which were sold at roughly the same time as those in the north, suggesting that there may have been an organised subdivision and sale of land within the block. Of the southern lots, Lot 1 (63 Goulburn Street) was sold to Roland Edward Thomas, a schoolteacher (Vol 6942 Fol 121). In 1972, Peter Ronald Edward Thomas purchased Lot 1. Lot 3 was purchased by Francis Thomas Murray in 1954 who then sold it 3 years later to William James Masterton. Lot 2 was purchased by Roma Mary Jones and her husband Kenneth Henry in 1955, and Lot 4 was purchased by Donald Leslie Becquet in 1958 (Volume 6889 Folio 6889-140, Volume 6927 Folio 130 and Volume 7436-103).

With the exception of the 1950s house still present in the central part of the study area, the remaining portions of land became increasingly developed throughout the latter half of the 20<sup>th</sup> century, culminating in the construction of several large apartment blocks which are still present within the study area. Further works have included the excavation of a modern underground stormwater or sewage pipe on the alignment of the former above-ground drainage channel.



**Figure 3.4 1943 Aerial of the study area**

21099 - 61-71 Goulburn Street, Liverpool







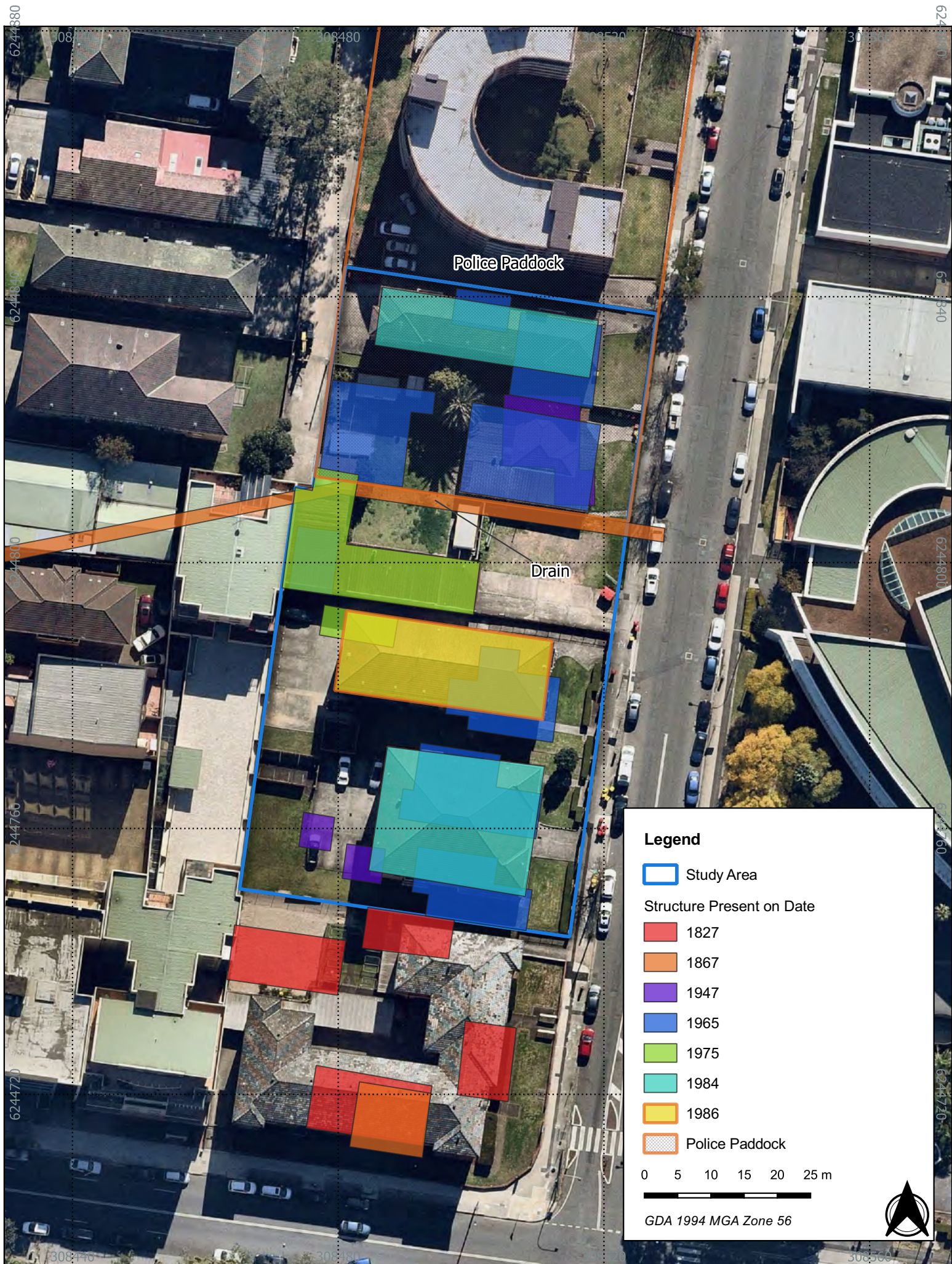
### 3.3 CHRONOLOGY OF THE STUDY AREA

Based on the historical background presented, it is possible to summarise the chronology of the study area. This is presented in Table 3.1. An overview of development on the site is shown on Figure 3.6

**Table 3.1 Summary of chronological events relating to the study area**

Phase	Summary	Date range
0	<p>The study area was originally part of Major Ovens and Daniel Tindall's land grants. In 1825, following Owen's death, the Government reclaimed and subdivided the northern portion of the study area, with the southern portion being claimed by Tindall, who was granted the land in 1841.</p> <p>There is no documentary evidence showing any development within the study area at this time.</p>	Pre-1841
1	<p>By 1841, the block became known as Section 41, with the study area forming the southern section of Allotment 9, the entirety of Allotment 8 and the northern section of Allotment 16. By 1850, allotments 8, 9, 10 and 11 of Section 41 were gazetted for police purposes and Tindall remained the owner (in trust) of the southern portion of the study area until 1856, when ownership passed to Mary Burcher (Tindall's sister). Around this time, a large drain was constructed passing through the study area on the alignment of the present sewer main. The southern portion of the site passed to George Frederick Rowley Burcher in 1891 and was then purchased by John Schell in 1912. Schell passed away in 1914 and his property passed to his wife, Mary, and son, Frances Anton.</p>	1841-1931
2	<p>The northern portion of the study area remained reserved as the police paddock until 1932 when reservation was revoked. This led to the subdivision of land for residential development. The subdivision included 4 lots. The study area generally remained undeveloped through the 1940s, with historical aerial imagery from 1943 showing only 2 small sheds and a fenced area present in the southern part of the study area at this time.</p> <p>The northern portion of the study area was advertised for public sale on 24 November 1939, before it was sold in January 1940 to Jack Maxwell Jaffray. In 1982, the northern-most portion of the study area (61 Goulburn Street, Liverpool) was sold to William Economos and Mary Economos, as joint tenants.</p> <p>The southern half of the study area was split into 3 smaller lots, sold at similar times to the north. Of the southern lots, Lot 1 (63 Goulburn Street) was sold to Roland Edward Thomas, a schoolteacher. In 1972 Peter Ronald Edward Thomas purchased Lot 1. Lot 3 was purchased by Francis Thomas Murray in 1954 who then sold it 3 years later to William James Masterton. Lot 2 was purchased by Roma Mary Jones and her husband Kenneth Henry in 1955, and Lot 4 was purchased by Donald Leslie Becquet in 1958.</p> <p>Aside from the 1950s house still present in the central part of the study area, the remaining lots of land became increasingly developed throughout the latter half of the 20<sup>th</sup> century, culminating in the construction of several large apartment blocks which are still present within the study area.</p>	1932-PRESENT





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## 4. SITE INSPECTION

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The site inspection was conducted by David Marcus (Director, Austral) on 24 September 2021. The survey confirmed the results of the background research in terms of anticipated levels of disturbance present. A majority of the site is heavily disturbed through the construction of the various apartment blocks, and the earthworks required to build these structures are likely to have removed all traces of any historical buildings that existed within their footprint (Figure 4.1). Even where grassed areas were present, these appear to have undergone at least low levels of disturbance (Figure 4.2).

The background research identified that the only known historical development within the study area consisted of the drain running east-west through the central part of the study area. The survey noted that the easement which now contains the drain has been heavily disturbed by the construction of a modern, below ground sewer main (Figure 4.3). As such, it is likely that the construction of this sewer will have destroyed or removed the historic drain, removing all archaeological potential in the area. Other parts of the site varied from high to moderate levels of disturbance relating to the post-1950s development of the site, and even areas which are currently grassed did not display any evidence of historical archaeological material (Figure 4.2).

As such, the entirety of the study area exhibited a low level of potential for historical archaeological material.



**Figure 4.1** West facing photograph showing the heavy modification to the landscape.



**Figure 4.2** East facing photograph showing grassed areas with minimal disturbance.





**Figure 4.3**      **West facing photograph of the area affected by the installation of the sewer main.**



## 5. PREDICTIVE STATEMENTS

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An assessment of archaeological potential usually considers the historic sequence of occupation in comparison to the structures that are currently extant, as well as the impact that the more recent constructions and works would have had on the earlier occupation phases and, as such, the likely intactness of the archaeological resource. This, in turn, is tied in with the extent to which a site may contribute knowledge not available from other sources to current themes in historical archaeology and related disciplines.

Regarding the assessment of the study area, the archaeological potential depends upon the anticipated likelihood for the survival of buried structural fabric and cultural deposits as well as an estimation of archaeological integrity. Structural fabric refers to what is generally regarded as building or civil engineering remnants. Cultural deposits refer to archaeological deposits, i.e. deposited sediments containing artefacts *et cetera*.

Having analysed the historical evidence in the previous chapters, the following section presents a summary of the potential for a physical archaeological resource to be present in the study area, that is, its archaeological sensitivity/potential.

The following predictive model draws on the areas of known archaeological sensitivity. As a general rule of archaeology, sites first redeveloped in either the 19<sup>th</sup> or early 20<sup>th</sup> century can also retain evidence of occupation from previous periods. It is also widespread that such evidence can be recovered even when sites have been redeveloped or disturbed by modern construction activity. Based on the detailed background history, the following general predictive statements can be made:

- There is **low** potential for archaeological remains to be present associated with the drain that ran east-west through the study area. This is made on the basis of the lack on identified historical development in the study area, and the high level of disturbance along the alignment of the drain caused by the construction of the modern stormwater drain.

## 6. HISTORICAL LAND USE MAPPING

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### 6.1 HISTORICAL LAND USE

The first known development within the study area was in 1867, when a drainage channel was shown as running in an east-west direction across the study area. No other developments occurred until the 1940s, following the subdivision of the property. Visible in the 1940 historical aerial, two small sheds and a fenced area were erected in the south-western portion of the study area, adjacent to the study area's cadastral boundary (Figure 3.4).

By 1947, the sheds still existed and two additional buildings were present in the study area, with one in Lot 1, DP25642 and SP18729 and an additional structure extending over Lot 2, DP610334 and Lot 20, DP1113807 and Lot 1, DP 25642 with land clearing also occurring over the 3 lots.

By 1965, development within the study area had resulted in the construction of residential houses in all of the lots, except for the one containing the 1950s house, which is still present in the central part of the study area. The remaining portions of land became increasingly developed throughout the latter half of the 20<sup>th</sup> century, culminating in the construction of several large apartment blocks which are still present within the study area. Additional works have also included the excavation of a modern underground stormwater or sewage pipe on the alignment of the former above-ground drainage channel.

### 6.2 ARCHAEOLOGICAL SENSITIVITY MAPPING

The results of Section 4 are depicted in an archaeological sensitivity map below (Figure 6.1). The figure shows the degree of predicted archaeological potential within the study area following site development and forms the basis for the conclusions and management recommendations outlined in Section 9. However, one key point to note is that potential is not equal to significance, and areas of even moderate or high archaeological potential may not actually contain archaeological material which is considered significant (see Section 7).





**Figure 6.1 Archaeological sensitivity**

21099 - 61-71 Goulburn Street, Liverpool

Source: Nearmap

Drawn by: WA Date: 2022-05-08



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## 7. ASSESSMENT OF SIGNIFICANCE

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An assessment of cultural significance seeks to establish the importance that a place has to the community. The concept of cultural significance is intrinsically tied to the fabric of the place, its history, setting and its relationship to other items in its surrounds and the response it evokes from the community.

The assessment of cultural significance with respect to archaeological sites can present difficulties because the nature and extent of the "relics" are often indeterminate and value judgements therefore need to be made based on potential attributes. The element of judgement can be greatly reduced by historical or other research, as has been completed for the current study. Archaeological deposits and features provide important evidence of the history and settlement of New South Wales. These heritage items may include deposits containing material culture (artefacts) that can be analysed to yield information regarding early urban development that is unavailable from other sources. Archaeological investigations can reveal much about technology, industry, past economic and social conditions and people's lives.

Sites that contain these elements therefore have scientific value that may be of considerable significance when analysed in association with documentary evidence. It is through this potential to reveal information about the past use of a place that archaeological sites have heritage significance.

### 7.1 BASIS FOR ASSESSMENT

The Burra Charter of Australia ICOMOS was formulated in 1979 (revised 1999 and 2013) [Australia ICOMOS 2013], based largely on the Venice Charter (for International Heritage) of 1966. The Burra Charter is the standard adopted by most heritage practitioners in Australia. The Charter divides significance into four categories for the purpose of assessment. They are: Aesthetic, Historical, Scientific/Technical, and Social significance.

The Heritage Council of NSW has established a set of seven criteria to be used in assessing cultural heritage significance in NSW, and specific guidelines have been produced to assist archaeologists in assessing significance for subsurface deposits (Heritage Council of New South Wales 2009; NSW Heritage Office 2001). The Heritage Council's criteria incorporate those of the Burra Charter, but are expanded to include rarity, representative value, and associative value.

In order to determine the significance of a historical site, the Heritage Council have determined that the following seven criteria are to be considered (NSW Heritage Office 2001):

- **Criterion (a):** an item is important in the course, or pattern, of NSW's cultural or natural history (or the local area);
- **Criterion (b):** an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the local area);
- **Criterion (c):** an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);
- **Criterion (d):** an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area);
- **Criterion (e):** an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area);
- **Criterion (f):** an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area); and
- **Criterion (g):** an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural environments (or the local area).



These criteria were designed for use on known or built heritage items, where above ground heritage is both tangible and easily identified. Due to the nature of archaeology being that it is invisible until disturbed, the presence and attributes of archaeological material must be assumed based on the recorded levels of disturbance, known site history and the creation of predictive statements. Ultimately, the actual presence of archaeological material can only ever be framed in terms of the potential for it to be present. The following assessment therefore deals with the built and archaeological potential within the study area in a consolidated manner.

## 7.2 LEVELS OF SIGNIFICANCE

The Heritage Act allows for the protection of heritage items of State or local significance. The levels of significance can be defined as:

- Items of State significance are of special interest in a State context. They form an irreplaceable part of the environmental heritage of NSW and must have some connection of association to the State.
- Items of local significance are of special interest to the LGA. They important to the local community and often form an important part of the local identity. Collectively, such items reflect the cultural or natural history of the given area.

## 7.3 SIGNIFICANCE ASSESSMENT

The following section addresses the significance of the potential archaeological resource in accordance with the criteria adopted in the Heritage Council's significance guidelines for archaeological deposits (Heritage Council of New South Wales 2009, pp.11–13), using selected questions from the guidelines.

Criteria	Assessment
(a) an item is important in the course, or pattern, of NSW's cultural or natural history (or the local area);	<p>The study area was originally part of the development of Liverpool and is within the grid plan of road alignments laid out in 1827 by Hoddle. Although the study area is within the footprint of the grid alignment, there is no documented evidence that the study area was utilised during this time.</p> <p>The extant buildings within the study area hold no heritage values.</p> <p>Therefore, the study area <b>does not</b> meet the threshold for listing under this criteria.</p>
(b) an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the local area);	<p>The study area was originally part of properties owned by Major Ovens' and Daniel Tindall during the early 19<sup>th</sup> century. Although Major Ovens owned the land, there is no recorded evidence to suggest that the land was cleared or that any structures were developed during his ownership. Daniel Tindall is the son of the man associated with Despard's Plot, but is of no noted significance for his relationship with the property or the wider area.</p> <p>Therefore, the study area <b>does not</b> meet the threshold for this criteria.</p>
(c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);	<p>The residential buildings within the study area were constructed in the mid- to late 20<sup>th</sup> century and do not demonstrate any aesthetic characteristics or high degree of creativity.</p> <p>Therefore, the study area <b>does not</b> meet the threshold for this criteria.</p>
(d) 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 local area);	<p>The study area does not hold any strong or special association with a particular community or cultural group.</p> <p>Therefore, the study area <b>does not</b> meet the threshold for this criteria.</p>

Criteria	Assessment
(e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area);	<p>There is limited evidence for the use of the study area prior to the 20<sup>th</sup> century beyond construction of the mid-19<sup>th</sup> century drain, which is likely destroyed by the later construction of a stormwater drain on the same alignment.</p> <p>The structures within the study area are mid to late 20<sup>th</sup> century buildings and it is unlikely that the study area would have rubbish pits or significant underfloor deposits.</p> <p>Therefore, the items <b>do not</b> meet the threshold for listing under this criterion.</p>
(f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area); and	<p>The residential houses located within the study area were constructed in the mid to late 20<sup>th</sup> century. They do not possess any uncommon, rare or endangered aspects of NSW's cultural or natural history.</p> <p>Therefore, the study area <b>does not</b> meet the threshold for this criteria.</p>
(g) an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural environments (or the local area).	<p>Although the study area was originally part of the layout of Liverpool, it was not developed until the 20<sup>th</sup> century. It does not demonstrate any characteristics of a class of NSW's cultural or natural places or environments.</p> <p>Therefore the items <b>do not</b> meet the threshold for listing under this criterion.</p>

## 7.4 STATEMENT OF SIGNIFICANCE FOR THE STUDY AREA

Historical research has identified that the study area lies within the road alignment laid out by Hoddle in 1827, and was granted to both Major John Ovens and Daniel Tindall in the early 19<sup>th</sup> century. The study area remained relatively undeveloped until the 20<sup>th</sup> century, aside from a drain that was constructed in 1867, although this has been disturbed by modern drainage works. The current structures houses are single or multi-storey brick residential buildings and do not present any significant heritage values. Further, it is unlikely that the study area would hold any significant subsurface deposits or rubbish pits prior to the development of the current structures.

As such, the study area is considered to not meet the threshold for significance in any regard.

## 7.5 STATEMENT OF SIGNIFICANCE FOR HERITAGE ITEMS WITHIN THE VICINITY OF THE STUDY AREA

The following section contains statements of significance for any heritage items in study area and in the vicinity of the study area. These are outlined in Table 7.1.



**Table 7.1**      **Statements of significance for surrounding heritage items.**

Item	Statement of Significance
Bigge Park (Item No. 82)	<p>The following statement of significance is quoted from the SHI listing for this site:</p> <p><i>Bigge Park, as part of the original early 19th century commons for the Town of Liverpool, demonstrates the history of early urban planning and land use in the Colony. The establishment of a Town Common is particularly representative of Governor Macquarie's early urban plans in the Colony. As part of the original survey of Liverpool it demonstrates the history of the early settlement of the city and is a physical link to the character of the early township, enhanced by its location near a number of other historic sites in the city centre. It indicates a level of technical achievement in its original design by key Colonial figures Governor Macquarie and Surveyor Meehan. The park is now a public, open, green space with attractive tree planting located in close proximity to a number of historic sites, it is aesthetically pleasing within the modern city centre. Its continuity of use as a green open space is rare within Liverpool. There is the potential to gain more information on the group from further architectural, archaeological and documentary research (SHI Database #1970025).</i></p> <p>The site is significant at a local level.</p>
Cast-iron Letterbox (Item No. 79)	<p>The following statement of significance is quoted from the SHI listing for this site:</p> <p><i>The Cast Iron Letter Box demonstrates the history of the postal service in the Liverpool area. It now forms part of an historic streetscape and is aesthetically pleasing. The letter box is representative of a once common feature of local postal services, that is now rare in Liverpool and the wider Sydney area. There is the potential to gain more information on the item from further architectural, archaeological and documentary research (SHI Database #1970027).</i></p> <p>The site is significant at a local level.</p>

Item	Statement of Significance
<p>Liverpool College (TAFE) site, including Blocks A–G, chimneystack, fences, gatehouses and archaeological features (formerly Liverpool Hospital and Benevolent Asylum) [Item No. 80]</p> <p>and</p> <p>Liverpool TAFE College (former Liverpool Hospital) [SHR No. 01809].</p>	<p>The following 2 statements of significance are quoted from the SHI listing for this site:</p> <p><i>Liverpool College (TAFE) site, including Blocks A–G, chimneystack, fences, gatehouses and archaeological features (formerly Liverpool Hospital and Benevolent Asylum).</i></p> <p><i>Liverpool former hospital demonstrates the history of a medical facility and official health care policy from the earliest origins of the Colony to the 1960s. The complex also demonstrates the history of further educational policy from the 1960s to the present times. The complex consists of an array of Colonial buildings of high architectural quality that indicate a level of technical achievement in their design and construction. Its original design is associated with Colonial Architect Frances Greenway. It is now a landmark, historic site that occupies a considerable length of a streetscape in the heart of Liverpool. The complex is rare in Liverpool, the State and country. There is the potential to gain more information on the complex from further architectural, archaeological and documentary research (SHI Database #1970204).</i></p> <p>and</p> <p><i>The former Liverpool Hospital complex is of State significance as one of the oldest, substantially intact colonial hospital complexes in Australia. The former hospital is also State significant for its long-standing, continuous history of servicing the health needs of, first the convicts and then of the wider Liverpool community from 1810 to 1958.</i></p> <p><i>Built by convict labour, the main 1820s Colonial Georgian building (Block B), its design initiated by Governor Macquarie and attributed to Francis Greenway, is considered one of the finest colonial buildings remaining in Australia, demonstrating the high standard of workmanship carried out by the convict labour gangs. Convict labour was also used to construct the Gate-Keepers Cottages (Blocks S &amp; T), c1820s, and the brick wall that continues, in the most part, to encircle the complex.</i></p> <p><i>The surviving complex of buildings associated with the hospital period (Blocks A, B, C, S, T, F &amp; G), are a fine representation of the high standard of architectural design and construction in the colony. Flanking the main hospital building, the Edmund Blacket-designed Blocks A and C complement the original 1820s building while the Walter Liberty Vernon-designed Block F was a sympathetic addition to the complex, c1902.</i></p> <p><i>Liverpool Hospital is State significant for its associations with Governors Lachlan Macquarie (1810-21), Sir Thomas Brisbane (1821-25) and Sir Ralph Darling (1825-31), the Civil Architect, Francis Greenway (1816-22) and the Colonial/Government Architects, Edmund Blacket (1849-54) and Walter Liberty Vernon (1890-1911).</i></p> <p><i>In situ archaeology of the original 1810 convict-built Macquarie hospital has State significance for its potential to demonstrate the development of hospital facilities from the earliest years of settlement, as well as the techniques and materials used by the convict labour gangs. The presence of pre-1850 archaeology is rare in NSW.</i></p> <p><i>There are few sites around Australia comparable to the former Liverpool Hospital complex which has State significance for its historic, associative, aesthetic, social, research, rarity and representative values (SHI Database #5053937).</i></p> <p>The site is significant at a State level.</p>
<p>Plan of Town of Liverpool (early town centre street layout–Hoddle 1827) [Item No. 89]</p>	<p>It is noted that the SHI does not contain a listing for this item.</p>



Item	Statement of Significance
"Bigge Park Conservation Area" (Item No. C01)	<p>The following statement of significance is quoted from the SHI listing for this site:</p> <p><i>Bigge Park CA, as part of the original early 19th century plan for the Town of Liverpool, demonstrates the history of early urban planning and land use in the Colony. Remaining features are representative of Governor Macquarie's early urban plans in the Colony. As part of the original survey of Liverpool it demonstrates the history of the early settlement of the city and is a physical link to the character of the early township. It indicates a level of technical achievement in its original design by key Colonial figures Governor Macquarie and Surveyor Meehan. It is a rare intact example of a modern urban centre that retains features of the original early 19th century town plan. The CA is aesthetically pleasing within the modern city centre. There is the potential to gain more information on the group from further architectural, archaeological and documentary research (SHI Database #1970009).</i></p> <p>The site is significant at the local level.</p>

## 8.STATEMENT OF HERITAGE IMPACT

The purpose of this section is to present a comprehensive assessment of the impacts to the identified archaeological values associated with the study area from the proposed works.

### 8.1 PROPOSED WORKS

The proposed works include the development of a new health care facility located within the study area. The health care facility will include the erection of an 20 storey health facility that also incorporates 4 storeys of underground parking and services. The building layout is shown in Figure 8.1 to Figure 8.6 and Table 8.1.

**Table 8.1 Proposed Building Layout**

Level	Purpose
Basement 4	Parking
Basement 3	Parking
Basement 2	Parking
Basement 1	Loading Dock and Storage
Ground floor	Lobby, DOSA, EOT and Retail
Level 1	Ambulatory Care and Radiation Oncology
Level 2	Theatre and Plant
Level 3	Plant and Staff Areas
Level 4	Inpatient Unit
Level 5	Inpatient Unit
Level 6	Inpatient Unit
Level 7	Inpatient Unit
Level 8	Inpatient Unit
Level 9	Consult or Education Suites
Level 10	Consult or Education Suites
Level 11	Consult or Education Suites
Level 12	Consult or Education Suites
Level 13	Consult or Education Suites
Level 14	Consult or Education Suites
Level 15	Consult or Education Suites
Level 16	Consult or Education Suites
Level 17	Consult or Education Suites
Level 18	Consult or Education Suites
Level 19	Consult or Education Suites
Level 20	Plant



## 8.2 DISCUSSION OF HERITAGE IMPACTS

The proposed development of a new health care facility would impact the entirety of the study area through the demolition of current structures, excavations for the basements and the construction of the facility. In regards to the Bigge Park Conservation Area (Item No C01), works will be undertaken within its curtilage.

The discussion of heritage impacts within this SoHI will address the requirements of the guideline *Statements of Heritage Impact* (Heritage Office and Department of Urban Affairs & Planning 1996a) and the Liverpool DCP, which addresses development adjacent to or in the vicinity of a heritage item.

The Heritage Office and Department of Urban Affairs & Planning guidelines requires that the certain questions be addressed for development in the vicinity of a heritage item. These are outlined in Table 8.2. Table 8.3 outlines the various requirements of the Liverpool DCP in this regard.

**Table 8.2**      **Assessment against *Statements of Heritage Impact* (Heritage Office and Department of Urban Affairs & Planning 1996a) questions**

Question	Assessment
How is the impact of the new development on the heritage significance of the item or area to be minimised?	<p>The development will only directly impact on one heritage item, the Bigge Park Conservation Area (Item No. C01). Impacts on other heritage items in the vicinity of the study area are minimised through their distance from the study area.</p> <p>It is noted that the increased urbanisation along the northern edge of Liverpool already detracts from the setting of heritage items and overshadow them along the northern skyline. Therefore, while the proposed development is within the conservation area, the physical distance from the physical centre of Liverpool and the spatial separation which Elizabeth provides between the study area and the various heritage items to its south provides a sufficient degree of separation.</p>
Why is the new development required to be adjacent to a heritage item?	<p>The site represents a prime location for development, as it is immediately north of the Liverpool CBD and surrounded by other ongoing developments of a similar nature, most notably the Liverpool Health and Academic Precinct. It is required to be in proximity to heritage items and on the edge of a conservation area as this remains an undeveloped site which is appropriate for a development of this size.</p>
How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?	<p>A review of the curtilages of the heritage items in the vicinity of the study area has been undertaken in accordance with the Heritage Curtilages Guideline (Heritage Office and Department of Urban Affairs &amp; Planning 1996b).</p> <p>The curtilage for surrounding heritage items are acceptable as it allows for the inclusion of the elements which provide significance to those items. However, the inclusion of the study area in the conservation area is not related to any particular heritage values which the study area encapsulates. Instead, one of the key values noted for the conservation area is the preservation of the grid alignment, which is discussed on the assessment of each significance criteria for the conservation area on the SHI listing. The proposed development will not affect the grid layout, and will not directly impact on any of the heritage items associated with the conservation area.</p> <p>As such, while the curtilage of the conservation area will be slightly reduced, the conservation area will be able to retain its heritage significance and will not be impacted by the new construction. A new curtilage for the conservation area set to the south of the study area would not affect the heritage values for which the conservation area is intended to protect.</p>
How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?	<p>The development will affect views from, but not to Bigge Park and other heritage items located to the south of Elizabeth Street. While the surrounding road corridors allow for views to the building, the new development will be visible in the background behind Bigge Park and will foreshadow other high-rise development further north.</p>
Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?	<p>The research undertaken to prepare this assessment has determined that the site is unlikely to contain any archaeological deposits due to modern disturbance.</p>



Question	Assessment
Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?	The proposed development consists of the demolition of existing mid- to late 20 <sup>th</sup> century residential development.  The design of the new building is consistent in terms of its form, siting and proportions with other recently constructed buildings in close proximity to the study area, including the Liverpool Health and Academic Precinct. As such, the new development will likely conform to the surrounding Liverpool skyline and development, and therefore will not detract any further from the significance of the heritage items in its vicinity.
Will the additions visually dominate the heritage item? How has this been minimised?	The size of the building is likely to dominate the nearby heritage item, due to its proximity.  However, lines of sight between the various heritage items to the south of Elizabeth Street as well as viewlines along the various road corridors which form Liverpool's grid will still be clear.
Will the public, and users of the item, still be able to view and appreciate its significance?	The development is isolated to the study area and therefore will not impact on the public's ability to view and appreciate the significance of the surrounding heritage items.

**Table 8.3 Requirements of the Liverpool DCP.**

Development Controls	Response
Submit a Conservation Management Plan prior to the submission of any development application for the following sites: a) St Luke's Church; b) Liverpool Railway Station; and c) Liverpool College of TAFE (Francis Greenway Building).	N/A
2. Ensure that all development in the Bigge Park Conservation Area addresses any potential impact on the heritage significance of the area as a whole.	The study area is only partially within the curtilage of the conservation area. Impacts from the proposed development will principally be to views northwards, where considerable high-rise development has already occurred outside of conservation area. The development is also comparable to the Liverpool Health and Academic Precinct Development which is being undertaken on the opposite side of Goulburn Street, also within the conservation area.
3. Retain and enhance the significance of heritage items and their setting in any new development within Liverpool city centre.	The study proposed development is reflective of the increased urbanisation along the northern periphery of Liverpool. It will not affect the primary setting of existing heritage items as it is physically separated from the Liverpool Hospital (TAFE) complex by Bigge Park, and from the park by various road alignments and residential properties.
4. Undertake an assessment for sites in the vicinity of heritage items or heritage conservation areas, of the impact of the proposal on the setting of nearby heritage items or heritage conservation areas.	Refer to Section 8.3
5. Establish the relevant criteria for each proposal depending on the nature of development, the proximity of the development to surrounding heritage items and conservation areas in addition to any other factors considered in the design of the subject building.	Refer to Table 8.2

Development Controls	Response
6. Infill building must not precisely imitate its neighbour but use recognisable tools such as spatial organisation, massing, scale, alignment, detailing, materials, roof forms and coursing lines to complement adjacent heritage items.	The proposed development does not seek to imitate neighbouring buildings.
7. New buildings must not obstruct important views and vistas of a heritage item.	Refer to Table 8.2.

### 8.3 STATEMENT OF HERITAGE IMPACT

Historical research has identified that the study area was originally part of the grid layout of Liverpool and was granted to both Major John Ovens and Daniel Tindall in the early 19<sup>th</sup> century. The study area remained relatively undeveloped until the 20<sup>th</sup> century, aside from a drain that was constructed in 1867, although this has been disturbed by modern drainage works. The current structures are single or multi-storey brick residential buildings and do not present any significant heritage values. Further, it is unlikely that the study area would hold any significant subsurface deposits or rubbish pits prior to the development of the current structures.

As such, the archaeological resource within the study area is considered to not meet the threshold for heritage significance at either a State or Local level.

The development is in the vicinity of several other heritage items. These items are of either State or local heritage significance and are listed under Schedule 5 of the Liverpool LEP and/or on the SHR. The development will not impact directly on these items and any potential impacts to these items from the development are likely to be minimal based upon the nature and extent of the development as well as the distance from the development to these heritage items.

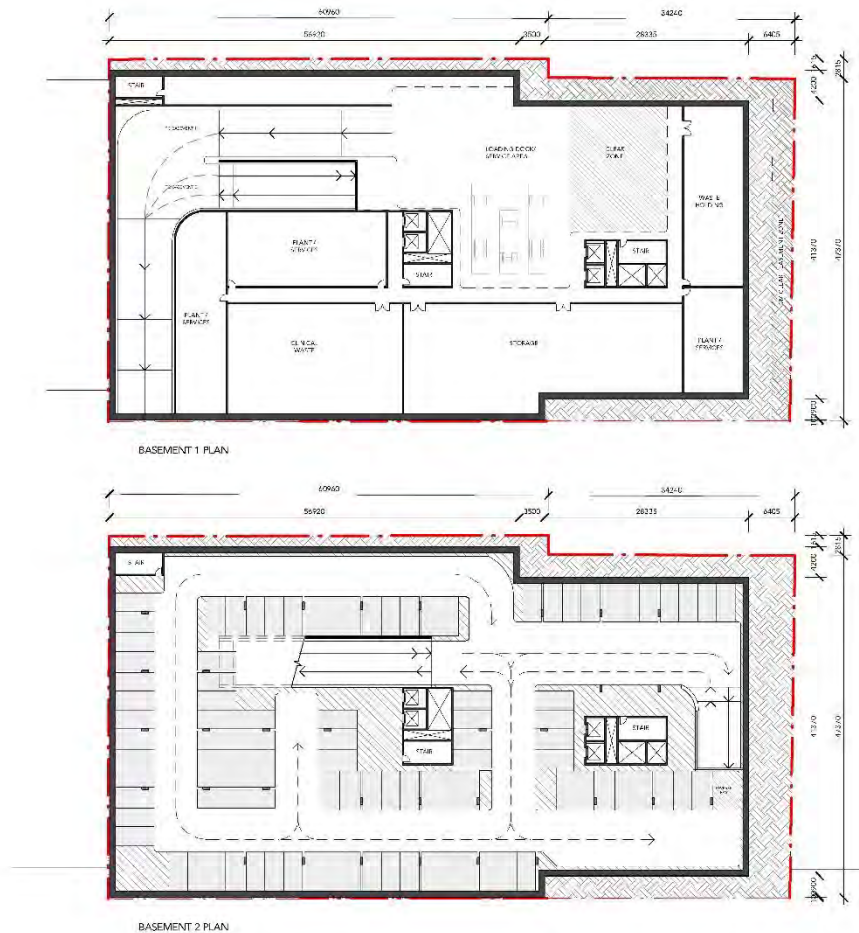
The development will cause minimal impact to heritage values associated with Bigge Park (Item No. 82), the Plan of the Town of Liverpool (Item No. 89) or the Liverpool College (TAFE) site (Item No. 80), as the proposed development will not encroach within the boundaries of these items. While the proposed works are within the Bigge Park Conservation Area (C01), the proposed works do not occur in a part of the conservation area which is relevant to its significance.

The proposed development is consistent in terms of its form, siting and proportions with other recently constructed buildings in the vicinity, most notably the Liverpool Health and Academic Precinct Development (SSD-10389), which is located to the south-east of the study area and directly fronts the park itself. As such, the new development will likely conform to the surrounding landscape and ongoing development of the area, primarily the hospital site to the east, and therefore will not detract any further from the significance the heritage items in its vicinity.

The development is therefore considered **acceptable** from a heritage standpoint.



**Figure 8.1** Client provided proposed development Basement 1 and 2



Typical Floor Plans - Parking Levels

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-06

**Figure 8.2** Client provided proposed development Basement 3-4

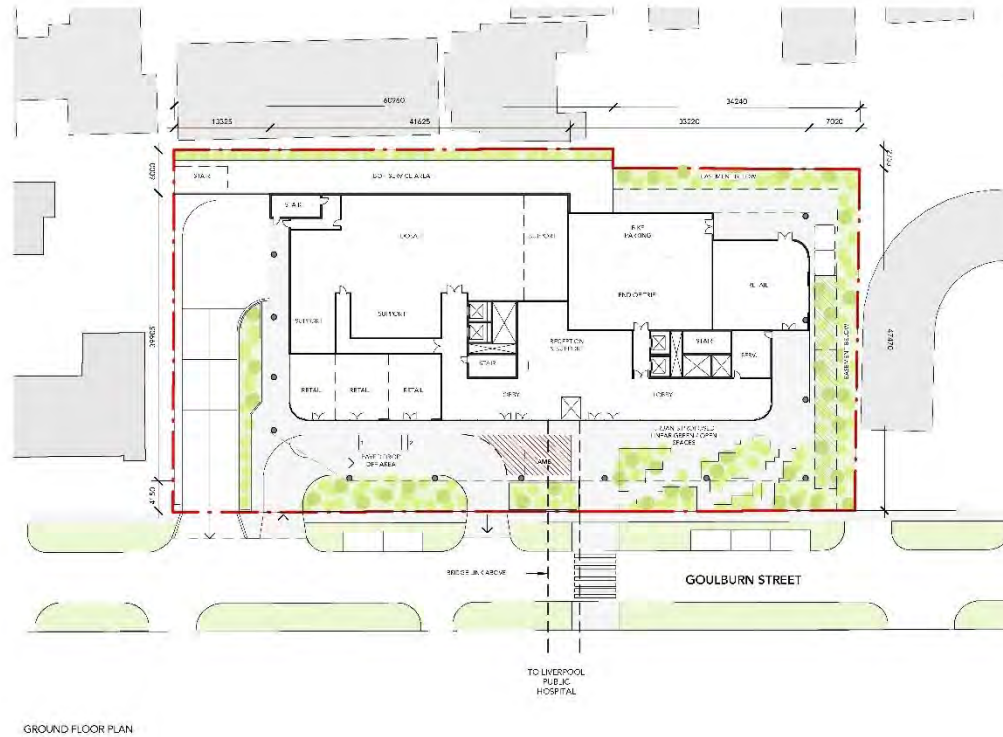


Typical Floor Plans - Parking Levels

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-07

**Figure 8.3** Client provided proposed development Ground Floor



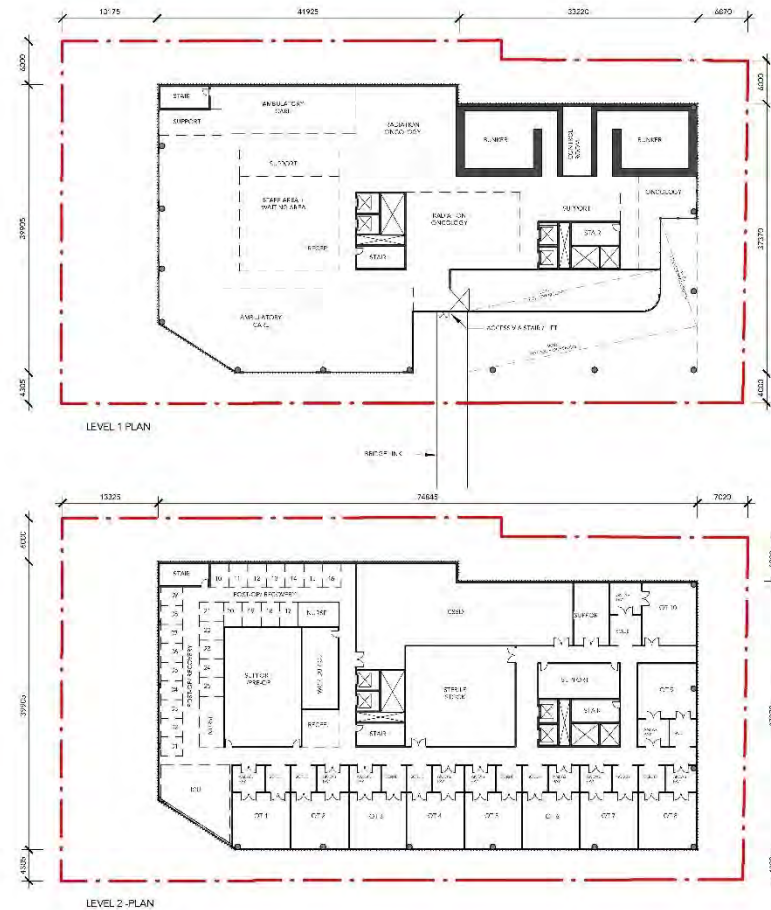
Typical Floor Plans - Ground/Street Level

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-05



**Figure 8.4** Client provided proposed development Level 1-2



Typical Floor Plans - Podium Levels

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-08

[illegible]

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-09

**Figure 8.6** Client provided proposed development Level 4-8 and Level 9-19



Typical Floor Plans - Tower Levels

61-71 Goulburn St Liverpool

**TEAM**  
ARCHITECTS PP-10



## 9. RECOMMENDATIONS

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### 9.1 RECOMMENDATIONS

In light of the information outlined in this report, it is recommended that:

- 1) The development can proceed and is considered acceptable from a heritage standpoint.
- 2) No further works are required in regard to historical archaeological values within the study area.
- 3) Should the proposed development be altered significantly from designs and specifications outlined in this report then a reassessment of heritage/archaeological impacts may be required. This includes any impacts not explicitly stated in Section 8.
- 4) A copy of this assessment should be lodged by the proponent in the local history section of the local library, and in the library maintained by Heritage NSW.

## 10. REFERENCES

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