

Attachment A7

Historical Archaeological Assessment

The logo for URBIS, featuring the word "URBIS" in a bold, white, sans-serif font. The letters are partially enclosed by a white square frame that is open on the right side. The background of the entire page is a vertical gradient from purple at the top to yellow at the bottom, with a white horizontal line intersecting the vertical line that forms the frame.

URBIS

HISTORICAL ARCHAEOLOGICAL ASSESSMENT

41-49 Mountain Street,
Ultimo NSW

Prepared for
APT. RESIDENTIAL
September 2025

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Project Code P00610084
Report Number D01 issued for client review 04/07/2025
F01 issue for Planning Proposal 04/09/2025
F02 issue with revised plans for Planning Proposal 16/09/2025

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CONTENTS

Executive Summary.....	1
1. Introduction	2
1.1. Subject site	2
1.2. Methodology	5
1.3. Authorship	5
1.4. Limitations	5
2. Statutory Context	6
2.1. National Legislation.....	6
2.1.1. State Legislation	6
2.2. Non-Statutory Implements	8
2.3. Summary of Heritage Context	10
3. Historical Context.....	11
3.1. History of Ultimo.....	11
3.2. Historic Development Phases	12
3.2.1. Phase 1: 19 th Century Colonial Development (1789-1905).....	12
3.2.2. Phase 2: Land Resumption (1905 - 1909)	16
3.2.3. Phase 3: Industrial Use (1909 – Present)	18
3.3. Property Ownership History	20
3.4. Historical Aerial Imagery	23
4. Archaeological Context	26
4.1. Previous Archaeological Investigations	26
4.1.1. Comparative Archaeological Reports	26
4.2. Geotechnical Investigations	27
4.3. Site Inspection	28
5. Archaeological Potential	30
5.1. Framework for Assessment	30
5.2. Assessment of Archaeological Potential.....	30
5.3. Statement of Archaeological Potential	35
6. Significance Assessment	36
6.1. Framework for Assessment	36
6.2. Assessment of Significance	37
6.3. Statement of Significance	39
7. Impact Assessment.....	40
7.1. Proposed Development	40
7.2. Archaeological Impact Assessment.....	43
8. Conclusions & Recommendations	44
8.1. Conclusions	44
8.2. Recommendations	44
9. References	45
Disclaimer.....	47
Appendix A Concept Development Plans	48

FIGURES

Figure 1 -Regional location of the subject area	3
Figure 2 – Location of the subject area.	4

Figure 3 Heritage Map detailing the subject area in yellow.	7
Figure 4 – An extract from the 1845 Shields City of Sydney map. Approximate location of subject as indicated in red.	12
Figure 5 An extract Primary Application map, 1909, showing allotments prior to resumption efforts in 1905, detailing the approximate location of the subject area during this period.	13
Figure 6 - An extract of an c.1855-1865 City of Sydney Block U2 Trigonometry map. The subject area as indicated in red features several dwellings that has been developed on the property (grey shading indicates timber structures, pink shading indicates brick structures).	14
Figure 7 - An extract of a c.1888 City of Sydney Metropolitan detail sheet. The approximate location of the subject area as in red, detailing the residential dwellings and Athlone Street within the property boundaries.	15
Figure 8 – A plan dated c.1903 of the Sydney Electric Lighting Substation No.3 drawn and surveyed by City Architect and surveyor Robert Hargreave Brodrick, located on the corner of Athlone Place and Athlone Street, Ultimo (within the subject area).	15
Figure 9 – A photograph dated c.1905 prior to resumption of the Athlone Place area. View from Athlone Place looking south, former ‘Substation No.3’ is extant on the middle right, as indicated by arrow.	16
Figure 10 - A map dated c.1906 of the Blackwattle Resumed Area in present day Ultimo. The approximate location of the subject area as indicated in red.	17
Figure 11 Blackwattle subdivision map dated c.1909. The approximate location of the subject area as indicated in red. The subject area is located within Lot 21 of the subdivision.	18
Figure 12 - Extract from Fire Insurance Underwriters Association of New South Wales Detail Survey Maps, Athlone Place Block No 205 Section 3, c.1917. The subject area is occupied by J.P Connolly and Coy.	19
Figure 13 – Extract from Fire Insurance Underwriters Association of New South Wales Detail Survey Maps, Athlone Place Block No 205 Section 3, amendment to 8 October 1925. The subject area is occupied by Fitzroy Ironworks and J. Connolly.	19
Figure 14 Sale of land to The Municipal Council of Sydney for resumption purposes. Subject area is included in lot 21.	21
Figure 15 – Sydney County Council land purchase.	22
Figure 16 – Land holding of J.Connolly Limited c.1950.	22
Figure 17 – Aerial photograph dated to c.1928. Approximate location of the subject area as indicated in red.	23
Figure 18 – Aerial photograph dated to c.1943. Approximate location of the subject area as indicated in red.	23
Figure 19 – Aerial photograph dated c.1948. Location of subject area in red. The internal courtyard has been infilled with a warehouse structure.	24
Figure 20 - Aerial photograph dated to c.1970. Location of subject area in red.	24
Figure 21 Aerial photograph 2010 detailing the preparation works for the extant structures within the subject area and addition of fill layer.	25
Figure 22 Current aerial photograph c.2025 detailing the extant structures within the subject area.	25
Figure 23 Locations for geotechnical investigations.	27
Figure 24 - View northwest along Mountain Street towards the subject area.	28
Figure 25 – View southwest facing Mountain Street and Smail Street, towards the subject area.	28
Figure 26 View south detailing the northern elevation of the electricity substation.	28
Figure 27 Interior of the substation facing northeast.	28
Figure 28 View west detailing the shadow profile on neighbouring 1-3 Smail Street.	29
Figure 29 View northwest detailing in ground drainage connections and hardstand concrete,	29
Figure 30 View northeast detailing the concrete hardstand ground coverage.	29
Figure 31 View north detailing a ground monitoring well.	29
Figure 32 Archaeological Potential Zoning map.	35
Figure 33 Extract of concept plan showing ground floor layout.	41
Figure 34 Extract of concept plan showing proposed basement footprint.	41

Figure 34 Extract of concept plan showing section 1 facing towards Mountain Street site frontage.	42
Figure 36 Extract of concept plan showing section 2 facing towards Smail Street site frontage.	42

TABLES

Table 1 - Heritage items located within proximity of the subject site – Sydney LEP 2012.....	8
Table 2 Property Ownership History.....	20
Table 3 – Assessment of Archaeological Potential	31
Table 4 Significance Criteria.....	36
Table 5 Assessment of Significance.....	37

EXECUTIVE SUMMARY

Urbis has been engaged by Apt. Residential ('the proponent') to conduct a Historical Archaeological Impact Assessment (HAIA) of 41- 49 Mountain Street, Ultimo NSW legally referred to as Lot 1 in DP191928 and Lot 21 in DP5567 ('the subject site'). The subject site falls within the City of Sydney Local Government Area (LGA).

Through a planning proposal, the proponent seeks to amend the Floor Space Ratio, and the Height of Development as laid out in the *Sydney Local Environment Plan 2012*. Any works within the subject site that fall outside the scope of the currently proposed works will require the preparation of an updated HAIA.

The HAA has been undertaken to assess the impacts of the proposed works to any historical archaeological material within the subject area and to formulate appropriate heritage management measures.

The HAA has concluded the following:

- The historical development and use of the subject is broadly categorised according to the following phases:
 - Phase 1: 19th Century Colonial Development (1789 – 1905)
 - Phase 2: Land Resumption (1905 – 1909)
 - Phase 3: Industrial Use (1909- Present)
- No listed archaeological items have been identified within the subject area.
- Moderate to High archaeological potential has been identified for locally significant historical relics associated with the early development of the subject area during the mid-19th century (Phase 1), including road building materials postholes, sandstone and/or brick foundations, ceramic or brick or brick pipes, undocumented structures such as wells, cisterns, residential pipes, rubbish pits and cesspits which may contain artefact bearing deposits.
- As the proposed works include demolition of all existing buildings and construction of a new mixed-use development with a basement level, there is reasonable cause to suspect that the proposed works will impact historical relics; these relics have been identified as disturbed and locally significant. This can be mitigated through archaeological investigation and recording.
- This report did not identify potential for the presence of State significance relics or any relics where retention through redesign would be required. As such, this report has not identified any archaeological impediments in regard to the Planning Proposal or future Development Application.

In view of the above conclusions, Urbis makes the following recommendations:

- **Recommendation 1 – Submission of Report**

A copy of this report should be submitted to City of Sydney in support of the current Planning Proposal and future Development Application.

- **Recommendation 2 – Further Archaeological Investigation**

As this assessment has identified that the proposed redevelopment is likely to remove locally significant relics, archaeological investigation under an s140 Excavation Permit is recommended for the site. Further archaeological investigation should be undertaken by a qualified archaeologist post demolition works and prior to any ground disturbing works. A historical archaeological research design and excavation methodology ('HARDEM') should be prepared to guide the archaeological monitoring and excavation, as well as include an Unexpected Finds Protocol. This report, HAA, along with the HARDEM should be submitted to Heritage NSW as part of an s140 Excavation Permit application prior to commencement of archaeological investigations, or any ground disturbing works anywhere within the subject area.

1. INTRODUCTION

Urbis has been engaged by Apt. Residential ('the proponent') to conduct a Historical Archaeological Assessment (HAA) at 41-49 Mountain Street, NSW, legally referred to as Lot 1 in DP191928 and Lot 21 in DP5567 ('the subject site') (Figure 1 - Figure 2). The Proponent is seeking to lodge a planning proposal for a multi-storey mixed-use development. Designs are currently in the concept phase.

The purpose of the HAA is to investigate the historical archaeological potential within the subject site and the likelihood that the proposed works would impact potential archaeological resources. The current report presents the results of the HAA.

1.1. SUBJECT SITE

The subject site is located at 41-49 Mountain Street, Ultimo within the Local Government Area (LGA) of City of Sydney. The site is legally described as Lot 1 in DP191928 and Lot 21 in DP5567. The site is located on Gadigal land.

The subject site comprises one single storey Federation Free style tuck pointed face brick substation that was constructed in c1909. Further improvements include two ancillary structures and concrete carparking facilities. The immediate streetscape of Mountain Street is characterised by Federation and Interwar warehouses.

The State Heritage Register listed substation is located on the northeastern corner of Smail Street and Mountain Street, lying opposite a series of commercial premises. The subject site is adjacent to former warehouses located on Mountain Street and Smail Street.

A locality statement provided in Section 2 of the Sydney DCP 2012 details the subject site as being located within the Mountain Street locality, which is bounded from Broadway to the south, Wattle Street to the east, Wentworth Park Road to the north, and Cowper Street to the west. The locality statement further details that:

The Mountain Street neighbourhood will retain its role as an important entry to Central Sydney. The area will continue to provide a diverse and sustainable mix of uses in restored and adaptively reused early warehouse buildings or in new buildings whose bulk and scale is appropriate to the large lots and existing urban form. Views through the precinct along streets towards Wentworth Park (and potentially to the waterfront) are to be retained to provide a strong visual association of the neighbourhood and Wentworth Park. Improved access to open space is important and will enhance the amenity of the area. Avenue planting along Mountain Street is to enhance the streetscape and help break down the scale of larger buildings¹.

¹ Sydney DCP 2012, Section 2

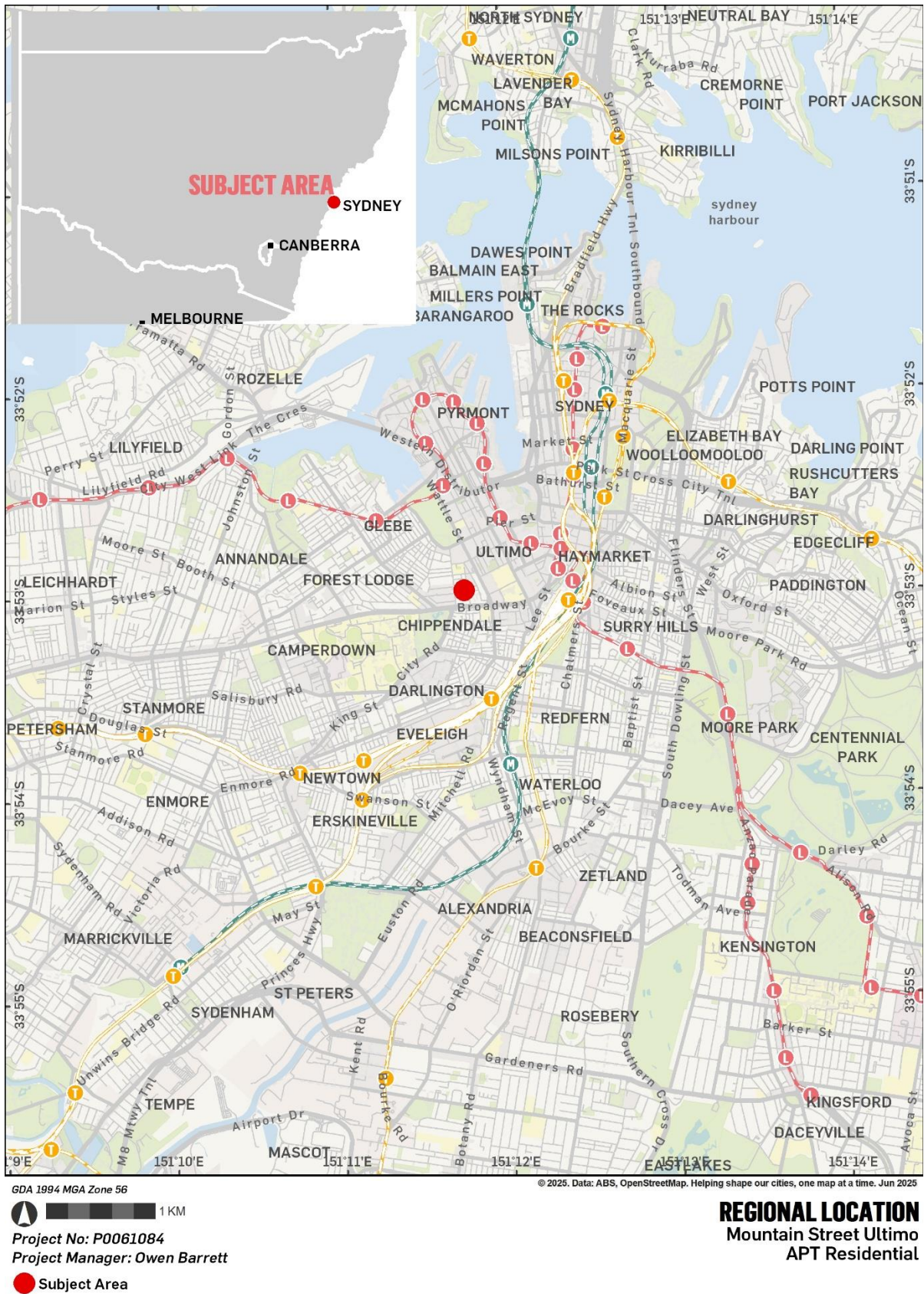


Figure 1 -Regional location of the subject area.

Source: [OpenStreetMap with Urbis Overlay]



GDA 1994 MGA Zone 56

© 2025. Data: ABS, OpenStreetMap, Nearmap. Helping shape our cities, one map at a time. Jun 2025



Project No: P0061084

Project Manager: Owen Barrett

Subject Area — Contours

LOCATION OF THE SUBJECT AREA

Mountain Street Ultimo
APT Residential

Figure 2 – Location of the subject area.

Source: [NearMap with Urbis Overlay]

1.2. METHODOLOGY

The HAIA has been undertaken in accordance with the principles and guidelines of *The Burra Charter*, *The Australia ICOMOS Charter for Places of Cultural Significance* (Australia ICOMOS Incorporated, 2013) ('Burra Charter') and as described in the following publications:

- *NSW Heritage Manual* (Heritage Office and Department of Urban Affairs and Planning, 1996).
- *Archaeological Assessments* (Heritage Office and Department of Urban Affairs and Planning, 1996).
- *Assessing Significance for Historical Archaeological Sites and 'Relics'* (Heritage Branch of the Department of Planning, 2009).
- *Historical Archaeology Code of Practice* (Heritage Office of the Department of Planning, 2006).

The HAIA included the following:

- Searches of statutory and non-statutory heritage listings (Section 2).
- Historical research on the subject site including analysis of historic mapping and imagery (Section 3).
- A physical survey of the subject site (Section 4.3).
- Analysis of relevant archaeological assessments (Section 4).
- Assessment of archaeological potential (Section 5).
- Assessment of archaeological significance (Section 6).
- Archaeological impact assessment (Section 7).
- Provision of recommendations for the management of archaeological relics (Section 8).

1.3. AUTHORSHIP

The present report has been prepared by Hayley Campbell (Archaeology Assistant), Pedro Silva (Consultant) with review and quality control undertaken by Kelly Strickland (Associate Director).

- Hayley Campbell holds a Bachelor of Archaeology from LaTrobe University, a Graduate Diploma in Museum Studies from Deakin University, and a master's degree in Heritage Conservation from the University of Sydney.
- Pedro Silva holds a Bachelor of History and Archaeology (Honours) from the University of Coimbra (Portugal).
- Kelly Strickland holds a Bachelor of Ancient History (Honours) from Macquarie University and a Graduate Certificate in Development Planning from Curtin University.

1.4. LIMITATIONS

The HAIA was undertaken to investigate historical archaeological heritage within the subject site. It does not consider Aboriginal archaeological remains or built heritage items.

2. STATUTORY CONTEXT

2.1. NATIONAL LEGISLATION

Environment Protection and Biodiversity Conservation Act 1999

In 2004, a new Commonwealth heritage management system was introduced under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). The National Heritage List (NHL) was established to protect places that have outstanding value to the nation. The Commonwealth Heritage List (CHL) was established to protect items and places owned or managed by Commonwealth agencies. The Australian Government Department of Sustainability, Environment, Water, Population and Communities (DSEWPC) is responsible for the implementation of national policy, programs and legislation to protect and conserve Australia's environment and heritage and to promote Australian arts and culture. Approval from the Minister is required for controlled actions which will have a significant impact on items and places included on the NHL or CHL.

Commonwealth Heritage List

The (CHL) was established by the EPBC Act to protect Indigenous, historic, and natural heritage places owned or controlled by the Australian Government. The CHL and EPBC Act contain provisions for the management and protection of listed places under Commonwealth ownership or control. There are no items on the Commonwealth Heritage List within the study area. As such, the heritage provisions of this act do not apply, and project works for the Proposal would not require referral to the Minister.

The subject site does not contain, nor is it located within proximity of, any items which are listed on the CHL.

National Heritage List

The National Heritage List (NHL) was established by the EPBC Act to protect places of significant natural or cultural heritage value at a national level. The EPBC Act requires NHL places to be managed in accordance with the National Heritage Management Principles. Under sections 15B and 15C of the EPBC Act, a referral must be made to the Department of the Environment and Energy for actions that are likely to have a significant impact on National Heritage listed properties. There are no items listed on the National Heritage List within the study area. As such, the heritage provisions of this act do not apply, and project works for the Proposal would not require referral to the Minister.

The subject site does not contain, nor is it located within proximity of, any items which are listed on the NHL.

2.1.1. State Legislation

New South Wales Heritage Act 1977

The NSW Heritage Act 1977 (the Heritage Act) provides protection to items of environmental heritage in NSW. Heritage items protected under the Heritage Act include places, buildings, works, relics, moveable objects and precincts identified as significant based on historical, social, aesthetic, scientific, archaeological, architectural, cultural or natural values.

State significant items are listed on the NSW State Heritage Register (SHR) and are given automatic protection under the Heritage Act against any activities that may damage an item or affect its heritage significance. Under Section 57(1) of the Heritage Act, Heritage Council approval is required to move, damage, or destroy a 'relic' listed in the SHR, or to excavate or disturb land which is listed on the SHR and there is reasonable knowledge or likelihood of relics being disturbed.

Section 4 of the Heritage Act defines a 'relic' as:

Any deposit, object or material evidence

(a) which relates to the settlement of the area that comprises New South Wales, not being an Aboriginal settlement, and;

(b) is of State or local heritage significance.

Under Section 139(1) of the Heritage Act, an excavation permit is required to disturb or excavate land "knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless the disturbance or excavation is

carried out in accordance with an excavation permit". Under legislative changes in 2022, a Section 139(4) may be sought for certain exempt activities which result in ground disturbance not resulting in the removal of Local or State significant relics. A Section 139(4) requires assessment by a suitably qualified archaeologist but does not require approval from Heritage NSW.

The Heritage Act requires government agencies to identify and manage heritage assets in their ownership and control. Under Section 170 of the Heritage Act, Government agencies must keep a register which includes all local and State listed items or items which may be subject to an interim heritage order that are owned, occupied or managed by that Government body. Under Section 170A of the Heritage Act all government agencies must also ensure that items entered on its register are maintained with due diligence in accordance with State Owned Heritage Management Principles.

The current HIAA has been undertaken to determine the likelihood of any local or State archaeological resources being retained within the subject site.

State Heritage Register

The Heritage Act is administered by the Office of Environment and Heritage. The purpose of the *Heritage Act* 1977 is to ensure cultural heritage in NSW is adequately identified and conserved. Items of significance to the State of NSW are listed on the NSW State Heritage Register (SHR) under Section 60 of the Act.

The subject site contains one heritage item that is the listed on the State heritage register. The item is listed as '*Electrical Substation No.5*' (SHR 00934).

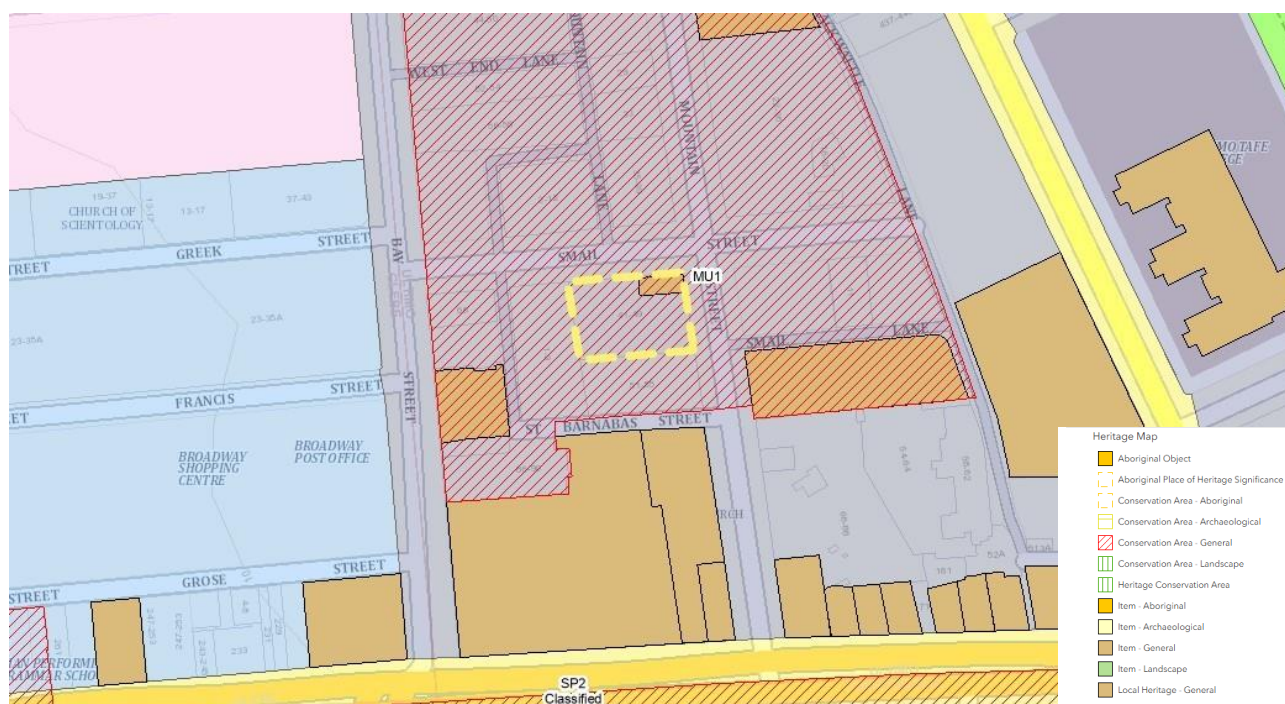


Figure 3 Heritage Map detailing the subject area in yellow.

Source: NSW Planning Portal ePlanning Spatial Viewer

Section 170 Heritage and Conservation Register

The Heritage Act also requires government agencies to identify and manage heritage assets in their ownership and control. Under Section 170 of the Heritage Act, Government agencies must keep a register which includes all local and State listed items or items which may be subject to an interim heritage order that are owned, occupied or managed by that Government body. Under Section 170A of the Heritage Act all government agencies must also ensure that items entered on its register are maintained with due diligence in accordance with State Owned Heritage Management Principles.

The subject site does contain a site which are listed on a S.170 Register. The site is listed under the NSW State Agency Section 170 Heritage and Conservation Register as ‘*Electricity Substation No. 5*’ (3430486).

Environmental Planning and Assessment Act 1979

Local Environmental Plans (LEPs) are made under the *Environmental Planning and Assessment Act 1979* (EP&A Act).

Sydney Local Environmental Plan 2012

The *Environmental Planning and Assessment Act 1979* (EP&A Act) requires each LGA to produce a Local Environment Plan (LEP). The LEP identifies items and areas of local heritage significance and outlines development consent requirements.

The subject site falls within the Sydney Local Government Area and is subject to the Sydney Local Environmental Plan 2012 (LEP) Under Section 5.10, Clause 2 of the Sydney LEP, development consent is required when:

(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed.

Under Section 5.10, Clause 7 it is specified that:

(the) consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):

(a) notify the Heritage Council of its intention to grant consent, and

(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.

Historical archaeological sites are listed under Part 3 of Schedule 5 of the Sydney LEP 2012.

The subject site contains a local, State and S.170 heritage item listed under Part 1 of Schedule 5 of the Sydney LEP as ‘*Electricity Substation*’ (I2053). Further, the subject area is located within the *Mountain Street Heritage Conservation Area* (C68).

The subject site is also located in proximity to a number of heritage items of local significance, as identified in Table 1 below:

Table 1 - Heritage items located within proximity of the subject site – Sydney LEP 2012

Item Name	Item No.	Address	Level
Former “Grace Bros” Homewares” including interior	2018	185-211 Broadway, Ultimo NSW	Local
Former Sydney Technical College School of Rural Studies including Interior	2052	16-20 Mountain Street, Ultimo NSW	Local
Warehouse “Wilcox Mofflin” Ltd.	2054	46- 52 Mountain Street, Ultimo	Local
St Barnabas Anglican Church Site Remnant Building Components and Grounds	2055	57-61 Mountain Street, Ultimo NSW	Local

2.2. NON-STATUTORY IMPLEMENTS

The EP&A Act requires each LGA to produce a Development Control Plan (DCP). Not all LGAs provide specific development controls to protect historical archaeological resources.

The subject site is encompassed by the Sydney DCP 2012.

- 1) An archaeological assessment is to be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the NSW Office and Environment and Heritage.
- 2) For development proposals in Central Sydney, refer to the Central Sydney Archaeological Zoning Plan to determine whether the development site has archaeological potential.
- 3) An archaeological assessment is to be submitted as part of the Statement of Environmental Effects for development applications affecting an archaeological site or a place of Aboriginal heritage significance, or potential archaeological site that is likely to have heritage significance.
- 4) An archaeological assessment is to include:
 - a) an assessment of the archaeological potential of the archaeological site or place of Aboriginal heritage significance;
 - b) the heritage significance of the archaeological site or place of Aboriginal heritage significance;
 - c) the probable impact of the proposed development on the heritage significance of the archaeological site or place of Aboriginal heritage significance;
 - d) the compatibility of the development with conservation policies contained within an applicable conservation management plan or conservation management strategy; and
 - e) a management strategy to conserve the heritage significance of the archaeological site or place of Aboriginal heritage significance.
- 5) If there is any likelihood that the development will have an impact on significant archaeological relics, development is to ensure that the impact is managed according to the assessed level of significance of those relics.

2.3. SUMMARY OF HERITAGE CONTEXT

The statutory context of the subject site is summarised as follows:

- In view of the protections afforded to heritage items by the EPBC Act, Heritage Act, Sydney LEP 2012 and Sydney DCP 2012, the current HAIA has been undertaken to determine the likelihood of historical archaeological remains being retained within the subject site.
- The subject area contains one State heritage listed item under the Heritage Act 1977. The item is listed as '*Electrical Substation No.5*' (SHR 00934).
- The subject area contains one S.170 heritage listed item under the NSW State Agency Section 170 Heritage and Conservation Register as '*Electricity Substation No. 5*' (3430486).
- The subject area contains one heritage item listed for its local significance under Schedule 5 of the Sydney Local Environmental Plan 2012. The item is listed as '*Electricity Substation*' (I2053). Further, the subject area is located within the '*Mountain Street Heritage Conservation Area*' (C68)

3. HISTORICAL CONTEXT

The historical context of the subject site provides the basis for assessing what may be retained in the ground as archaeological evidence of past development. The following description is based on archival source material and provides an overview of the phases of site development, which includes the nature, character and distribution of historical land use and associated ground disturbance.

The historical context is discussed according to the following development and use phases:

- Phase 1: **Early 19th Century European Development (1789 – 1905)** (Section 3.2.1).
- Phase 2: **Land Resumption (1905 – 1909)** (Section 3.2.2).
- Phase 3: **Industrial Use (1909 – Present)** (Section 3.2.3)

Detailed mapping of each phase is included in Section 3.2.

3.1. HISTORY OF ULTIMO

The following historical overview of the local area has been partly reproduced from 'Heritage Impact Statement assessment' by Godden Mackay Logan in 2006 and the 'Final Archaeological Report by AMAC in 2024.

The Ultimo region is situated on the Traditional lands of the Gadigal people. Gadigal Country stretch from along the southern side of Port Jackson from South Head to present day Petersham. The southern boundary of Gadigal land forms the Alexandra canal and Cooks River.

The area was part of the estate of the surgeon John Harris, who was originally granted 34 acres in 1803. Harris called his land 'Ultimo Farm'. Harris was granted further land on the peninsula, and by 1818, with additional land purchases, Harris owned a cumulative 233 acres, covering Ultimo, and much of the adjoining Pyrmont and parts of Haymarket regions².

By the mid-1800s part of the estate facing Parramatta Street was sold off, and commercial industry began appearing within the area. Although the low-lying and swampy region of the area behind Parramatta Street, from the head of Darling harbour to the head of the Black Wattle Swamp, was the only part of Ultimo that was developed.

At this time a number of workshops, slaughter yards and scrap industries took advantage of the water channels at Blackwattle Creek. The area also comprised of workers cottages which provided homes for the working poor. Residential living quarters during this period were cramped and unsanitary, known as one of the poorest and most undesirable regions in the growing Sydney settlement.

In 1859 Pyrmont Bridge officially opened, and in 1899 the Ultimo Powerhouse was commissioned to service power for Sydney's electric trams made the area more accessible.

Around the mid nineteenth century, much of Ultimo from Parramatta Road remained more or less rural. The initial grant to John Harris had specified that a reserve be created for a road along the peninsula, which eventuated in the modern-day Harris Street.

By the late nineteenth century homes were demolished to make way for large warehouses and store yards. In 1905, the City Council acquired powers that enabled the resumption of land for slum clearance³. Sydney City Council resumed the Athlone Place area in 1905, subsequently clearing buildings and filling and draining low lying land. William Greenwood was awarded the contract for the construction of the new streets in 1908. During this period many industries were set up in the area to take advantage of the water and rail access, from large mills to small manufacturing industries, while the wool stores that came to Wattle Street took advantage of the escarpment of the quarries.

² Matthews, M 1982, *Pyrmont and Ultimo: A History*, M. Matthews, Sydney

³ Fitzgerald, S and Golder H 1994, *Pyrmont and Ultimo: Under Siege*, Hale and Iremonger, Sydney

The 1950's onwards brought more change for the suburb of Ultimo, with many established industries closing their doors in addition to the closure of schools and the establishment of freeway bypasses⁴.

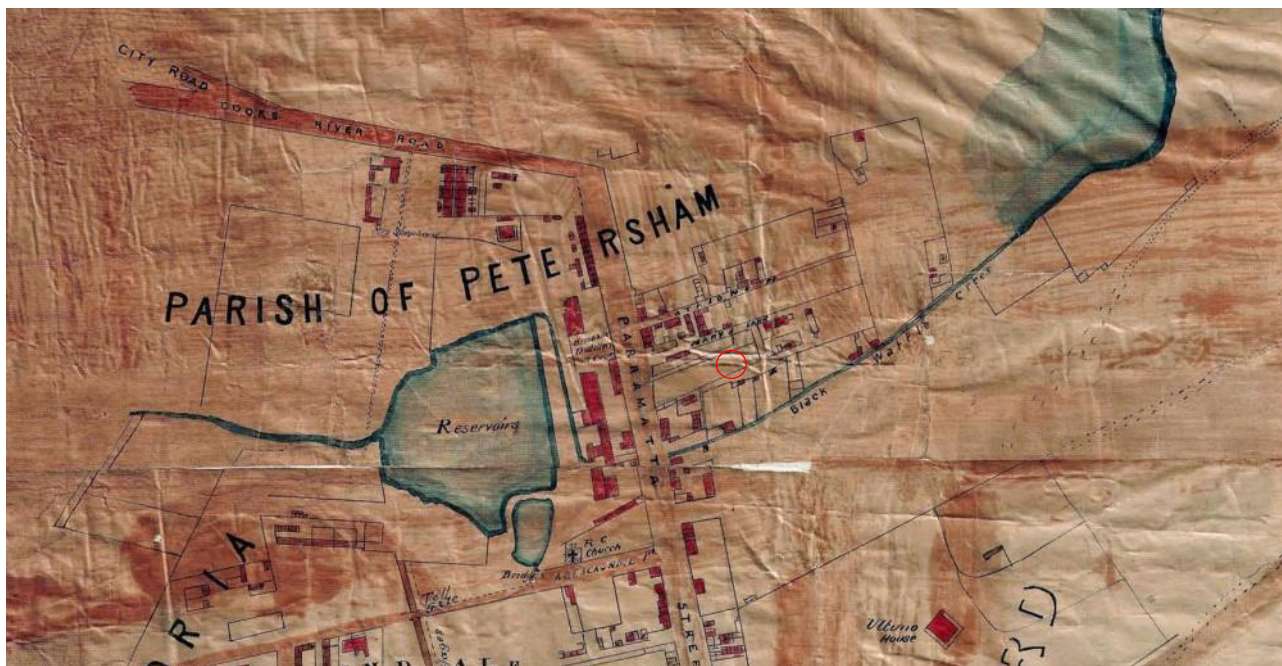


Figure 4 – An extract from the 1845 Shields City of Sydney map. Approximate location of subject as indicated in red.

Source: City of Sydney Archives, call number: A-00880420

3.2. HISTORIC DEVELOPMENT PHASES

3.2.1. Phase 1: 19th Century Colonial Development (1789-1905)

Reverend Richard Johnson, a civil magistrate and chaplain of the first fleet, was first granted a 400-acre land allotment in Glebe, in which the subject area is located, by Lieutenant-Governor Philip Gidley King in August 1789⁵. A keen farmer, Johnson considered his Glebe allotment of little use likely due to the low-lying and swampy nature that characterised the land in proximity to the Blackwattle River. It is likely that Johnson subjected the land to clearance throughout his tenure however the land remained largely unoccupied for the better part of 30 years. By 1828, the Clergy and School Lands Corporation had acquired the land, advertising portions of Johnson's original grant for lease with permission to purchase stating that:

*'a transferrable lease for twenty-one years will be made, and may be, at any time within that period, purchase the fee simple by paying up the amount of twenty years rent, marking the first instance upon which development of the land was to occur'*⁶.

By 1843, David Chambers and George Kenyon Holden had purchased a land portion of 3 acres and 3 roods in trust from within the Clergy land allotment (Figure 4 and Figure 5). By all accounts, Chambers and Holden leased the land to tenants as residential dwellings. In the period from 1855 to 1865, the allotment had a series of improvements across seven lots. One timber dwelling fronting present Smail Street had verandahs to the north and east and no outbuildings associated with the main structure. A further three timber structures were set back to the rear facing Smail Street, each with an associated timber outbuilding. A vacant lot was located in the eastern portion of the allotment. Two structures fronted present day Mountain Street. A timber dwelling with verandah and 'U' shaped rear was located to the southeast whilst a brick structure fronting Mountain Street included timber structures to the rear that established a courtyard. (Figure

⁴ 'Ultimo', Dictionary of Sydney

⁵ 'Ultimo' Dictionary of Sydney

⁶ The Australian 1828, 'Spirit of the Temporalities'

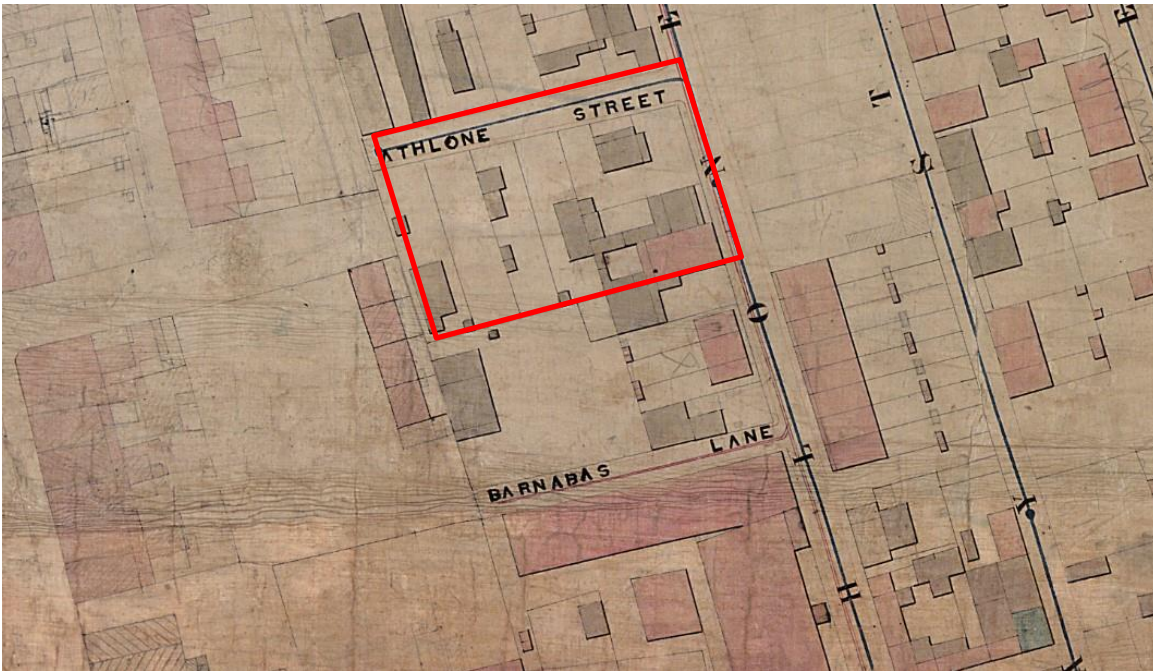


Figure 6 - An extract of an c.1855-1865 City of Sydney Block U2 Trigonometry map. The subject area as indicated in red features several dwellings that has been developed on the property (grey shading indicates timber structures, pink shading indicates brick structures).

Source: City of Sydney, call number: A0088041

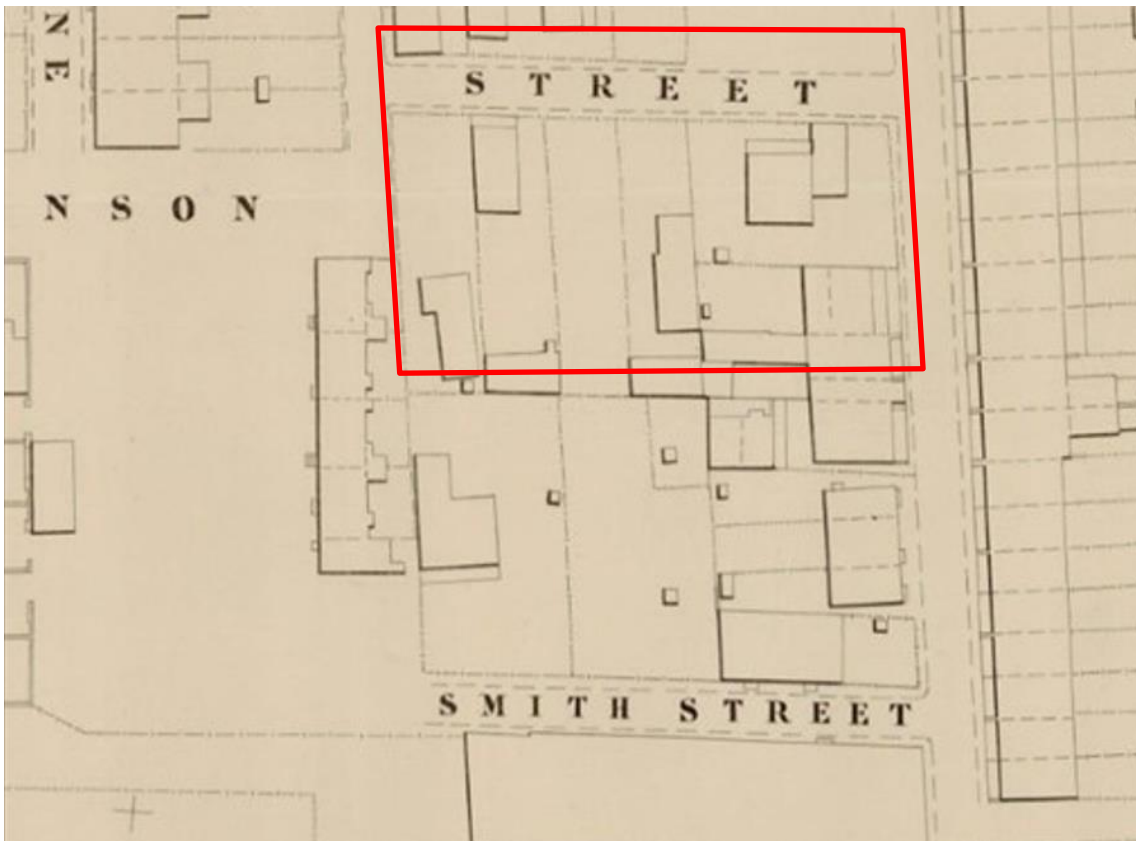


Figure 7 - An extract of a c.1888 City of Sydney Metropolitan detail sheet. The approximate location of the subject area as in red, detailing the residential dwellings and Athlone Street within the property boundaries.

Source: State Library of NSW, call number: M SER 811.17-1

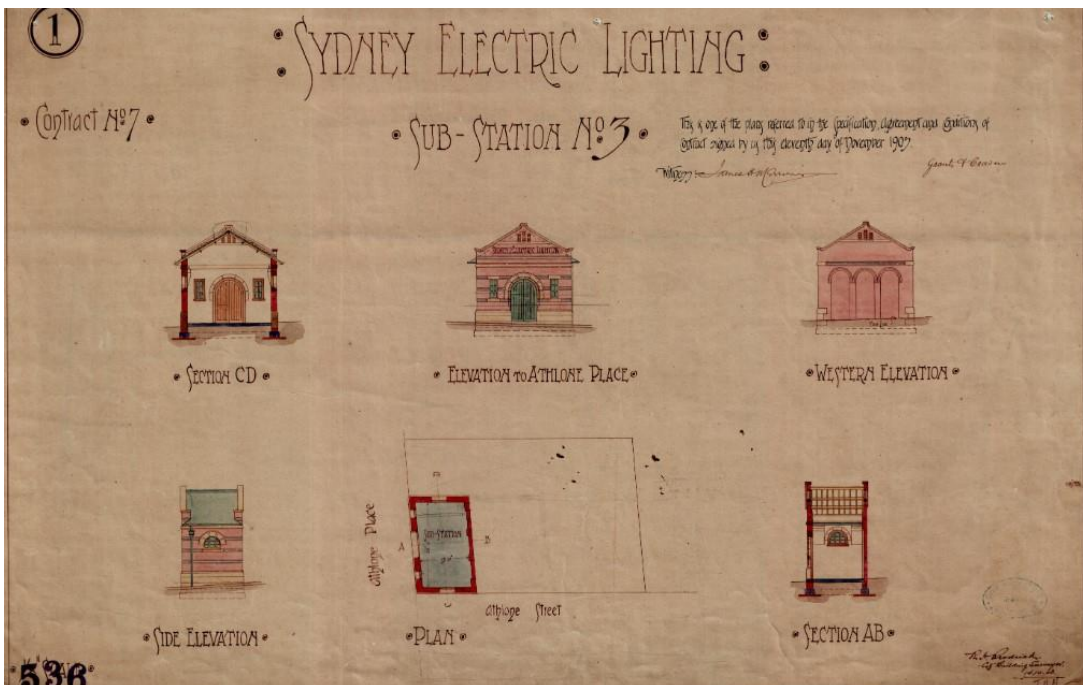


Figure 8 – A plan dated c.1903 of the Sydney Electric Lighting Substation No.3 drawn and surveyed by City Architect and surveyor Robert Hargreave Brodrick, located on the corner of Athlone Place and Athlone Street, Ultimo (within the subject area).

Source: City of Sydney, call number: A-00543828



Figure 9 – A photograph dated c.1905 prior to resumption of the Athlone Place area. View from Athlone Place looking south, former 'Substation No.3' is extant on the middle right, as indicated by arrow.

Source: City of Sydney, call number: A0086734

3.2.2. Phase 2: Land Resumption (1905 - 1909)

By 1905, the greater Ultimo region had become a wholly unsanitary suburb characterised by narrow laneways and small workers cottages, lack of access to sewer drainage and water meant the living conditions in Ultimo in the late 19th Century and early 20th centuries were said to be unfit for human habitation and subsequently declared as a slum. In the early twentieth century, Ultimo was selected for resumption by the Sydney Municipal Council under the *Sydney Corporation Amendment Act 1905*⁹. Resumption commenced in 1905 by the purchasing of land by the Sydney Municipal Council. The resumption area stretched from the region extending from Kelly Street to the southeast, Bay Street to the northeast and to the eastern line of Blackwattle Lane, inclusive of the subject area (Figure 10). The subsequent clearing of buildings in favour of the drainage of low-lying land razed approximately 400 houses and displaced 1, 779 acres in the Athlone Place vicinity¹⁰. The Athlone Place 'Substation No.3' on the corner of present day Smail and Mountain Streets was demolished in line with resumption efforts in 1905 in addition to the residential dwellings across the lot.

Subsequent calls to tender for works on a new electricity substation was initiated in 1905 with construction efforts occurring in 1909¹¹. The wider resumption works included filling and draining low lying land up to 3.1m above the original ground surface.¹² The new structure was to be constructed in the in proximity to the former substation location, the new tuck-pointed face brick structure was to be designed in the Federation free style with sandstone window headers, sill detailing and a gabled parapet. The construction of the substation involved load bearing face brick and sandstone blocks for the parapet.

⁹ *Sydney Corporation Amendment Act 1905*

¹⁰ NSW Government Gazette 1905, 'Resumption'

¹¹ State Heritage Inventory, 'Electricity Substation'

¹² Mider 2001, *Historical Archaeological Assessment Broadway and Mountain St Development Site*

The first systemic resumption efforts were centred around Athlone Place, Ultimo, inclusive of the subject area. Slum clearance operations, including the demolition of existing buildings often included street widening and creation as a result. In 1906, Smail Street was established as the northern boundary to the subject area on a similar alignment to that of the former Johnston Street. Smail Street was named for John Moore Smail, the chief engineer of the Sydney Water Board¹³.

By 1909, the Municipal Council of Sydney had commenced a series of City council leases across the Blackwattle area of resumption, leased at 50-year terms, the land portions were intended to generate commercial and industrial activity across Ultimo. In November 1909, James Connolly, an engineer residing in Woolloomooloo, leased Lot 21 in DP5567 from the Municipal Council of Sydney (Table 2) which forms the present-day subject area. Historical documentation dated to 1909 details Lot 21 as excluding the electricity substation from the leasehold, establishing an irregular shaped parcel of land that was to hold Connolly's industrial premises for over 30 years (Figure 10). The series of leases intended for industrial purpose would mark the character of Ultimo for years to come.

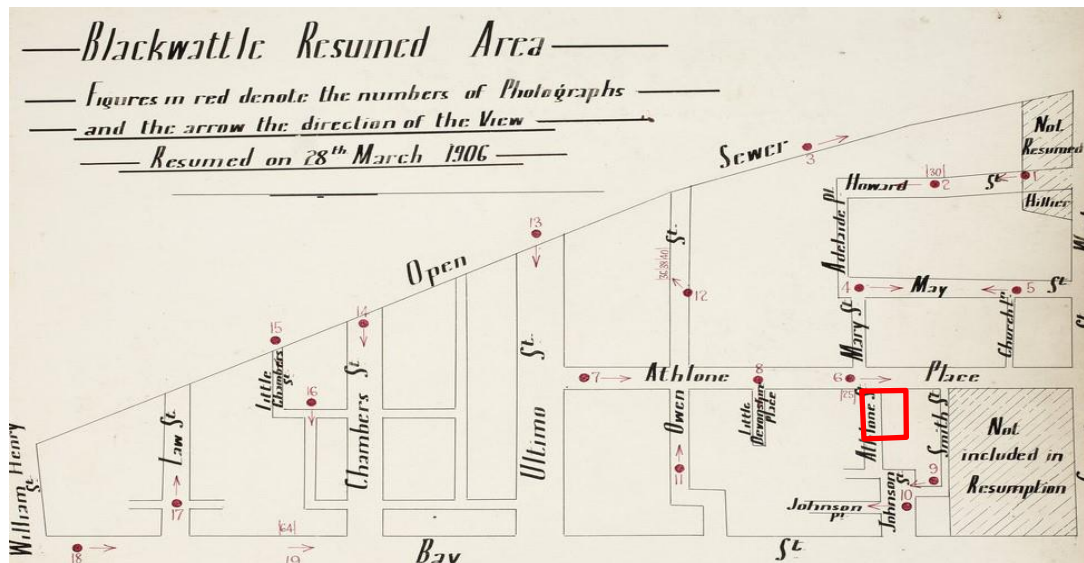


Figure 10 - A map dated c.1906 of the Blackwattle Resumed Area in present day Ultimo. The approximate location of the subject area as indicated in red.

Source: City of Sydney, call number: A00040049

¹³ City of Sydney 2020, 'History of Sydney Streets'

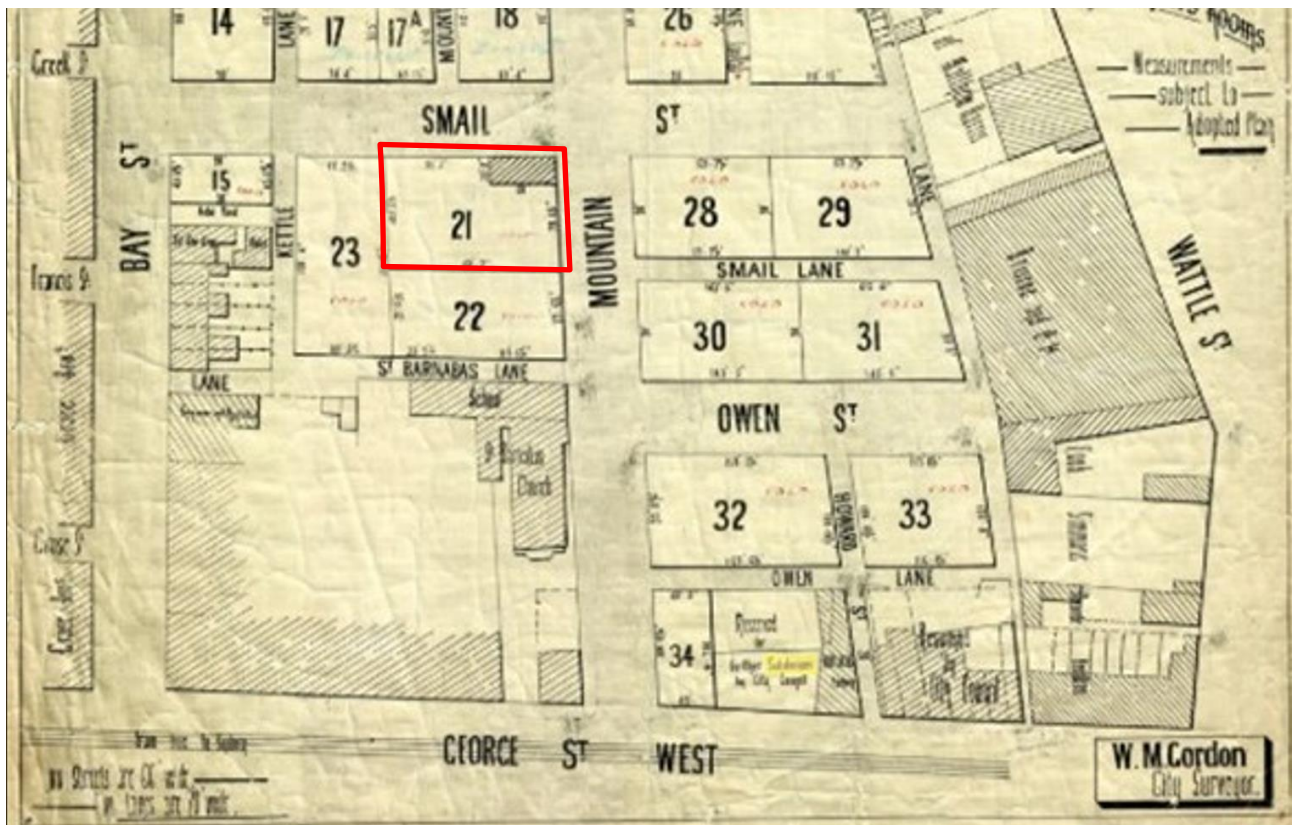


Figure 11 Blackwattle subdivision map dated c.1909. The approximate location of the subject area as indicated in red. The subject area is located within Lot 21 of the subdivision.

Source: City of Sydney Archives, call number: A-0084521

3.2.3. Phase 3: Industrial Use (1909 – Present)

James Connolly established a prominent window manufacturer in the early 19th century on the property, providing services to major development projects in the central township of Sydney, lauded for his steel window frames, Connolly was mentioned in prominent architecture journals of the period, mentioning the superior fire resistance of his window frames¹⁴. A 1917 fire plan map of the Glebe locality detailed the development that had occurred throughout Connolly's tenure of the property. An open-air yard was located to the rear of the property, surrounded by open tin-roofed sheds housing a forge. To the southeast, a series of tin roofed warehouses encompassed the lot, serving as a machinery engineers shed. Further, the plan mentions the installation of electric light within the sheds, likely due to the close proximity to the substation. It is, however, unclear as to whether the existing substation was utilised within Connolly's property or utilised by another entity. The 1917 map details the location of the substation as being utilised as 'offices' constructed of brick in an L-shaped arrangement (Figure 12). In 1925 an amendment to the 1917 fire plan was published detailing a business name change to 'Fitzroy Ironworks and J. Connolly'. The substation is depicted clearly to the northeast of the lot as is a small office building immediately to the south (Figure 13).

The City of Sydney Sands Directory details Connolly's land improvements throughout his tenure as lessee from 1909. A workshop is listed as being of brick, slate and iron materiality with Connolly's enterprise named as an ironworks. The electricity substation is listed within the directory as a 'light supply station'¹⁵.

¹⁴ Building: the magazine for the architect, property owner and merchant 1936, Vol. 58, No.346

¹⁵ The Sands Directory, 1911

By 1936, James Connolly Steel Windows Limited was liquidated by G.C.O Beelaerts in Martin Place, Sydney¹⁶. By 1938, Connolly's leasehold had come to an end and the Sydney County Council, an entity who managed the electricity for the Sydney municipalities, had assumed the land.

Aerial imagery dated to 1928 details that the subject area largely retained the spatial arrangement of the earlier 1917 layout save for the infill construction of a tin-roofed building in place of the former internal courtyard. From the mid to late 20th century industrial activity still featured heavily within the subject area and still associated with the Connolly name for the same purposes of its early occupation until 1950.¹⁷ From 1961 until 1986 a manufacturer of asbestos products, known as Eliza Tinsley Pty. Ltd., was also present on site.¹⁸ Between 1975 and 1991 the subject area was also used for warehousing and supply of multiple goods, including clothing, toy, homewares, flooring and machinery parts.¹⁹

There were a variety of different owners of the allotment throughout the majority of the 20th century, however it is likely that the land retained its industrial use. The arrangement of structures largely retained its formation until 2005, when electricity corporation Ausgrid assumed ownership of the land and removed the earlier structures entirely, with the exception of the existing electricity substation. Works for the preparation of the extant concrete surface took place in 2010 (Figure 21). In 2023, the substation was decommissioned.

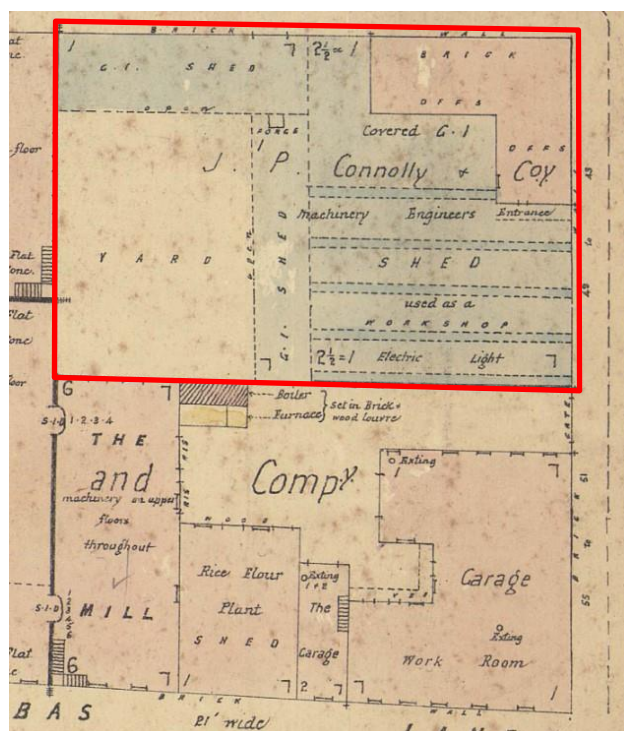


Figure 12 - Extract from Fire Insurance Underwriters Association of New South Wales Detail Survey Maps, Athlone Place Block No 205 Section 3, c.1917. The subject area is occupied by J.P Connolly and Coy.

Source: City of Sydney

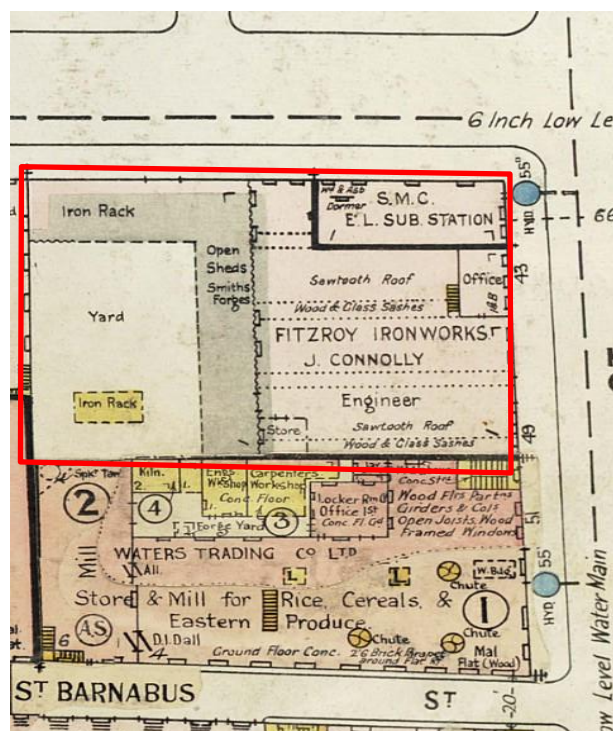


Figure 13 – Extract from Fire Insurance Underwriters Association of New South Wales Detail Survey Maps, Athlone Place Block No 205 Section 3, amendment to 8 October 1925. The subject area is occupied by Fitzroy Ironworks and J. Connolly.

Source: City of Sydney

¹⁶ Government Gazette of the State of New South Wales 1936, James Connolly Steel Windows Limited

¹⁷ Douglas Partners 2025, *Report on Detailed Site (Contamination) Investigation Proposed Mixed Use Development 41-49 Mountain Street, Ultimo NSW, Appendix C, Page 24*

¹⁸ Ibid, Page 23-24

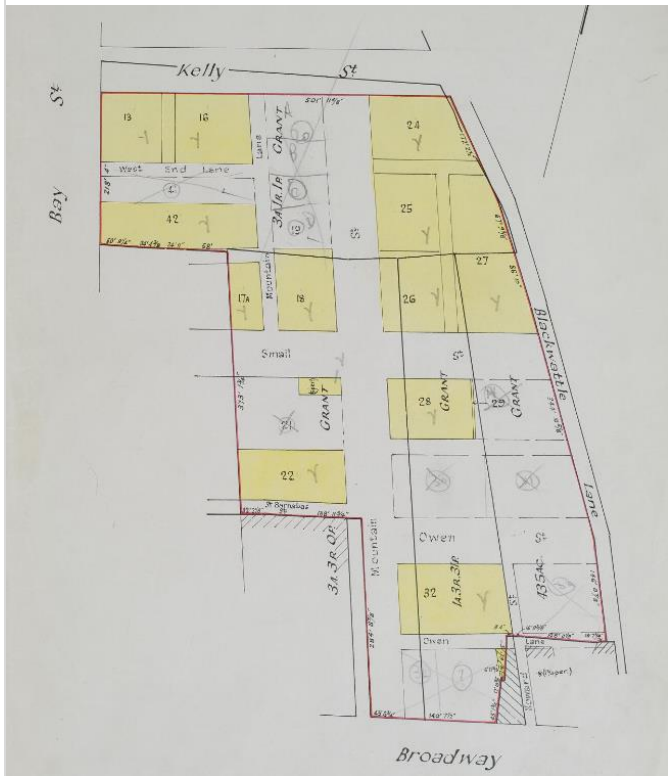
¹⁹ Ibid, Page 21-22

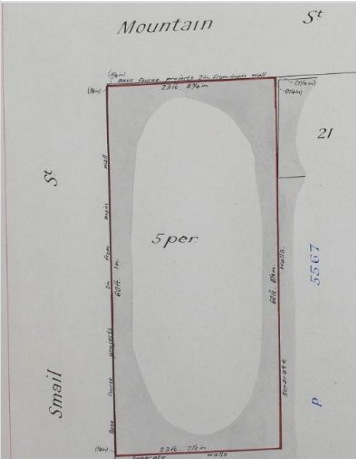
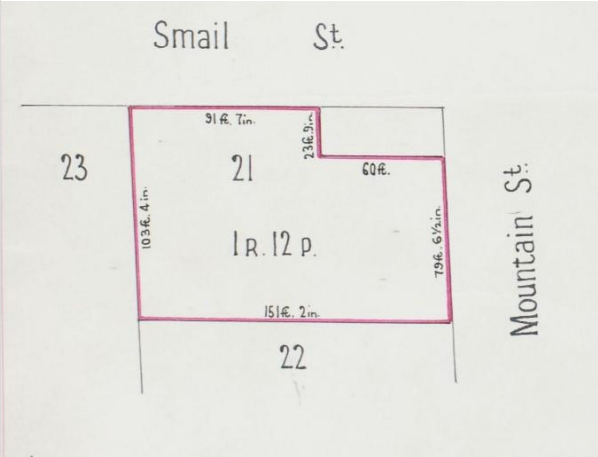
3.3. PROPERTY OWNERSHIP HISTORY

The relevant post European settlement property owners as identified through historical research are outlined below for reference.

Table 2 Property Ownership History

Year/Date	Owner	Source
August 1792	Crown Grant From: Philip Gidley King (Lieutenant-Governor) To: Reverend Richard Johnson (Chaplain) 400 acres	Primary Application 15666
24 November 1829	Conveyance From: Reverend Richard Johnson (Chaplain) To: The Trustees of the Clergy and School Lands	Primary Application 15666
3 April 1843	Conveyance From: The Trustees of the Clergy and School Lands To: David Chambers and George Kenyon Holden (trustees) 3 acres, 3 roods	Primary Application 15666
16 April 1909	Conveyance From: David Chambers and George Kenyon Holden (trustees) To: The Municipal Council of Sydney 3 acres, 3 roods Land holding from southeast Kelly Street, northeast line of Bay Street and the eastern line of Blackwattle Lane.	Vol. 5972 Fol. 95 and Vol.1965-50

Year/Date	Owner	Source
	 Figure 14 Sale of land to The Municipal Council of Sydney for resumption purposes. Subject area is included in lot 21.	
8 October 1909	Land resumption under the <i>Sydney Corporation Amendment Act 1905</i> .	
16 November 1909	Lease Indenture From: The Municipal Council of Sydney To: James Connolly (Engineer) Lot 21 in DP5567	Vol 1965 Fol.50
23 February 1938	Conveyance From: The Municipal Council of Sydney To: The Sydney County Council (Electricity provider for Sydney municipalities) 5 perches	Vol. 4912 Fol. 97

Year/Date	Owner	Source
	 Figure 15 – Sydney County Council land purchase.	
4 January 1950	Conveyance From: The Sydney County Council To: J. Connolly Limited (Engineer) from Woolloomooloo One rood, 12 perches Lot 21  Figure 16 – Land holding of J. Connolly Limited c.1950.	Vol. 6079 Fol.245
14 July 1955	From: J. Connolly Limited (Engineer) from Woolloomooloo To: Eliza Linsky Proprietary Limited	Vol. 6079 Fol.245

3.4. HISTORICAL AERIAL IMAGERY

Historical aerial imagery illustrates that the original internal courtyard in the southwestern portion of the lot was infilled to allow for the construction of a tin-roofed structure, likely a workshop shed. It is likely that this occurred after the 1930s.



Figure 17 – Aerial photograph dated to c.1928. Approximate location of the subject area as indicated in red.

Source: Australian Government Historical Imagery Viewer



Figure 18 – Aerial photograph dated to c.1943. Approximate location of the subject area as indicated in red.

Source: Australian Government Historical Imagery Viewer



Figure 19 – Aerial photograph dated c.1948. Location of subject area in red. The internal courtyard has been infilled with a warehouse structure.
Source: NSW Government Historical Imagery Viewer



Figure 20 - Aerial photograph dated to c.1970. Location of subject area in red.
Source: NSW Government Historical Imagery Viewer



Figure 21 Aerial photograph 2010 detailing the preparation works for the extant structures within the subject area and addition of fill layer.

Source: NearMap 2025.

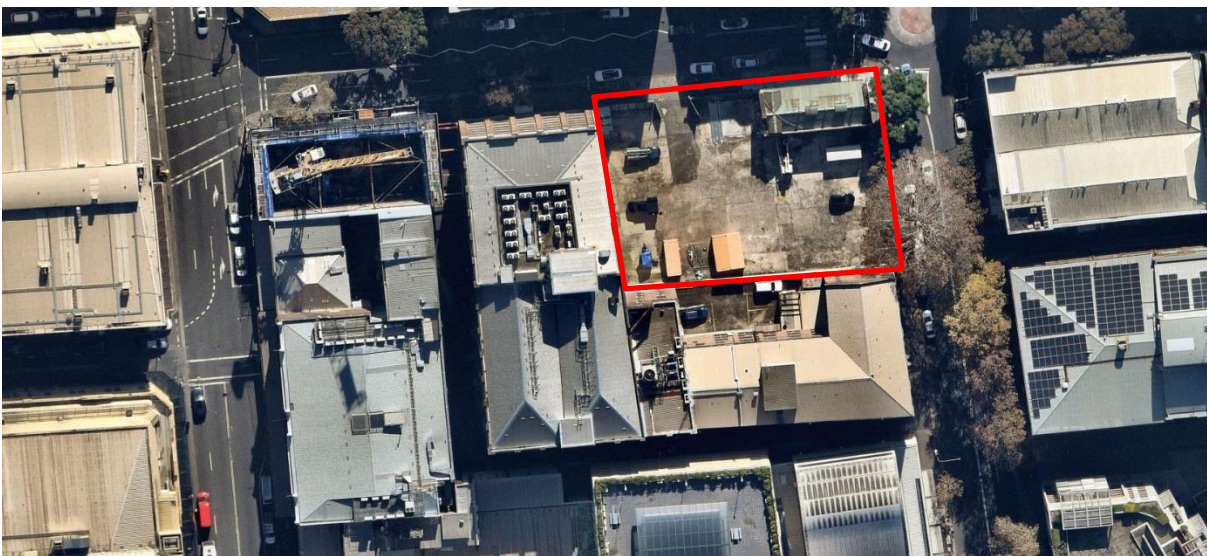


Figure 22 Current aerial photograph c.2025 detailing the extant structures within the subject area.

Source: NSW Government Historical Imagery Viewer

4. ARCHAEOLOGICAL CONTEXT

4.1. PREVIOUS ARCHAEOLOGICAL INVESTIGATIONS

Previous archaeological investigations may provide information on the potential nature and distribution of archaeological resources in a given area. A summary of relevant assessments is provided below.

4.1.1. Comparative Archaeological Reports

Previous archaeological investigations of similar contexts to the subject site may provide information on the potential nature and distribution of archaeological resources. A summary of relevant assessments is provided below.

AMAC Group 2023, 66 Bay Street, Ultimo

An archaeological investigation was undertaken by AMAC in 2023 of 66 Bay Street, Ultimo NSW. The site is located approximately 50m west of the present subject area with the archaeological investigation consisting of a salvage excavation. The salvage excavation was undertaken ahead of bulk excavation works to establish a new basement level within the site. The excavation found that although the site was classified as being within a disturbed location that evidence of a weathering, natural sandstone bedrock was present across the entirety of the site. Additionally, alluvial fills directly above the bedrock were consistent with dredged material, and subsoils that naturally occur within a swampy landscape. The study site contained partially disturbed structural remains dating to the mid to late 19th century and associated with the domestic occupation of the 1860's brick terrace.

The investigation found that most pre-terrace phase fills formed variants of clayey sands. Though the site is located on the Blackwattle resumption lands in vicinity of Johnsons Creek and Blackwattle Bay, most alluvial fills on the site appear to have accumulated naturally. However, the deepest clayey-sand alluvial fills were all damp and waterlogged indicating a higher water content in the layers toward the east of the site, consistent with the natural sloping topography. Ultimately, the deepest units were consistent as having been on the outer edges of a swamp or exposed ground for a period of time. Ultimately, the research potential of the study site was considered low in conjunction with the development program that would excavate deep into the bedrock, all locally significant relics and structural features were removed as a consequence.

Dana Mider 2001, Historical Archaeological Assessment Broadway & Mountain St Development Site, Sydney

In 2001, Dana Mider conducted a Historical archaeological assessment of a site located at 40-60 Mountain Street directly east of the subject area. The assessment concluded that, due to the substantial fill introduced in the area post land resumption between 1906 and 1910, archaeological deposits associated with the from the 1828 to 1910 occupation of the site used as commercial and domestic area, have a '*high likelihood of (...) surviving*'.

It further considers that such archaeological resources may have been preserved in situ, considering that no basements were established by subsequent development, including evidence of pre 1820s use of the site such as fences, tracks and farming activities.

Godden Mackay Logan 1990, 22-36 Mountain Street and 16-20 Smail Street, Ultimo NSW

Godden Mackay Logan undertook an archaeological investigation of 22- 36 Mountain Street and 16-20 Smail Street, Ultimo NSW in 2005. The site is located approximately 120m northeast of the present subject site. Prior to the commencement of the excavation, the existing buildings were demolished and the fill beneath them removed by machine excavation to a depth of 2 metres. The entirety of the subject area was divided by the remains of low, concrete piers belonging to the demolished structures. Of note, the site was located in low lying land with the excavated levels close to the water table, flooding occurred regularly.

Of note, across the six areas of excavation, all areas featured timber posts supported by brick pieces to prevent toppling. Further, all areas experienced in some form historic water ingress that had caused significant damage and disturbance to any structural features that may have remained. Additionally, Area 4 yielded soils that suggested that sandy soils formed historic fill intended to attempt to raise area to combat the wet, swampy nature of the landscape. Of further note was the lack of underground drainage throughout the entire subject area.

4.2. GEOTECHNICAL INVESTIGATIONS

Geotechnical investigations were undertaken by Douglas Partners at the subject site in early 2025. This investigation included the drilling of twelve boreholes and the installation of three groundwater monitoring wells across the site (Figure 23). A summary of the borehole logs is quoted below:

Concrete Pavement: Concrete pavement was encountered at the surface in all test locations, thickness of 80 mm to 160 mm to depths of between 0.05 m and 0.3 m below ground level (bgl) except for BH10.

Fill: Variably compacted sandy soil with varying amounts of sandstone gravels and reclamation fill including asphalt, sandstone cobbles, tiles, metal, slag, ash, bricks, concrete. The fill extended to depths of between 1.0 m and 1.5 m; overlying

Alluvial Soil: Very loose to dense sandy soil with varying amount of sandstone and ironstone gravels, extending to depths between 2.4 m and 2.5 m; overlying

Sandstone Bedrock: Extremely weathered sandstone only encountered at depths of between 2.5 m and 3.6 m in BH102. Generally highly to moderately weathered low strength with medium strength bands becoming slightly weathered and medium to high strength encountered to termination depth.

Building debris and / or other anthropogenic inclusions (sandstone gravel, brick, cobbles, sandstone cobbles, tile, trace terracotta, concrete, rusty metals, glass, ash, slag) were recorded in all boreholes across the site within the fill material from 0.1 to 1.5 m bgl. No potential asbestos containing material (PACM) was recorded, however; building debris is indicative of the potential presence of asbestos. Trace of ash, slag and asphalt were also encountered in all of the boreholes across the site within the fill layer.²⁰



Figure 23 Locations for geotechnical investigations

Source: Douglas Partners 2025 Appendix A

²⁰ Douglas Partners 2025, Report on Detailed Site (Contamination) Investigation Proposed Mixed Use Development 41-49 Mountain Street, Ultimo NSW, page 29

4.3. SITE INSPECTION

On the 24 June 2025, Hayley Campbell (Urbis Archaeology Assistant), conducted a visual inspection of the subject area. The purpose of the visual inspection was to observe the ground disturbance, soil conditions, and to investigate whether there were any observable historical archaeological remains within the subject area.

One extant single level electricity substation building occupies the northeastern corner portion of the subject area fronting Mountain Street. The interior of the electricity substation contained concrete flooring across its footprint. This building is not believed to contain a basement level (Figure 23). The 43-49 Mountain Streets lots are wholly encompassed by hardstand concrete with one temporary demountable office structure located to the northeast and one electricity housing structure to the west (Figure 26). Groundwater monitoring wells are interspersed throughout the subject area, in addition to remnant drainage connections (Figure 27). Visible connections to in ground services, specifically electricity and drainage were observable. Further, the shadow profile of prior structures was observable on neighbouring 1-3 Smail Street (Figure 28).

Ground surface visibility (GSV) across the entirety of the subject area was assessed as low due to the presence of structures and hardstand concrete. No soils or vegetation were visible throughout the subject area. No major subsurface disturbance was observed in the 43-49 Mountain Street properties. Additionally, no historical archaeological remains were visible on the ground surface.



Figure 24 - View northwest along Mountain Street towards the subject area.



Figure 25 – View southwest facing Mountain Street and Smail Street, towards the subject area.



Figure 26 View south detailing the northern elevation of the electricity substation.



Figure 27 Interior of the substation facing northeast.



Figure 28 View west detailing the shadow profile on neighbouring 1-3 Smail Street.



Figure 29 View northwest detailing in ground drainage connections and hardstand concrete,



Figure 30 View northeast detailing the concrete hardstand ground coverage.



Figure 31 View north detailing a ground monitoring well.

5. ARCHAEOLOGICAL POTENTIAL

5.1. FRAMEWORK FOR ASSESSMENT

The *NSW Heritage Manual* (Heritage Office and Department of Urban Affairs and Planning, 1996) defines historical archaeological potential as:

The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research.

Archaeological research potential of a site is the extent to which further study of relics likely to be found is expected to contribute to improved knowledge about NSW history which is not demonstrated by other sites, archaeological resources or available historical evidence. The potential for archaeological relics to survive in a particular place is significantly affected by later activities that may have caused ground disturbance. These processes include the physical development of the site (for example, phases of building construction) and the activities that occurred there.

The archaeological potential of the subject site is assessed based on the background information presented in Section 3 and graded according to the following scheme:

- **Nil Potential:** the land use history demonstrates that high levels of ground disturbance have occurred that would have destroyed any archaeological remains; or archaeological excavation has already occurred and removed any potential resource.
- **Low Potential:** the land use history suggests limited development or use, or there is likely to be quite high impacts in these areas; however, deeper sub-surface features such as wells, cesspits and their artefact bearing deposits may survive.
- **Moderate Potential:** the land use history suggests limited phases of low to moderate development intensity, or there have been some impacts in the area. Some archaeological remains are likely to survive, including building footings and shallower remains, in addition to deeper sub-surface features.
- **High Potential:** substantially intact archaeological deposits could survive in these areas.

The potential for archaeological remains or 'relics' to survive in a particular place is significantly affected by land use activities that may have caused ground disturbance. These processes include the physical development of the site (e.g. phases of building construction) and the activities that occurred there. The following definitions are used to consider the levels of disturbance:

- **Low Disturbance:** the area or feature has been subject to activities that are likely to have had a minor effect on the integrity and survival of archaeological remains.
- **Moderate Disturbance:** the area or feature has been subject to activities that may have affected the integrity and survival of archaeological remains. While archaeological evidence may be present, they are likely to have been disturbed.
- **High Disturbance:** the area or feature has been subject to activities that would have had a major effect on the integrity and survival of archaeological remains. Archaeological evidence is likely to be significantly disturbed or destroyed.

The following assessment of archaeological potential of the present subject site has been undertaken based on the above framework.

5.2. ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

An assessment of archaeological potential associated with each phase of development of the subject site is provided in Table 3 below.

Table 3 – Assessment of Archaeological Potential

Phase	Potential Archaeological Resource	Integrity	Archaeological Potential
1. 19 th Century Colonial Development (1789-1905)	Early-mid 19 th century occupation and use	There is no known occupation of the site for the first half of the 19 th century and it is understood that the land was low-lying and not suitable for agriculture. By the mid-19 th this land had been developed suggesting that some amount of remediation had occurred; this is consistent with what was found at 66 Bay St Ultimo. Evidence of this levelling is expected for the earliest phase of the site.	Moderate: 19th century levelling fills
	Road building materials, discarded items associated with Athlone Street's use and occupational deposits associated with transient use of the road.	The former Athlone Street is located within the northern boundary of the subject area. While later phases of building construction and demolition and earthworks have likely removed or destroyed a portion of the former road, the western section of Athlone Street may still be present in the form of road building materials. Occupational deposits associated with transient use of the road may also be present, however, it is less likely that such evidence can be directly linked to the use of Athlone Street.	Low: - Occupational deposits Moderate: - Road building materials
	Structural remains of mid-19 th Century Dwellings such as postholes, sandstone and/or brick foundations and associated underfloor deposits.	The mid-19 th Dwellings were demolished and the subject area subsequently raised through additional filling (Phase 2). The historical record was confirmed by recent geotechnical investigations which have established the presence of a layer of historical fill. Impacts by industrial buildings established on site during Phase 3 have likely consisted of light leveling with brick or concrete surfaces interspersed with piling. Such piling works are expected to have caused an overall low level of disturbance to this historical fill. A moderate level of disturbance has likely impacted the northeastern corner of the	Low: - Underfloor occupation deposits Moderate - High: - Postholes - Sandstone and/or brick foundations - Cesspits

Phase	Potential Archaeological Resource	Integrity	Archaeological Potential
		subject area more extensively (extant substation and former 20th century offices addition to the substation). As such structures such as postholes and sandstone/brick foundations relating to the Dwellings are likely to have been preserved by the deposition of the early 20th century fill. A number of privies are shown on the 1865 and 1888 plan and likely associated with cesspits which are likely to survive on the site. Evidence of underfloor occupation deposits may also be present albeit disturbed by the early 20th century fill and construction.	
	Undocumented finds associated with Residential Dwellings such as deeper subsurface features (e.g. wells, residential pipes and drains and rubbish pits).	Despite the presence of public water supply within the subject area and nearby water waster services it is still likely that dwellings still feature private infrastructure to manage water collection and waste disposal. As such, rubbish pits, wells and residential pipes/drains may still have been used for the Dwellings. However, no historical plan provides an indication of such features. While not illustrated it is highly likely that features such as rubbish yard scatters were present on site specifically within yard areas, which may also contain artefact bearing deposits. Considering the lower level of impact caused by subsequent phases, if present, archaeological evidence of such features may have survived, albeit with a moderate to high level of disturbance.	Moderate-High: - Wells - Rubbish pits and yard scatters - Associated artefact bearing deposits - Residential pipes/drains
	Public water supply (ceramic pipes or brick drains).	As discussed above a portion of Athlone Street has seen a lower degree of impact during later phases. Historical maps provide the indication for the presence of a potential water main with a fire plug. As such evidence of the ceramic pipes or	High: Water main pipes (ceramic or brick)

Phase	Potential Archaeological Resource	Integrity	Archaeological Potential
		brick drains associated with this feature are likely to have survived.	
	Structural remains of Substation No. 3 (sandstone/brick footings and associated underfloor deposits.)	Historical records of the 1903 substation have indicated the building featured substantial footings likely consisting of a mix of brick and sandstone. The building was demolished during Land Resumption works (Phase 2) and partially built upon over the record historical fill. As such evidence of structural remains of Substation No. 3 is very likely to have survived in situ.	Moderate-high: Sandstone and/or brick foundations
2. Land Resumption (1905-1909)	Earthworks and historical fills associated with Land Resumption works	Evidence of the demolition and earthworks is highly likely to be present on site as subsequent development made use of historical introduced fills to establish a levelled surface on which to build upon. Piling works and the construction of the second substation will have likely disturbed these fills however, for most of the subject area, they are likely to have remained intact.	High
	Structural remains and occupational evidence (e.g. fittings and discarded material) of the Electrical Substation No. 5	Extant	High
3. Industrial Use (1909 – present)	Structural remains and occupational evidence associated with Connolly Window Factory, Fitzroy Ironworks (foundations, brick surfaces, industrial refuse)	During Phase 3 the subject area featured intense industrial use (warehousing and manufacturing). Early 21 st century demolition works have removed all above ground evidence of these buildings however the visual inspection identified roof features of the former industrial structures (roof outlines in adjoining extant buildings). Aerial imagery further suggest the	High: - Foundations (concrete or brick) - Brick surfaces

Phase	Potential Archaeological Resource	Integrity	Archaeological Potential
	Tinsley asbestos manufacturing, and goods warehousing (artefactual scatters and industrial refuse)	introduction of another fill layer in 2010. Considering recent development of the site is very likely that evidence such as foundations, brick surfaces, artefactual scatters and industrial refuse associated with the industrial use of the site is present within the subject area.	▪ Artefactual scatters ▪ Industrial refuse

5.3. STATEMENT OF ARCHAEOLOGICAL POTENTIAL

The subject area has a **moderate to high potential** to contain archaeological resources associated with the early residential use of the site during **Phase 1** as well as evidence of the former Athlone Street, water and electrical infrastructure. This is due to the introduction of a historical fill in later phases during the process of building demolition and earthworks which likely resulted in the preservation of associated archaeological resources. This includes remains such as road building materials (Athlone Street), postholes, sandstone and/or brick foundations and cesspits as well as undocumented structures such as wells, residential pipes, rubbish pits and yard scatters which may contain artefact bearing deposits (Dwellings). Evidence of the ceramic pipes or brick drains (public water supply) and other sandstone and/or brick foundations (Substation No. 3). These mid-19th century buildings may also be founded on earlier levelling fills.

Archaeological potential for **Phases 2 and 3** is also **high** as subsequent processes of demolition have had a low level of ground disturbance. This includes evidence of earthworks and historical fills associated with Land Resumption (**Phase 2**) and brick/concrete foundations, brick surfaces, artefactual scatters and refuse linked to the industrial use of the subject area (**Phase 3**).

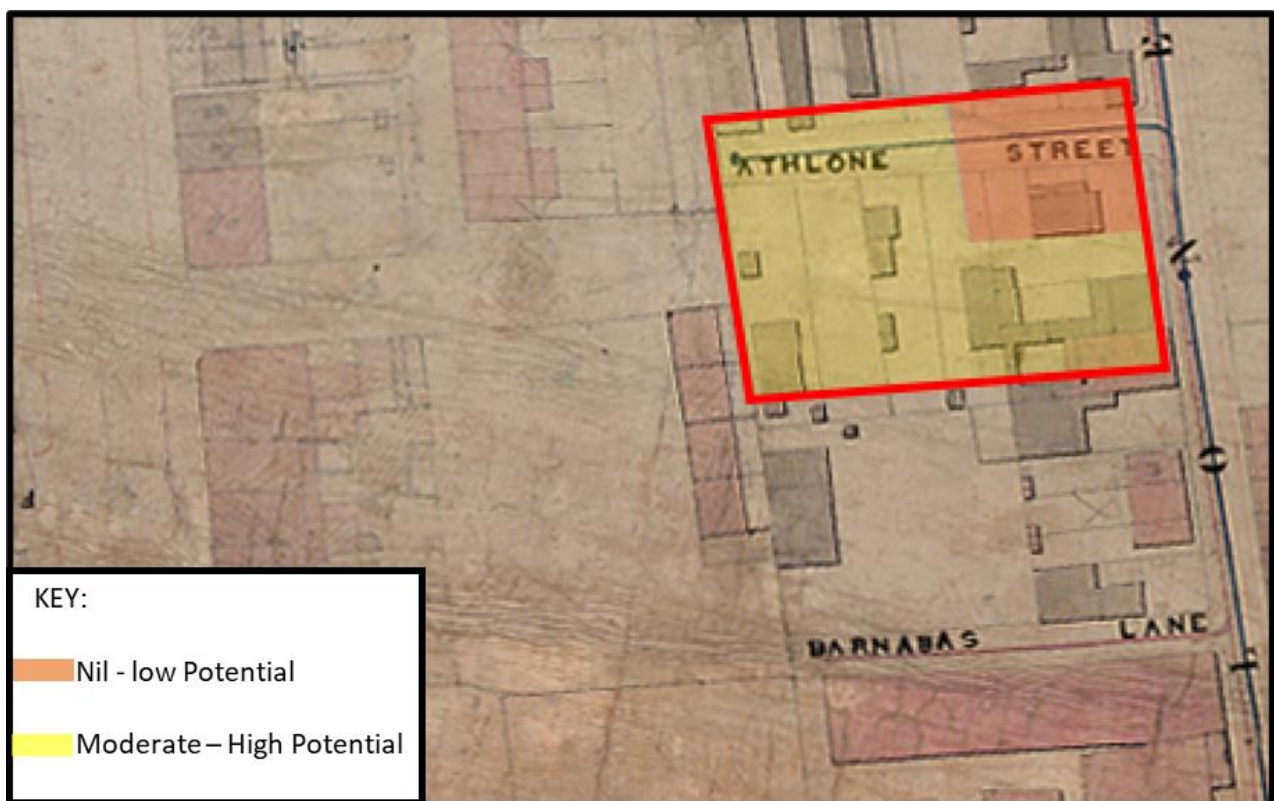


Figure 32 Archaeological Potential Zoning map.

Source: Urbis using City of Sydney, call number: A0088041; NSW Government Historical Imagery Viewer.

6. SIGNIFICANCE ASSESSMENT

6.1. FRAMEWORK FOR ASSESSMENT

The concept of archaeological significance is independent of archaeological potential. For example, there may be 'low potential' for certain relics to survive, but if they do, they may be assessed as being of (State) significance.

Archaeological significance has long been accepted as linked directly to archaeological (or scientific) research potential: a site or resource is said to be scientifically significant when its further study may be expected to help answer questions. Whilst the research potential of an archaeological site is an essential consideration, it is one of a number of potential heritage values which a site or 'relic' may possess. Recent changes to the *Heritage Act 1977* (Section 33(3) (a)) reflect this broader understanding of what constitutes archaeological significance by making it imperative that more than one criterion be considered.

The below assessment of archaeological significance considers the criteria, as outlined in the NSW Heritage Branch publication *Assessing Significance for Historical Archaeological Sites and 'Relics'*. Sections which are extracted verbatim from this document are italicized.

For the purposes of this assessment, significance is ranked as follows:

- **No Significance** – it is unlikely that any archaeological resources recovered will be attributed significance in accordance with the assessment criteria on a state or local level.
- **Local Significance** – it is likely that archaeological resources recovered will be significant on a local level in accordance with one or more of the assessment criteria.
- **State Significance** – it is likely that archaeological resources recovered will be significant on a state level in accordance with one or more of the assessment criteria.

The following Criteria are used to assess archaeological significance (from *Assessing Significance for Historical Archaeological Sites and Relics*, Heritage Branch NSW).

Table 4 Significance Criteria

Criterion Letter	Criterion	Definition
A	Historical Significance	An item is important in the course or pattern of the local area's cultural or natural history.
B	Associative Significance	An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.
C	Aesthetic or technical significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.
D	Social Significance	An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.
E	Research Potential	An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.
F	Rarity	An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.

Criterion Letter	Criterion	Definition
G	Representativeness	An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's) ▪ cultural or natural places; or ▪ cultural or natural environments

6.2. ASSESSMENT OF SIGNIFICANCE

An assessment of archaeological significance associated with each phase of development of the subject site is provided in Table 5 below.

Table 5 Assessment of Significance

Criterion	Discussion
A - Historical Significance	Archaeological evidence associated with the residential use of Phase 1 (1789-1905) is very likely to be present within the subject area. Such evidence would consist of the earliest form of colonial development and form of the part of the course/development of the Ultimo area's history. The installation of Substation No.3 was also a significant piece of local infrastructure provisioning electricity for street lights and improving the amenity of the local area. Archaeological resources associated with the dwellings, either recorded or undocumented would assist in such understanding, as well as evidence of Substation No. 3, as demonstrating the historical evolution of the locality. Archaeological resources of Phase 1 are likely to meet the threshold for Local heritage significance under this criterion. Subsequent phases however have been thoroughly documented, and a wealth of historical information is available. While there is high potential for the presence of archaeological resources associated with Phases 2 and 3, these would not significantly contribute to further our understanding of historical process. Archaeological resources from any of Phases 2 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.
B – Associative Significance	The former Substation No. 3 is associated with the City Architect and Building Surveyor Robert Hargreave Brodrick and his chief assistant James H Merriman who designed and oversaw the construction of a variety of public works buildings in the transition between the 19th and 20th centuries. Evidence of structural remains associated with the Substation would provide information regarding the works of Brodrick and Merriman. Archaeological resources of Phase 1 are likely to meet the threshold for Local heritage significance under this criterion. Other former structures within the subject area are not known to have been constructed or designed by any notable people, nor have the buildings been identified as being occupied by any significant persons. Archaeological resources from any of Phases 2 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.

Criterion	Discussion
C – Aesthetic and Technical Significance	The potential archaeological resources within the subject area are unlikely to possess either unique aesthetic characteristics or to demonstrate a high degree of creative achievement. Evidence of Substation No.3 has the potential to reveal knowledge or information of technical details of the construction of important early infrastructure to the development of the wider Ultimo area. Archaeological evidence of the original Substation No. 3 has the potential to be of local significance under this criterion.
D – Social Significance	There is no evidence that potential archaeological resources at the subject site would hold a special association with a particular community or cultural group for social, cultural or spiritual reasons. Archaeological resources from any of Phases 1 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.
E – Research potential	There is a moderate to high potential for the presence of archaeological resources associated with Phase 1 (1789-1905) and several structures developed during this period. Undocumented evidence of occupational deposits linked to the residential use of the subject area may yield further or new information regarding the earliest period of European occupation of the local area. Documented archaeological remains associated with the dwellings would also serve this purpose. Archaeological remains of the public water main may clarify our understanding of how water management was conducted in association of the timber cottages. Archaeological resources of Phase 1 are likely to meet the threshold for Local heritage significance under this criterion. A high potential for evidence associated with of Phase 2 (1905-1909) and the industrial uses of Phase 3 (1905- present) has been identified however, such archaeological remains are less likely to reveal new knowledge and yield further information regarding the use of the subject area, considering the larger data set is available for these phases. Archaeological resources from any of Phases 2 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.
F - Rarity	Archaeological remains deriving from the residential or industrial use of the subject site during Phases 1 to 3 are unlikely to be rare examples of an event, phase, period, process, function, movement, custom, way of life or activity of importance to the local area or State. Archaeological resources from any of Phases 1 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.
G - Representativeness	Archaeological resources associated with Phases 1 to 3 are unlikely to be important in demonstrating the principal characteristics of a class of the local area's or State's cultural or natural places or environments. Archaeological resources from any of Phases 1 to 3 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.

6.3. STATEMENT OF SIGNIFICANCE

This assessment has concluded that archaeological resources, which could occur at the subject site, may be significant at a Local level.

Evidence associated with the Phase 1, the 19th Century Colonial Development (1789-1905) may be of Local significance under criteria A (Historical Significance), B (Associative Significance), C (Technical Significance) and E (Research Potential).

If identified, *in situ* or moderately disturbed, archaeological evidence associated with the residential use of the subject area have the capacity to demonstrate the historical evolution of the Ultimo area. The same applies for remains of the Substation No. 3 for their association with the works of Brodrick and Merriman. Research information may also be drawn from all evidence of residential use and infrastructure remains such as the public water and electrical supply as they have the capacity to yield further or new information regarding the earliest period of colonial occupation and evolution of the local area.

While a high potential for remains associated with Phase 2, the Land Resumption (1905 – 1909) and Phase 3 Industrial Use (1909-present), such archaeological resources would not be significant at either Local or State level under any criteria established by the NSW Heritage Branch publication *Assessing Significance for Historical Archaeological Sites and 'Relics'*.

The assessment of significance should be updated following further archaeological investigation.

7. IMPACT ASSESSMENT

7.1. PROPOSED DEVELOPMENT

The proponent is proposing the development of a new multi-storey mixed-use development (Figure 33 - Figure 36) which includes the following:

- Demolition of all existing temporary structures;
- Removal of the existing concrete surface ;
- Construction of a 15-storey apartment building fronting Smail Street and 7- storey building fronting Mountain Street
- Bulk excavation for one underground basement parking level.

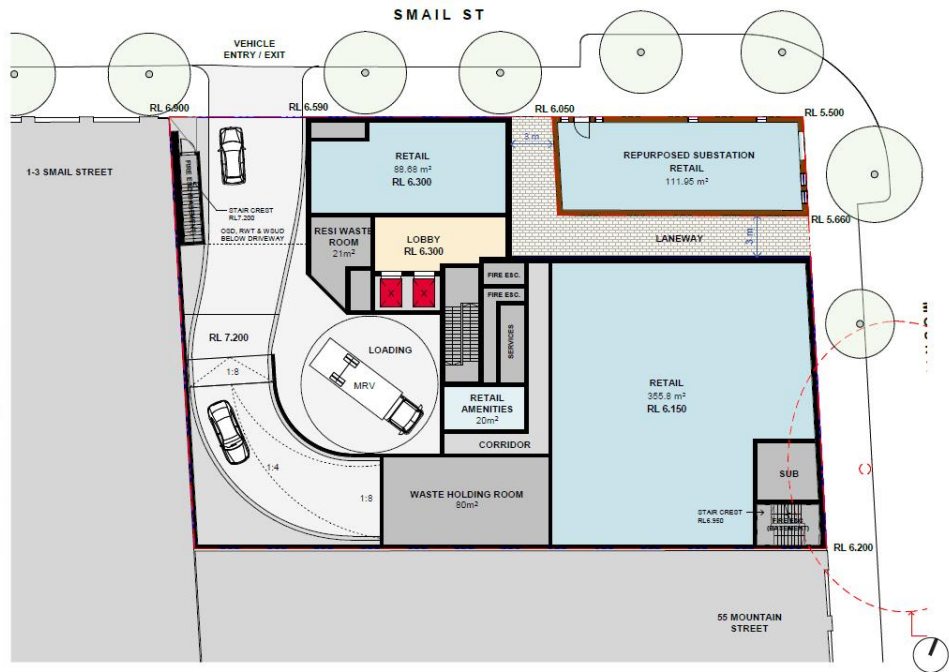
The initial concept designs feature the proposed basement level extending down to 3.5 metres below the current ground level, occupying the majority of the subject area (Figure 34) with the exception of the extant State Heritage listed item - *Electrical Substation No.5* (SHR 00934). The below ground footprint immediately surrounding the substation will remain in situ.

Reference Design

Ground Level Plan

Key Moves

- Substation with 3m Wide lane way.
- Central Lobby and Retail accessed via Lane way
- Secure access to car park and loading dock.
- Double sided retail laneway.
- Predominant Retail activation to perimeter of Smail + Mountain Street.



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Figure 33 Extract of concept plan showing ground floor layout.

Source: Bates Smart 2025.

Reference Design

Basement Level Plan

Key Moves

- Single level proposed to minimise excavation
- No excavation proposed below substation
- Ramp in south west corner to minimise impact on prime useable spaces above
- Provision for bicycle parking
- Motorcycle parking is achievable



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Figure 34 Extract of concept plan showing proposed basement footprint.

Source: Bates Smart 2025.

Reference Design Section 1

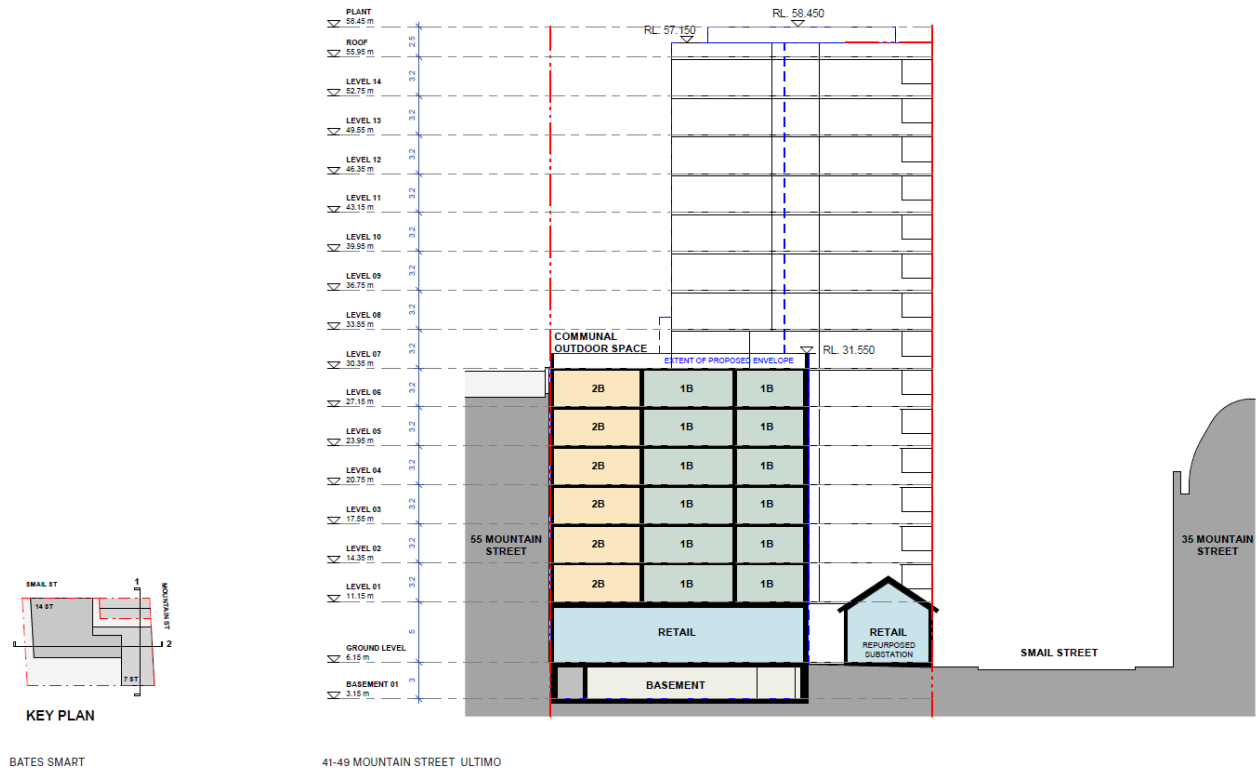


Figure 35 Extract of concept plan showing section 1 facing towards Mountain Street site frontage.
Source: Bates Smart 2025.

Reference Design Section 2

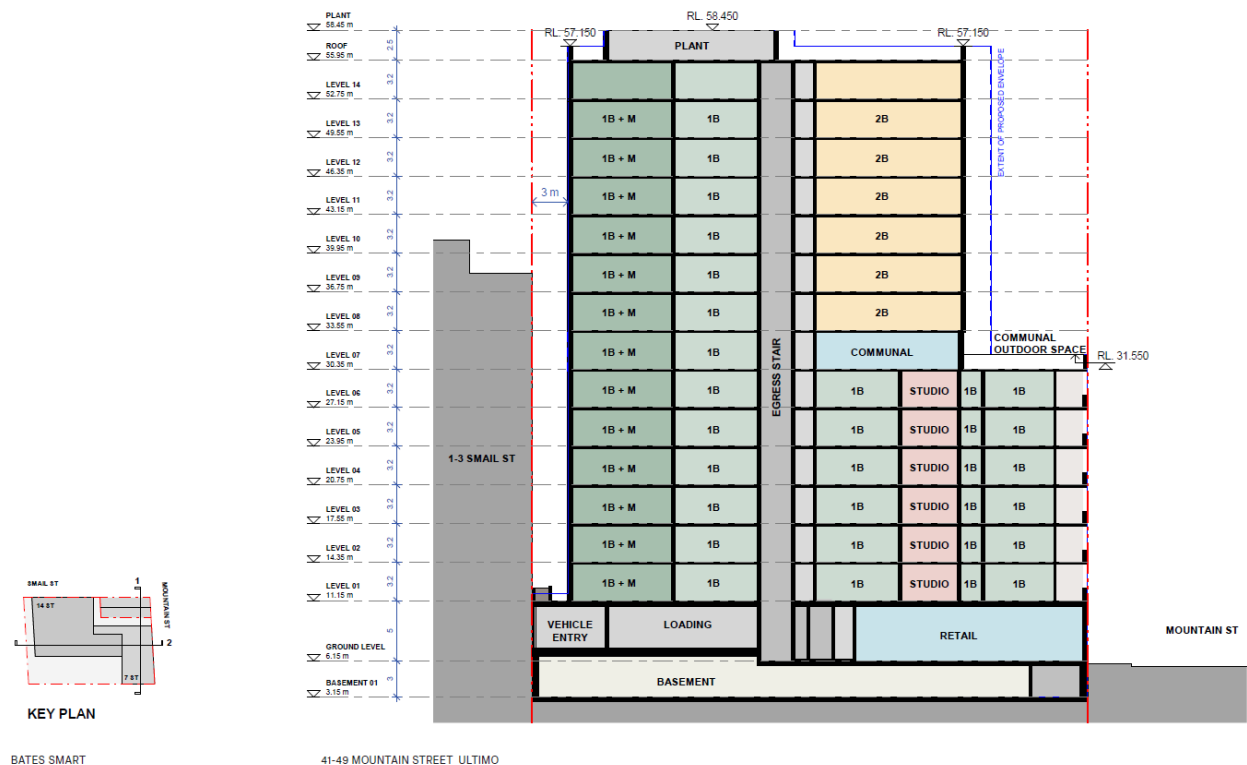


Figure 36 Extract of concept plan showing section 2 facing towards Smail Street site frontage.
Source: Bates Smart 2025.

7.2. ARCHAEOLOGICAL IMPACT ASSESSMENT

The proposed works are described above and include bulk excavation for the establishment of one basement level extending across the entire subject area with the exception of the extant State Heritage listed item - *Electrical Substation No.5'* (SHR 00934).

As there is moderate to high potential for locally significant archaeological resources to be retained within parts of the subject area and the proposed ground-disturbing impacts extend across the locations of identified archaeological potential subject to a depth sufficient for one basement level, there is reasonable cause to suspect that the proposed works will impact all potential historical archaeological relics. As such, archaeological investigation, such as archaeological monitoring and salvage excavation, is recommended in order to mitigate the proposed archaeological heritage impact of the work.

8. CONCLUSIONS & RECOMMENDATIONS

8.1. CONCLUSIONS

The HAA has been undertaken to assess the impacts of the proposed works to any historical archaeological material within the subject area and to formulate appropriate heritage management measures.

The HAA has concluded the following:

- The historical development and use of the subject is broadly categorised according to the following phases:
 - Phase 1: 19th Century Colonial Development (1789 – 1895)
 - Phase 2: Land Resumption (1905 – 1909)
 - Phase 3: Industrial Use (1909- Present)
- No listed archaeological items have been identified within the subject area.
- Moderate to High archaeological potential has been identified for locally significant historical relics associated with the early development of the subject area during the mid-19th century (Phase 1), including road building materials postholes, sandstone and/or brick foundations, ceramic or brick or brick pipes, undocumented structures such as wells, cisterns, residential pipes, rubbish pits and cesspits which may contain artefact bearing deposits.
- As the proposed works include demolition of all existing buildings and construction of a new mixed-use development with a basement level, there is reasonable cause to suspect that the proposed works will impact historical relics; these relics have been identified as disturbed and locally significant. This can be mitigated through archaeological investigation and recording.
- This report did not identify potential for the presence of State significance relics or any relics where retention through redesign would be required. As such, this report has not identified any archaeological impediments in regard to the Planning Proposal or future Development Application.

8.2. RECOMMENDATIONS

In view of the above conclusions and the 'relics' provisions of the s. 139 of the *Heritage Act 1977* (NSW), Urbis recommends the following mitigation measures:

- **Recommendation 1 – Submission of Report**

A copy of this report should be submitted to City of Sydney in support of the current Planning Proposal and future Development Application.

- **Recommendation 2 – Further Archaeological Investigation**

As this assessment has identified that the proposed redevelopment is likely to remove locally significant relics, archaeological investigation under an s140 Excavation Permit is recommended for the site. Further archaeological investigation should be undertaken by a qualified archaeologist post demolition works and prior to any ground disturbing works. A historical archaeological research design and excavation methodology ('HARDEM') should be prepared to guide the archaeological monitoring and excavation, as well as include an Unexpected Finds Protocol. This report, HAA, along with the HARDEM should be submitted to Heritage NSW as part of an s140 Excavation Permit application prior to commencement of archaeological investigations, or any ground disturbing works anywhere within the subject area.

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APPENDIX A CONCEPT DEVELOPMENT PLANS

Reference Design

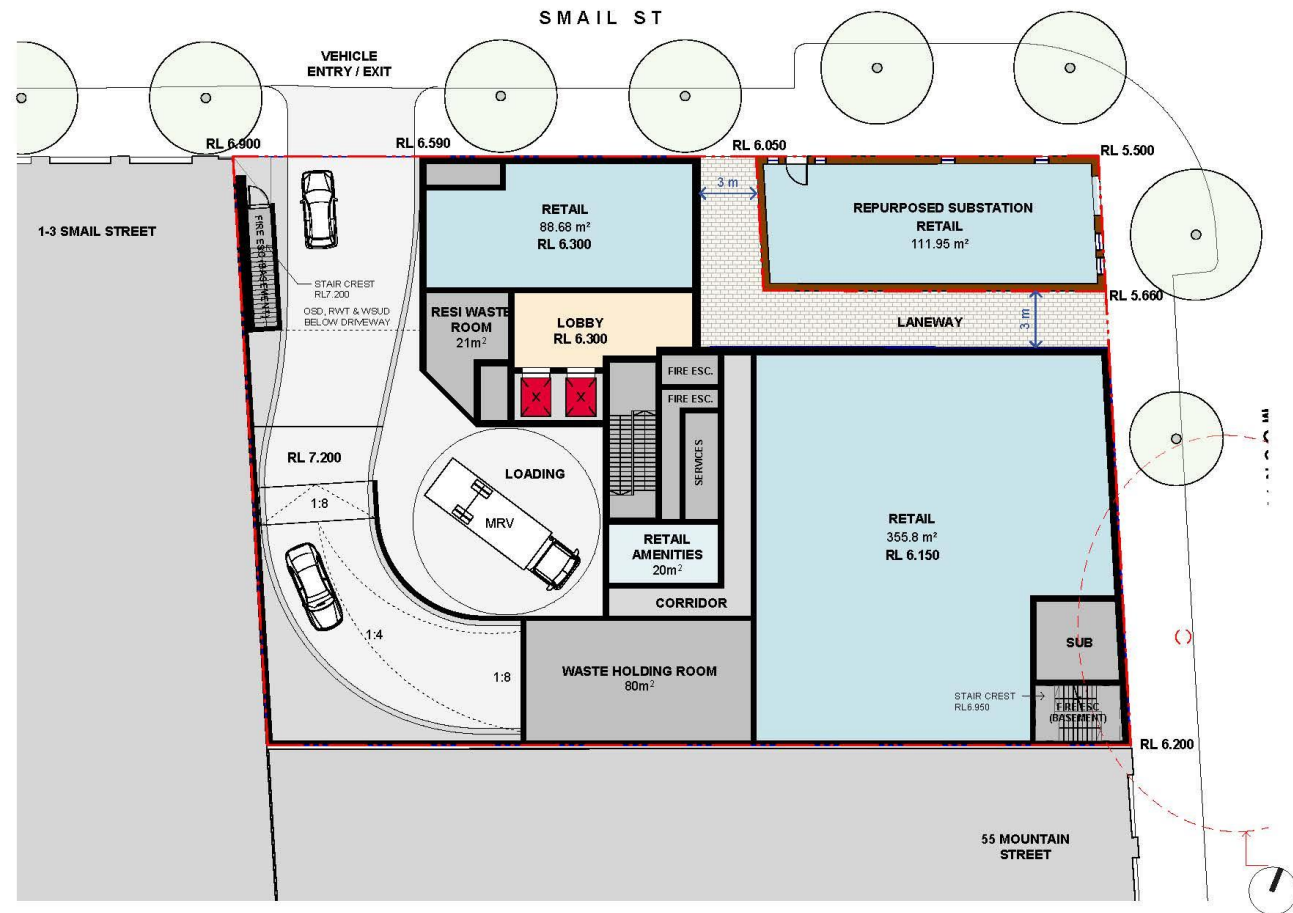
Ground Level Plan

Key Moves

- Substation with 3m Wide lane way.
- Central Lobby and Retail accessed via Lane way
- Secure access to car park and loading dock.
- Double sided retail laneway.
- Predominant Retail activation to perimeter of Smail + Mountain Street.



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Reference Design

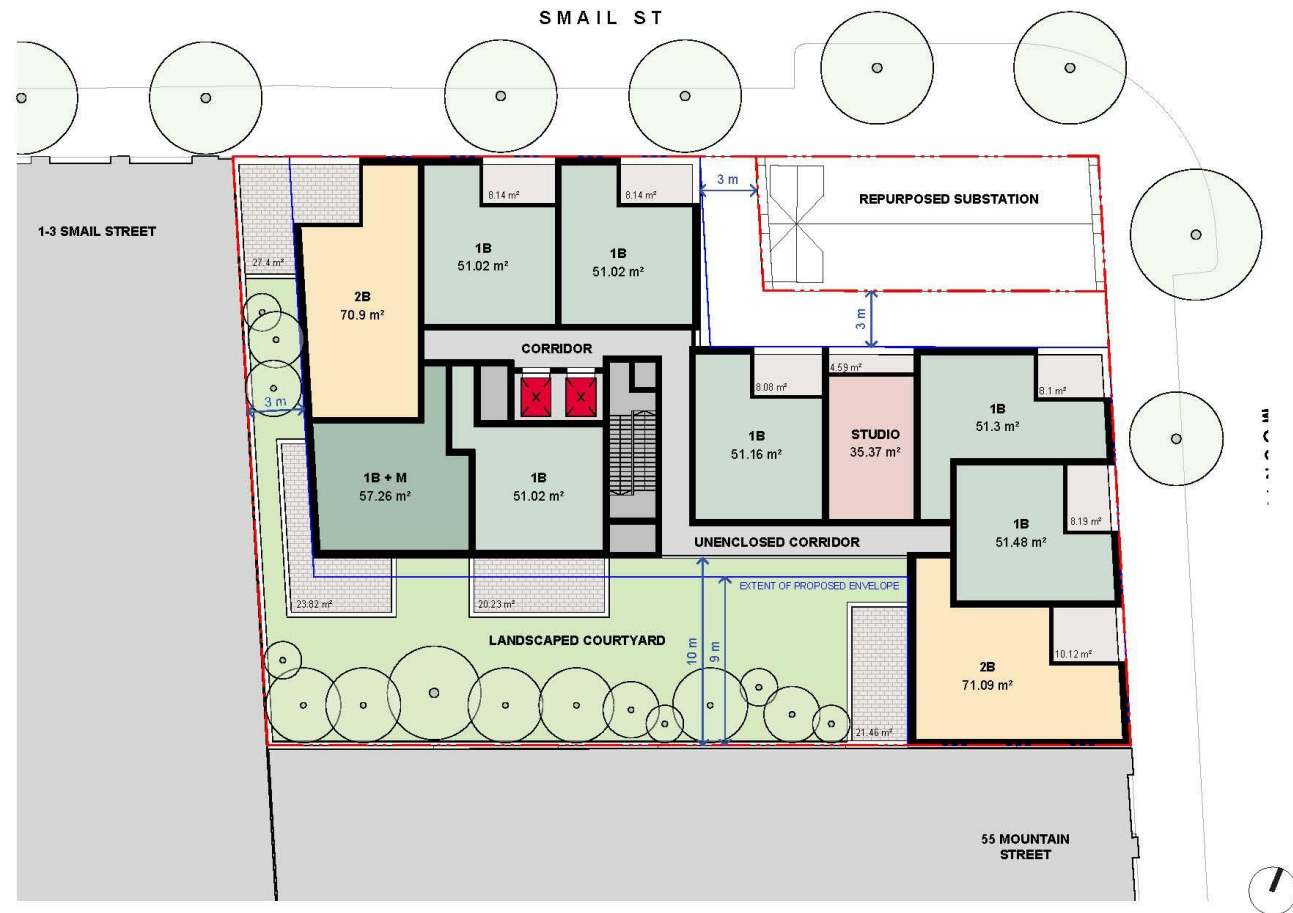
Level 01 Plan

Key Moves

- Generous terraces in landscaped courtyard.
- 10 apartments per floor: 1 x Studio, 7 x 1B, 2 x 2B
- Apartments with >2H solar access: 8/10 (80%)
- Apartments with cross ventilation: 7/10 (70%)
- 10m Setback to South facade



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Reference Design

Level 02-06 Plan

Key Moves

- 10 apartments per floor: 1 x Studio, 7 x 1B, 2 x 2B
- Apartments with >2H solar access: 8/10 (80%)
- Apartments with cross ventilation: 7/10 (70%)
- 10m Setback to South facade



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Reference Design

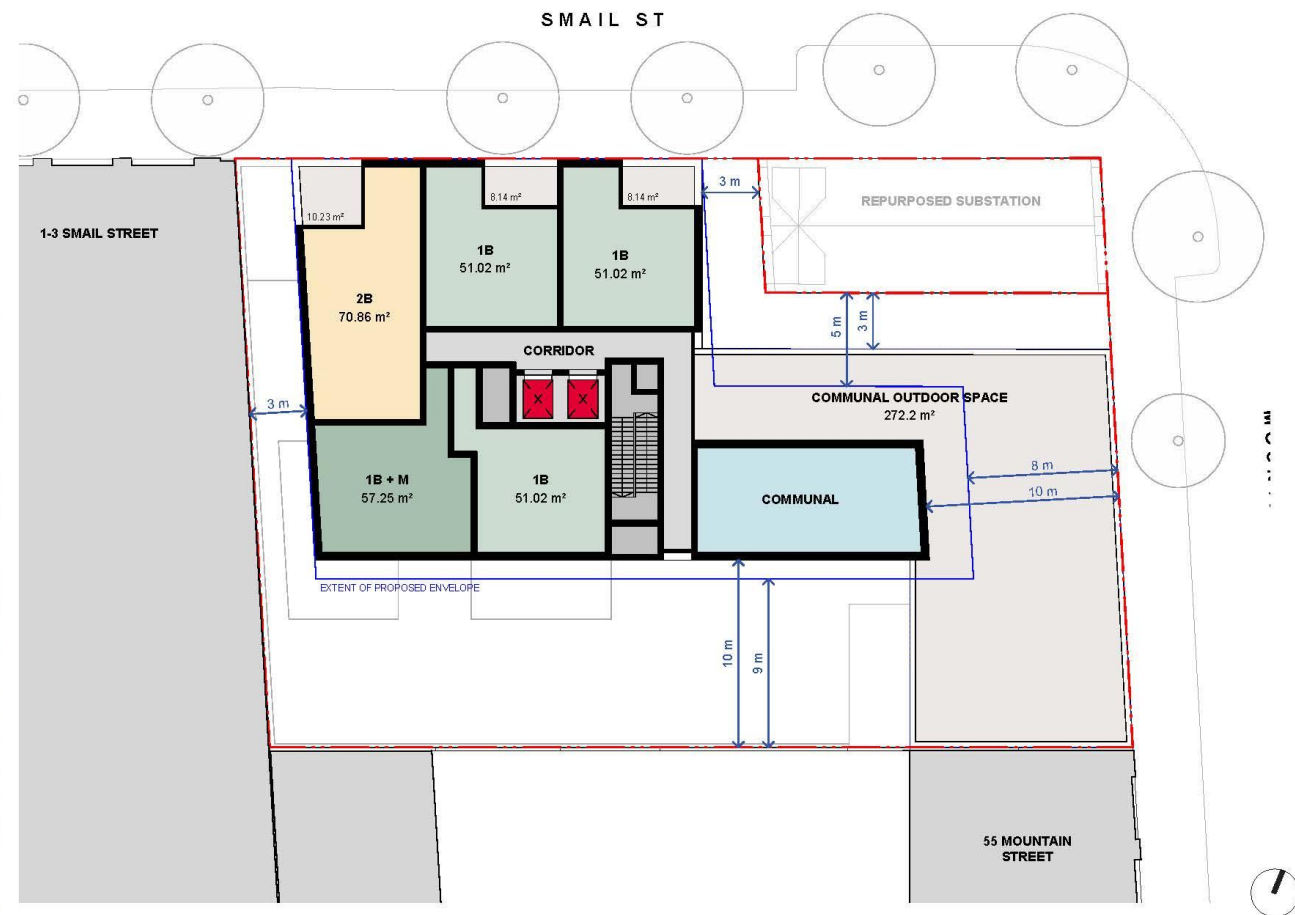
Level 07 - Communal Plan

Key Moves

- Communal open space with communal room.
- 5 apartments per floor: 4 x 1B, 1 x 2B
- Apartments with >2H solar access: 3/5 (60%)
- Apartments with cross ventilation: 3/5 (60%)
- 10m Setback to South facade.
- Eastern wall of courtyard aligns with neighbour.



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Reference Design

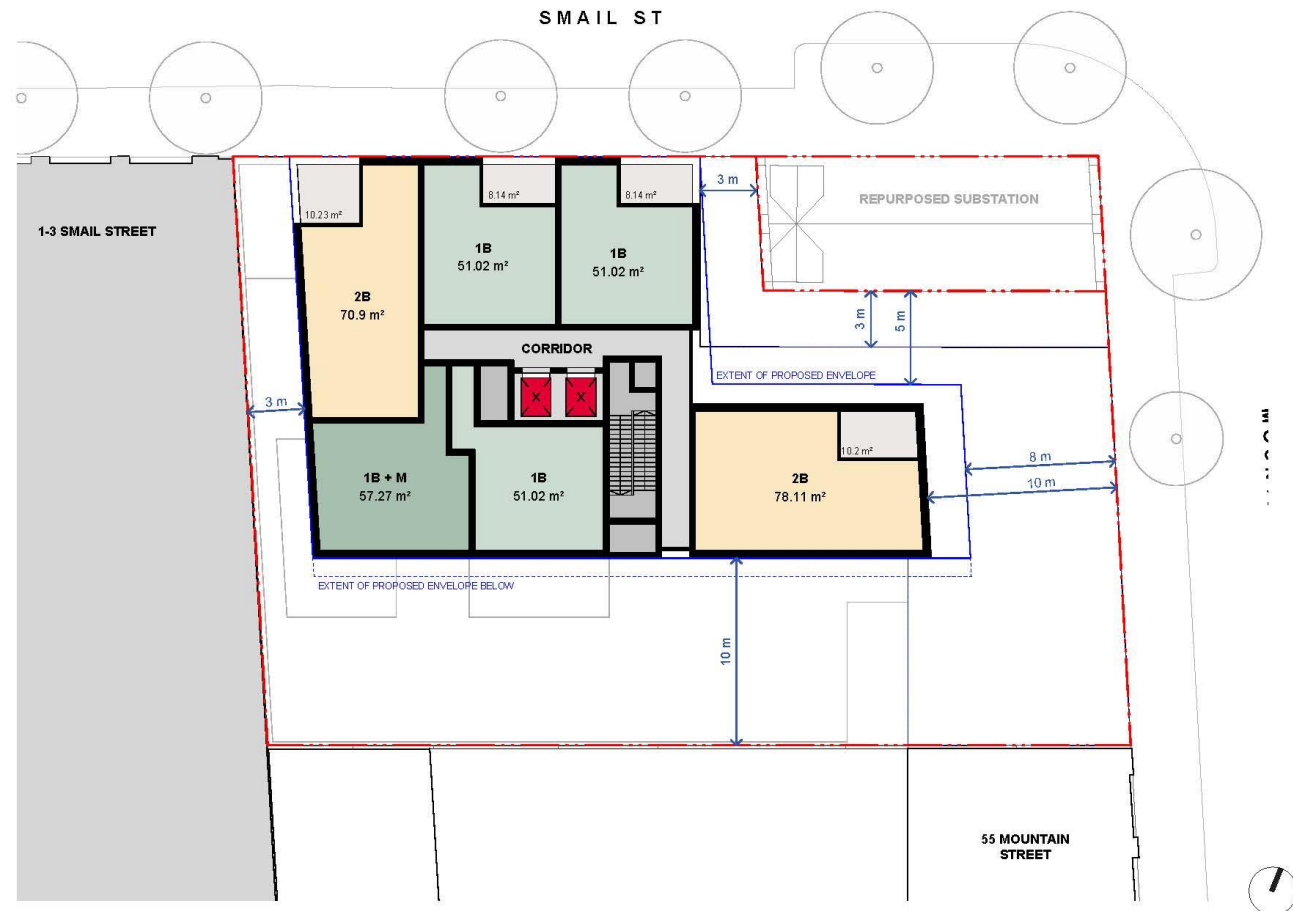
Level 08-14 Plan

Key Moves

- 3m Setbacks to Mountain Street Block
- 6 apartments per floor: 4 x 1B, 2 x 2B
- Apartments with >2H solar access: 4/6 (67%)
- Apartments with cross ventilation: 4/6 (67%)
- 10m Setback to South facade.



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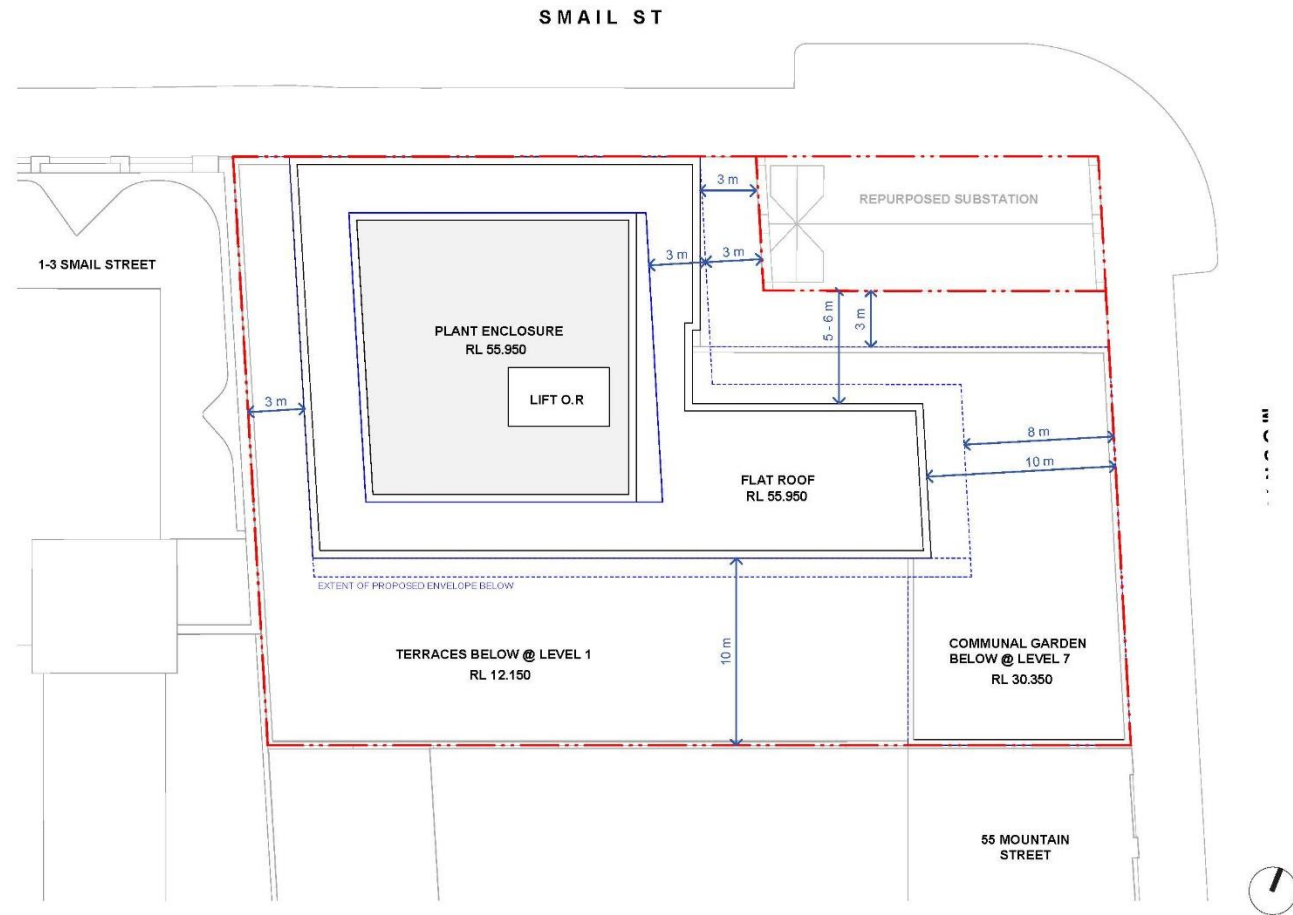
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Reference Design

Roof Level Plan

Key Moves

- Generous setback to plant enclosure to minimise visibility.
- Lift overrun concealed by plant enclosure.



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41-49 MOUNTAIN STREET ULTIMO

Reference Design

Basement Level Plan

Key Moves

- Single level proposed to minimise excavation
- No excavation proposed below substation
- Ramp in south west corner to minimise impact on prime useable spaces above
- Provision for bicycle parking
- Motorcycle parking is achievable



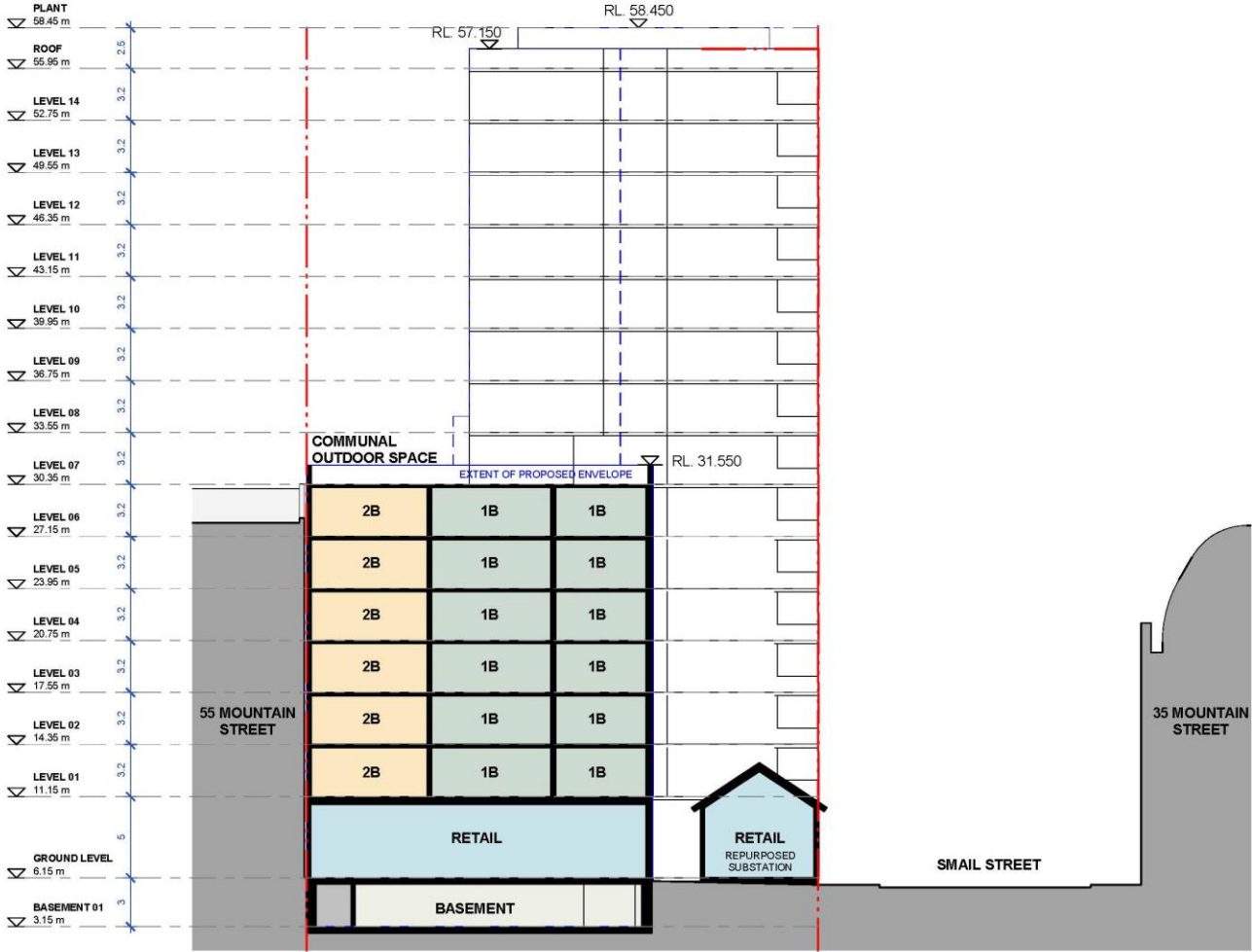
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Reference Design
Section 1



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378



