

CONSERVATION MANAGEMENT PLAN

Final September 2020

Former Sugar House, Canterbury

2-4 Sugar House Road
Canterbury NSW 2193



Anonymous, c.1842-45, "Sugar Works at Canterbury", watercolour painting, 17 x 24 cm. From unattributed sketchbook "Drawings in Sydney", thought to be painted by Joseph Fowles or Frederick Garling. Held in the collection of the Mitchell Library. (Source: SLNSW PX/D123)

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1. INTRODUCTION

This Conservation Management Plan (CMP) report for the former Sugar House, Canterbury, is commissioned by the Owners' Corporation of Strata Plan (SP) 70958. It is partly funded by a grant of \$10,000 from the Heritage Council of New South Wales and partly by the pro-bono contribution of the author.

An illustrated history of the former Sugar House Canterbury is enclosed at **Appendix 1**. The place has been heritage-listed on: the National Trust of Australia's register since 1979 (**Appendix 2**), the NSW Heritage Council's State Heritage Register (SHR) since 1985 (**Appendix 3**), the Australian Heritage Commission's Register of the National Estate since 1989 (**Appendix 4**), and the local heritage schedule of the Local Environmental Plan (LEP) of the (now) City of Canterbury-Bankstown since 1994 (**Appendix 5**). It is not located within an LEP heritage conservation area, nor is it in the visual vicinity of any other heritage-listed places.

This report calls the place "the former Sugar House, Canterbury" (or in brief, "the Sugar House") and recommends that this naming convention be formally adopted by the Owner's Corporation, heritage and government authorities, for reasons discussed in **Policy 17**.

THE STUDY AREA

The study area is 2-4 Sugar House Road, Canterbury NSW, 2193, Parish of Petersham, County of Cumberland, City of Canterbury-Bankstown Council area, SP 70958. The study area is the cadastral lot of the property jointly owned by the apartment unit owners. This is the same as the local Council LEP listing for the place but differs from the SHR boundary for the place—which encloses the historic sandstone building but excludes the other two buildings now present on the lot, built c.2004 (see map of SHR curtilage **Image 1.2**). While the SHR boundary furthermore extends across Council-owned land south of the Sugar House, to the banks of the Cooks River, this study is largely confined to the privately owned land and focuses on the historic Sugar House building.

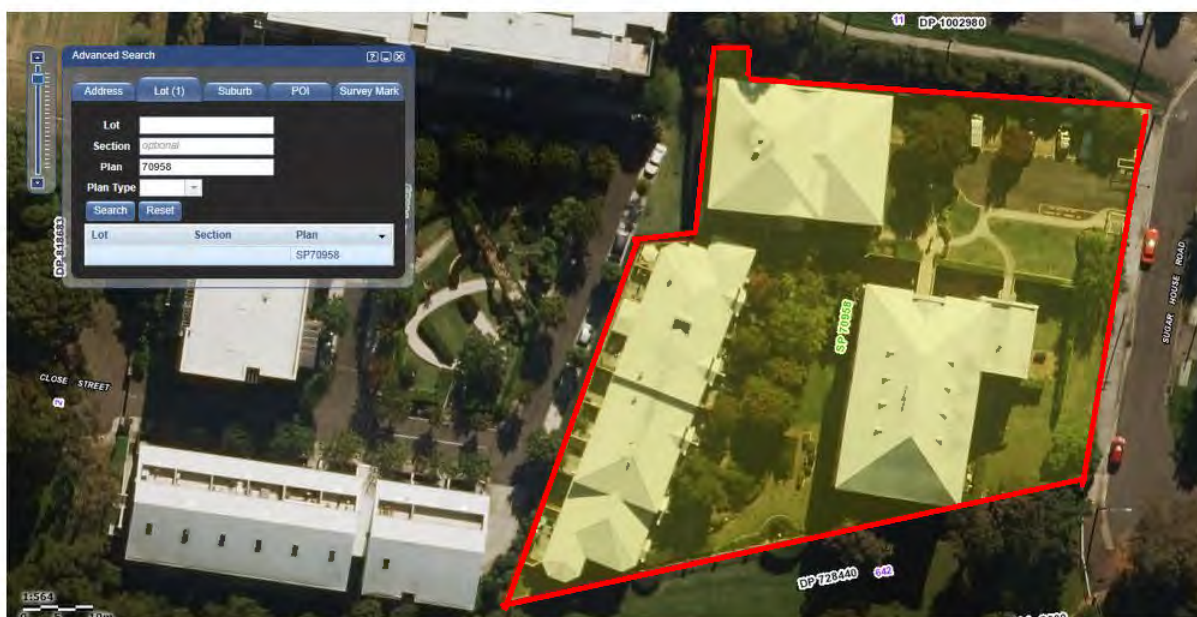
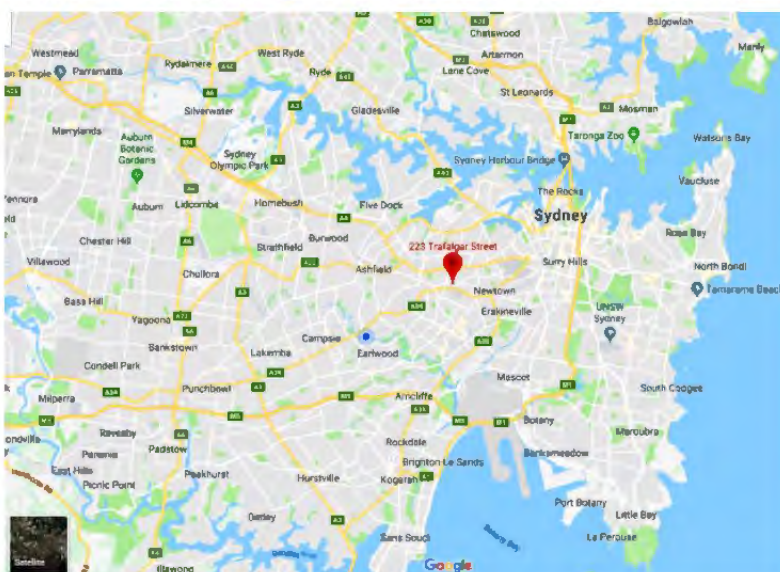
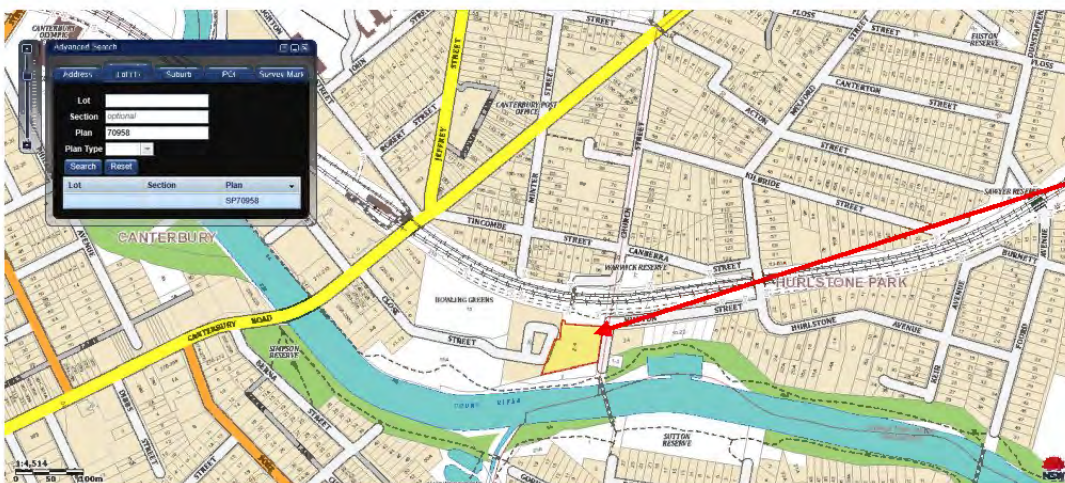


Image1.1. Aerial cadastral view showing the boundary of the property at 2-4 Sugar House Road Canterbury NSW 2193, SP 70958—the study area for this report. The original Sugar House building is in the south eastern corner of the lot. (Source: SIX maps, 2018)



BHHH SUMMARY STATEMENT OF SIGNIFICANCE

The Sugar House, Canterbury, has significance under all seven of the Heritage Council of NSW criteria of significance.

The Sugar House has aesthetic significance as a handsome, five-storey Georgian building, mainly constructed from sandstone and timber sourced on the site and nearby. It also has aesthetic significance for its landmark setting beside the Cooks River, making it the focal point of numerous paintings, photographs and drawings over many years. It has historical significance for its role in the foundation of the Australian sugar industry generally and of CSR specifically, now a multinational manufacturing company. The place also has historical significance for being used for wool scouring, engineering works and bacon manufacture before housing the Sydney operations of J.C. Hutton, another major Australian company which manufactured smallgoods there for 74 years, 1908-1982. As the oldest building in Canterbury, it is associated with the early subdivision and suburban settlement of the locality and it was also a site of local employment for many years. The place has historical associations with successful historical NSW businessmen Robert Campbell, Edward Knox and John Reid. Its social significance is evidenced by the community activism of the 1980s and 1990s to see it conserved, and by the strong community and government response to the arson attack of 1996. It has scientific significance for its archaeological potential regarding the history of industrial uses of the site and its stone building fabric. It is rare and representative as a five-storey sandstone building and one of the oldest industrial buildings in NSW and Australia, although this significance is lessened by its successful adaptive re-use as a residential apartment complex since 2004.

METHODOLOGY

This report follows the heritage approaches outlined in the *Australia ICOMOS Burra Charter* 2013 and James Semple Kerr's *The Conservation Plan*, 7th ed., 2013. It is also prepared in accordance with the Heritage NSW guidelines including the *NSW Heritage Manual* and its "Assessing Heritage Significance Guidelines". All references used throughout the report are listed at the end of the report (Section 7).

AUTHORSHIP

This report, including photographs, was prepared by Bronwyn Hanna, PhD, M.Phil., BA (Hons), M.ICOMOS, unless otherwise identified. Bronwyn Hanna worked as a heritage officer for the NSW Government's Heritage NSW agency for 12 years before establishing "Bronwyn Hanna History & Heritage" as a heritage consultancy in 2016 (see webpage: www.bhhh.com.au)

DISCLOSURE STATEMENT

The author has a long-term financial and personal involvement in this place. The author has been one of the strata owners of the "Old Sugarmill" since buying off the plan c.2002 and has lived there since the apartment complex opened in early 2004. The author has undertaken this report on a partial pro-bono basis as a contribution to the long-term heritage management of the place.

ACKNOWLEDGEMENTS

The author thanks the following individuals and organisations:

- Mary Jane Jones and other members of the Executive Committee of the Owners Corporation for the Sugar House SP 70598, 2016-2017 for supporting the grant application and commissioning the report and to Ryan O-Connor and Nicole Chamberlain, at Bright & Duggan strata managers, for processing the grant application paperwork for the Owners Corporation.
- Heritage Council of NSW for the \$10,000 grant to the Owners Corporation to undertake this report.
- Heritage NSW for making available their historical records about the property (S90/02268, Parts 1-22) in 2013 in response to a formal request to the then director, Petula Samios.
- Catherine Hardie, Images and Family History Librarian, Campsie Library, City of Canterbury-Bankstown for expert help with local resources and maps.
- Stuart Read, landscape heritage officer at Heritage NSW and Lara Biernhoff, Sugar House resident, for expert help with identifying vegetation on the site.
- Colin Beacroft, Honorary Secretary of the Canterbury & District Historical Society (CDHS) and the society generally, for keeping and sharing their records about the Sugar House.
- Nigel Parbury, also from the CDHS, for detailed proofreading of the draft report.
- Nyrie Palmer, member of the Owner's Corporation, for astute comments on the final draft.

Proudly funded by



2. DESCRIPTION OF CURRENT APPEARANCE



Image 2.1. The property seen from Sugar House Road entrance. The historic former Sugar House building (Building 1) now houses 20 units over five levels including the three storey stone east wing (foreground, left). On the site there is also a three-storey apartment building with 10 units (at right, Building 3) and a row of nine two-storey townhouses (at rear, Building 2). (Source: BHHH, 2018)

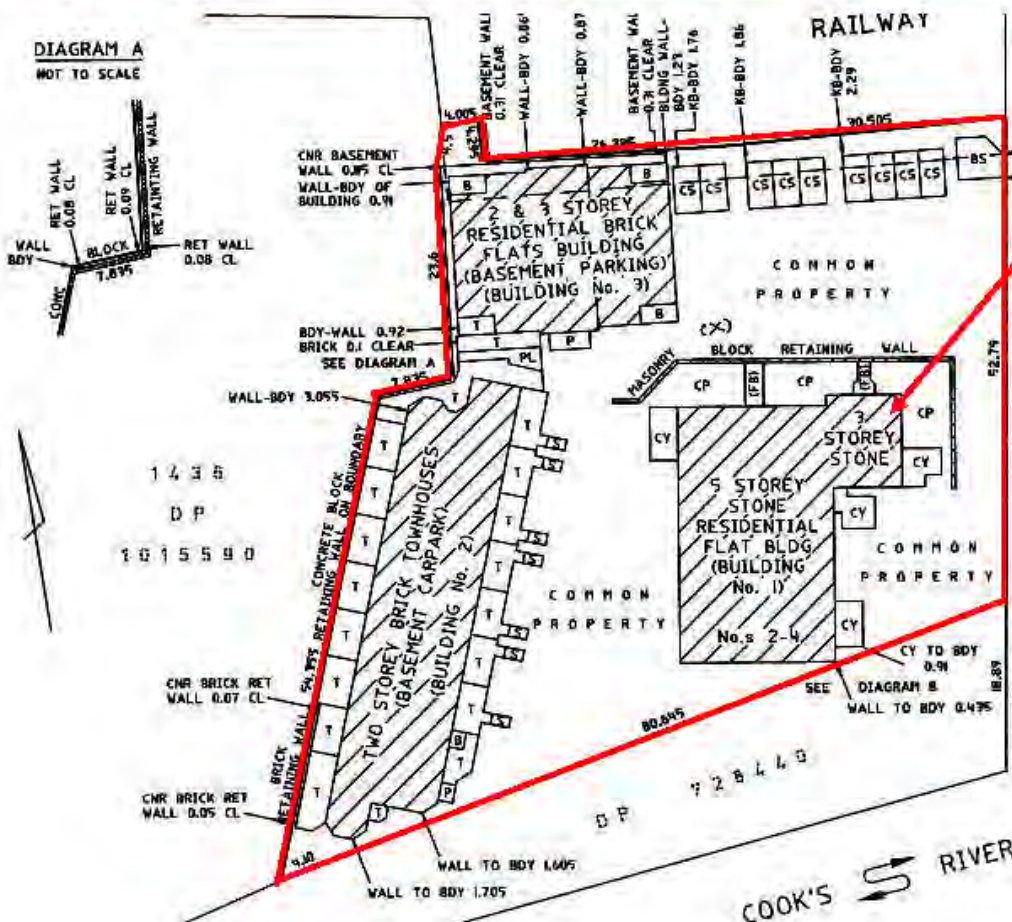


Image 2.2. Site plan of the contemporary Sugar House apartment complex. (Source: SP.70958 plan of title, NSW Dept of Lands)



Image 2.3. Aerial view of the property from the south in 2016. A second apartment complex of some 80 units built adjacent (at left) on the former ASC factory site, is also sometime called the Sugarmill Apartments.

BACKGROUND

The cadastral description of the former Sugar House, Canterbury is SP 70958, Parish of Petersham, County of Cumberland. A site plan of the current lay-out of the lot is shown at Figure 2.2. Only the former Sugar House building (Building 1) including its east wing, is of heritage significance.

WRITTEN DESCRIPTION

The lot

The former Sugar House, Canterbury is located on the northern banks of the Cooks River, approximately 400 metres east of Prout's Bridge (where Canterbury Road crosses the river near the Canterbury Railway Station and bus interchange). The lot, approximately 4,378 metres² in area (according to SIX mapping measurement tools), is bounded:

- to the north, by the Bankstown-Sydenham railway line and Council-owned pedestrian footpath;
- to the east, by Sugar House Road, formerly Church Street;
- to the south, by a Council reserve and shared pedestrian-cycle way beside the Cooks River;
- and to the west, by an adjacent apartment complex at 20 Close Street. This adjacent apartment complex of approximately 80 units is also built on the former site of the Sugar Works, but is separately owned by another Owners Corporation, SP.79359.

The former Sugar House sits picturesque in a park-like setting, on a small rise which slopes gently from the railway cutting towards the river. Its southern boundary is approximately 4 metres above the high-water mark, approximately 30 metres distant from the river. The river has flooded regularly throughout European occupation but the Sugar House building was positioned carefully on high ground, giving the place ready access to fresh water but keeping it safe from flooding events to date (see Image 2.4).

The apartment complex contains three buildings: the five-storey stone Sugar House building including its three-storey stone east wing (Building 1, containing 20 apartments), the two-storey row of nine brick townhouses, both sitting above a concrete garage (Building 2) and the three-storey apartment block of 10 units (Building 3) positioned over a brick and concrete garage. There is a bin area and driveway with allocated parking between the entrance gates on Sugar House Road and the entree to the garages under Building 3.



Image 2.4. Map picturing a 100-year flood event shows the water level covering the pedestrian pathway but not reaching the ground level of the property. (Source: Sydney Water, 2009, Annexure B, Figure B17)

The former Sugar House, Canterbury

The Sugar House is a five-storey stone building originally built in 1841 as an industrial building to hold manufacturing works for refining sugar. The main stone building is 29 metres by 18 metres and its three-storey stone east wing, built about a year later, is 10 metres by 8 metres. Both have weight-bearing stone walls—some 80cm wide at the base of the main building and 60cm wide at the base of the east wing.

Over the years the place was also used for wool scouring, engineering works, bacon & small goods processing, and most recently as an apartment complex. It also weathered long periods where it was left vacated. During these many decades in industrial use, adjacent structures were built and removed including two large chimneys. One of these chimneys was demolished as recently as 1993—after it was state-heritage listed and apparently without approval. The Sugar House bears many marks from this long history of use, with window and door openings being made and filled in, and wings attached and detached.

In February 1996, the Sugar House was still in relatively good condition, retaining some of its original, “massive internal iron bark timbers” and roof structure (Kass, 1988b; McKillop, 1985) when it was firebombed. Although state-heritage listed and subject to considerable penalties beyond those for normal property damage, the arsonist was never identified or prosecuted. Remarkably, the stone shell of the building survived relatively unscathed, although the roof and interiors were destroyed.

In order to convert the site to residential apartments in 1999-2004, the stonework was cleaned, repaired, reconstructed, re-mortared and re-pointed to the design of conservation architects Woodhouse & Danks (**Appendix 6**). All subsidiary industrial structures on the site (apart from the stone east wing) were removed. Rooms on the ground floor were enlarged by excavating the

bedrock, which lowered the ground level. The land around the building was also partially excavated and levelled under archaeological supervision. Two new pedestrian bridges were built across the void between the historic sandstone cutting (above which the front gardens of the complex are positioned), and the main stone building and its east wing, giving one entrance to all the apartments from the north.

The Sugar House now presents with neat and regular rows of wide-arched, timber-framed windows, and several high, several thin, round-arched stone door openings and a corrugated metal roof. There are 18 two-bedroom units and one four-bedroom unit contained within the main stone building; another four-bedroom unit occupies the entire three storey east wing. The roof of the main wing is a large simple hip with four small dormer openings on each of the east and western slopes to enable airflow. The roof of the east wing is gable-fronted.

The northern façade of the main building is topped with a stone pediment marked “A.S.C. 1841”, announcing the original owners (Australian Sugar Company) and date of construction of the building. This pediment is respectfully echoed in a simplified modern form on the facades of the nearby, recently built residential Buildings 2 and 3, which also harmonise with the main building with their metal roofs and pale-tan face brick walls.

Heritage consultant and geologist David Young was recently commissioned to report on damp issues and provided an expert description of the stone building’s fabric:

The thick walls are built of large blocks of white sandstone that was quarried from the site, the quarry floor forming the foundation on which the building was constructed. . .

The bedrock may slope slightly southwards towards the river, but also steps down across the site. Bedrock is visible at the base of the northern half of the building . . . but is below present ground level for the southern half of the building . . .

The Woodhouse & Danks drawings show ground levels being lowered, implying excavation into the sandstone bedrock. As a result, for the northern half of the main 1841 building . . . what appears to be the lower course of made stonework, is in fact the natural bedrock . . . [An] attempt to disguise this was made . . . by the cutting out and filling of fake joints in the sandstone.

The walls of large blocks of white sandstone range in thickness from 600–800mm . . . The stones are bedded in earthy mortars that probably contain some lime. [An archaeological study by] Steding (2000) recorded shell lime mortars. Those mortars that are externally visible today are principally a cement-lime composition repointing . . . dating from 2002 with some possible earlier phases. One section of stonework at the south end of the west wall retains what may be an early mortar and joint profile.

There are substantial areas of new stonework, introduced in 2002 to form openings and to replace missing and decayed stones. The new stones are a pale pinkish or creamy brown colour. Some stones have been patched with mortar, probably in 2002 though there may be earlier phases. Extensive rendering of the walls was removed in 2002, though traces remain. Some internal walls were rendered and painted during the earlier “lives” of the building . . .

Most of the masonry appears in good condition, particularly given its age—175 years. There is some decay in the form of fretting of surfaces, of both the cut stonework and the bedrock, the latter proving that some decay has occurred since 2002.

Floors: As part of the 2002–3 conversion new concrete floors were laid within the stone walls on black plastic damp-proof membranes (DPM). The junction of the floor and the walls is visible in four of the openings cut through the plasterboard linings and in each case the DPM is visible and (just) projects above the concrete floor. There is little or no space between the sandstone wall and the DPM and concrete floor. Where readily seen, the floor level is slightly higher than the external ground level. Floors are finished in parquetry or carpet, with ceramic tiles in bathrooms.

Internal walls: Internally all 1841 walls are lined with plasterboard, which is either glued directly to 2002 brickwork, or more commonly is supported on galvanised steel furrings — a metal frame that support the plasterboard away from the walls (Figure 10).

Landscaping

The SP.70598 lot is bounded by a metal palisade fence on a rendered brick plinth with rendered brick posts, constructed c.2004 at the time of the residential redevelopment.

All plantings in the complex date from or since the 2004 redevelopment of the place for residential apartments. The areas between the buildings are landscaped with cement pathways, lawn and mostly non-native plantings in curving garden beds. Some of the garden beds are edged in brick (**Image 2.9**), others in modern sandstone (**Image 2.16**) while the gardens in the southern garden are generally edged with historic sandstone blocks probably recycled from demolished built elements from the place (**Image 2.15**). Some ceramic pedestal pots planted with flowers are positioned throughout, giving an air of historic formality.

The garden plantings include a *Jacaranda mimosifolia* tree in the south west corner, two rows of Chinese tallow trees (*Triadica sebifera*) between the townhouses and the stone building, weeping figs (*Ficus benjamina*) near the letter boxes at the Sugar House Road entry, an evergreen ash tree (*Fraxinus griffithi*) near the entrance to Building 3 and, most recently planted, a Eumundi quandong tree (*Eleaocarpus Eumundi*) next to the Council reserve on the southern border. Less prominent plantings include sweet box hedges (*Murraya paniculata*), peacock iris (*Moraea/Dietes iridioides*), Nile lilies (*Agapanthus orientalis*) and kaffir lilies (*Clivia miniata*). These plant species are common, generic suburban types, hardy and fast growing. The garden well survived the long drought in the first decade of the 21st century but requires regular (usually weekly) trimming, weeding and maintenance by professional gardeners.

In 2010 the Owners Corporation installed several large rainwater storage tanks in a ground-floor garbage room in Building 3, as well as a garden watering system with a rain sensor—to minimise the need to use mains water for garden maintenance.

The land between the Sugar House and the river is outside the SP.70958 lot but it is part of the SHR curtilage and affects the appearance of the place, so it is discussed briefly here. This reserve land, owned by Council, has been levelled about half a metre higher than the lowest level of the Sugar House's gardens, and is held up by retaining walls on its northern and southern sides. The concrete-edged retaining wall beside the cycling and pedestrian footpath, adjacent to the river, is approximately 3 metres high. A further slope above this concrete wall reaches to the level of the

Council reserve and has been planted with eucalyptus trees and more recently with shrubbery. There is a smaller retaining wall between the reserve and the Sugar House. The reserve has been planted with a five-veined paperbark (*Melaleuca quinquernervia*) and several river she-oak trees (*Casuarina cunninghamiana*) which have now grown above the height of the five storey stone building and obscure views of the building from the river.

Also outside the property lot but affecting its appearance is the land to the north of lot, which slopes upwards between a retaining wall behind the car parking area north of the Sugar House and the railway reserve. Owned by the railways, this land was planted with Australian native plants such as grevillea and tea tree bushes around the time of the residential re-development and now has substantial foliage which obscures views of the historic building from the railway line.

Archaeology

In 1988, Kass and Walker commented on the likelihood of archaeological significance at this site: "During various phases of the building's use for manufacturing and other purposes, a number of structures have been erected and removed and there is likely to be a considerable amount of archaeological material both above and below ground, probably dating from the 1840s to the present" (Kass, 1988b).

Three archaeological studies were undertaken during the residential conversion, one by Edward Higginbotham (2000, **Appendix 16**) and two by Stedinger (2000 and 2003, **Appendix 17**). Higginbotham and Stedinger's observations and conclusions both date from before the redevelopment of the site for residential housing (in 2004):

It retains archaeological evidence of industrial development from the 1840s onwards, first of sugar processing, engineering, butter manufacturing, and finally bacon and meat curing. It may retain evidence of technological development, working and living conditions for staff and employees (Higginbotham, 2000, Statement of Significance).

The research potential of the former ASC Sugar Mill itself and its setting is indicated by the list of research questions in section 6.2 [reproduced below]. Further, the site of the sugar mill has the potential to yield substantial archaeological information, inspiring a range of additional research questions (Stedinger, 2000, Statement of Significance)

6.2 Potential research questions

1. As an early industrial building, the mill has the potential to inform us about various industrial processes, particularly those of food preparation, and the development of industry in early NSW and Australia. The industries include sugar, butter and bacon and ham processing, iron works and engineering.
2. Working conditions of early migrant labour within and around the mill and other activities undertaken on the site are also of importance at both a local and regional level.
3. The geographical and social relationship of the Sugar Mill with the Cooks River, the use of the river and the role of the dam, have not yet been examined in any detail.
4. The mill site and its associated allotments have the potential to reveal information on the development of Canterbury and town planning (Stedinger, 2000).

Recent photographs



Image 2.5. The Sugar House viewed from outside the masonry-palisade fence and gates on Sugar House Road. (Source: BHHH, 2018)



Image 2.6. North façade of the reconstructed Sugar House. (Source: BHHH, 2018)



Image 2.7. “ASC 1841” marked in stone over the entrance of the north façade. The “Australian Sugar Company” was the original business which occupied these premises. (Source: BHHH, 2018)



Image 2.8. Lower north façade showing sandstone cutting wall at left and bridges to entrances of the building. The bridge at the front gives access to 19 units in the main building while the bridge at the rear is used only by Unit 20, which occupies the entire three-storey eastern wing. (Source: BHHH, 2018)



Image 2.9. Lower north façade, showing the lowest course of sandstone “bricks” as actually bedrock. It appears that the bedrock, sandstone, ground floor of the building was excavated c.2003 to expand the interior volume of the building to allow for five floors of living areas. (Source: BHHH, 2018)



Image 2.10. North and eastern facades of the Sugar House with the east wing (Unit 20) at front. (Source: BHHH, 2018)



Image 2.11. Eastern façade of the Sugar House, shown from Council reserve. There is a Council-made interpretation sign summarising the history of the place (at right). (Source: BHHH, 2018)



Image 2.12. Council reserve, viewed from the west, with Sugar House at left. Part of this reserve in front of the historic building is included in the SHR curtilage but is owned by Council, not the Owners Corporation. In recent years, a local community group—the Mudcrabs—has been replanting the area partly to stabilise the slope above the concrete retaining wall beside the cycle path (at right). (Source: BHHH, 2020)



Image 2.13. Pedestrian and cycle path between the Sugar House and the river, with a concrete-edged retaining wall topped by a slope planted with native vegetation. (Source: BHHH, 2018)



Image 2.14. Former Sugar House viewed at night from the Council reserve near the footbridge across the Cooks River. (Source: BHHH, 2018)



Image 2.15. Townhouses in Building 2 overlooking gardens with edgings constructed from historic sandstone blocks. (Source: BHHH, 2020)



Image 2.16. Northern (at left) and western (at right) facades of the Sugar House with a non-historic section of sandstone wall. (Source: BHHH, 2018)



Image 2.17. View of the interior of one of the garden units in the Sugar House when marketed for sale in 2013. The width of the stone walls can be seen in the archway openings. (Source: BHHH, 2013)



Image 2.18. View of the complex in 2007, seen from the adjacent apartment complex to the south-west. (Source: BHHH, 2007)



Image 2.19. Pathway leading to the nine townhouses (Building 2). (Source: BHHH, 2018)



Image 2.20. South facing entrance to Building 3. (Source: BHHH, 2018)



Image 2.21. Stone seat facing interpretation panels outside the entrance to Building 3. (Source: BHHH, 2018)

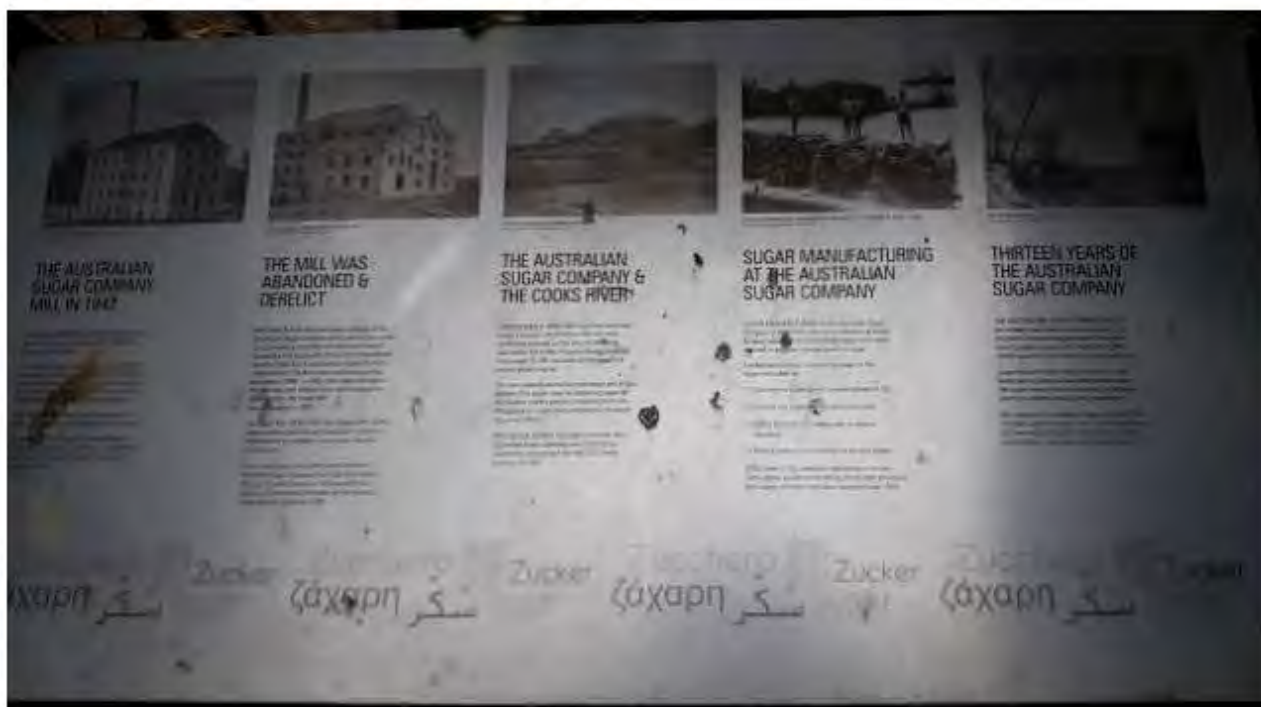


Image 2.22. Interpretation panels prepared by Rod Howard and Roy Lumby which are also replicated on plaques around the perimeter fences. They illustrate aspects of the history of the site as a sugar works but not the other historical uses of the place. After 15 years the plaques show marks of wear. They are part of the same interpretation project which produced a history book to be given to each new owner in 2004— required as a condition of consent for the development (reproduced here as **Appendix 15**). (Source: BHHH, 2018)

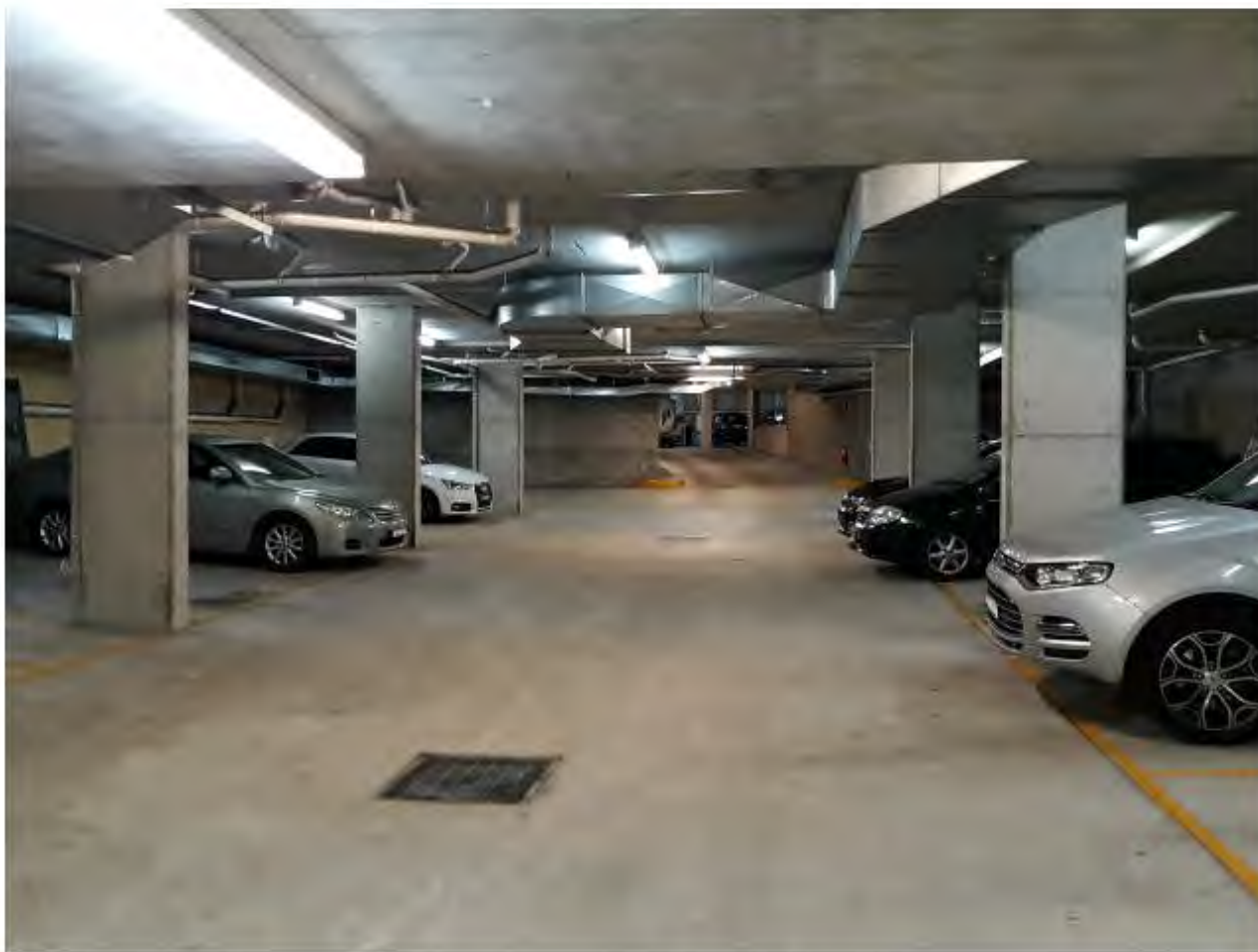


Image 2.23. Interior of the brick and concrete garage beneath buildings 2 and 3. (Source: BHHH, 2018)



Image 2.24. Letterboxes and their shelter, entrance gates and bin area. (Source: BHHH, 2018)



Image 2.25. Between the car park and the railway line is an area of land sloping upwards and retained with a brick and rendered wall topped by extensive plantings. The western end of the brick plinth retaining wall had significant cracking in 2020, suggesting the wall was under strain (Source: BHHH, 2018)



Image 2.26. Former Sugar House as it appears glimpsed from the railway pedestrian bridge to the north, with a concrete pedestrian pathway leading beside the railway line to the Canterbury public transport interchange 300m to the west (Source: BHHH, 2018)



Image 2.27. Former Sugar House (with apartment block Building 3 at right) as it appeared glimpsed from the railway pedestrian bridge in 2009. (Source: BHHH, 2009)



Image 2.28. Former Sugar House as it appears from the cycle-walking path beside the Cooks River, approaching from the east. (Source: BHHH, 2018)



Image 2.29. Former Sugar House as it appeared from the adjacent footbridge over the Cooks River, in 2016. (Source: BHHH, 2018)

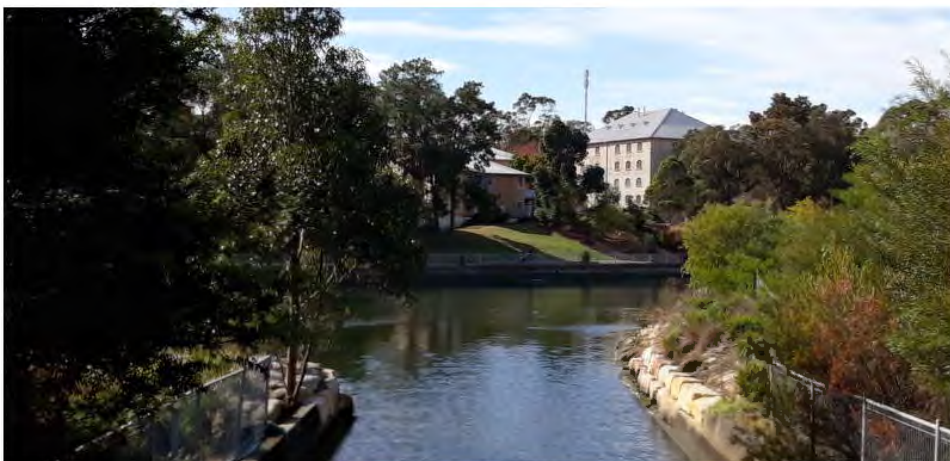


Image 2.30. Former Sugar House viewed from Cup and Saucer Creek in Earlwood. (Source: BHHH, 2018)



Image 2.31. Former Sugar House at dusk, seen downstream, from the east. (Source: BHHH, 2014)



Image 2.32. Model of the proposed redevelopment of the Sugar House for the "Sugarmill Apartments", displayed during off-the plan sales events, 2002. (Source: BHHH, 2002)

3. BRIEF HISTORY OF THE SUGAR HOUSE

See “Historical Timeline” in **Annexure 1** for further details, images and references.

Aboriginal land:

Indigenous people have lived in Australia for at least 60,000 years, the oldest known continuing culture in the world. They have inhabited the eastern coastline around Sydney for at least 20,000 years, or more than a thousand generations (Irish, c.2017). Canterbury is located within the traditional boundaries of the Eora people, on land occupied variously by Gadigal, Wangal, Bidjigal and Kameygal clans.



Image 3.1. c.1770. Buchan, Parkinson and Miller, Aboriginal people on canoes in Botany Bay during Captain Cook's visit in April 1770 (recorded in Joseph Banks' journal). Pencil and watercolour, 26 x 36 cm, collection of the British Library. (Source: Australian Aboriginal Canoes website)

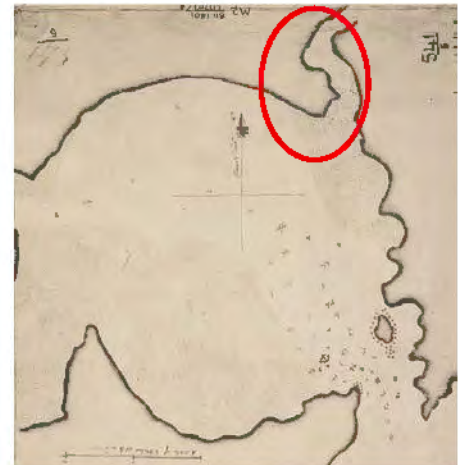


Image 3.2. Captain James Cook, 1770, extract from his map of “Sting-ray Bay on the east coast of New Holland” [Botany Bay, with the entrance to the Cooks River circled in red]. Redrawn by R. Pickersgill, collection of the Mitchell Library. (Source: SLNSW M1 811.1801/1770/2, original held in the British Library)

Colonisation and early land grants:

Although there were at least 40 previous expeditions by Portuguese and Dutch ships to the west and north coasts of Australia, the English explorer Lieutenant James Cook was the first known European to sail the east coast of Australia when he visited in 1770 and claimed this side of the continent for the British Crown. Cook made his first landfall in Australia at Botany Bay on 29 April 1770 where his crew explored a river which empties into the north of the bay, now named after him—the Cooks River. The former Sugar House at Canterbury, built about 70 years later, is positioned on the north bank of this river, about 5km inland.

The British began their occupation of the east coast of Australia with the arrival of the “First Fleet” of convicts at Botany Bay on 24 January 1788. Finding it too dry and sandy, Captain Arthur Phillip immediately relocated the penal colony to Sydney Cove, about 15 km north-east of Canterbury. On 28 May 1793, the First Fleet's chaplain, Richard Johnson, was granted the first of three lots of land in the locality between Parramatta Road and the Cooks River then known as “the Kangaroo Ground” (Madden & Muir, 1993). With the help of convict labour he began some of the colony's first successful agriculture here, calling it his Canterbury Farm (named after the city of Canterbury in England). The southern tip of Johnson's grant is adjacent to the present-day site of the Sugar House (see his grants overlaid on a map of contemporary Canterbury in **Image 3.3**).

Richard Johnson sold Canterbury Farm to William Cox for £300 before returning to England in 1800. Cox was an army officer who had quickly bought numerous properties upon his arrival in Sydney but overstrained his finances. Although soon forced to sell the Canterbury Farm, he eventually paid

off his debts and later, in 1815, successfully completed the difficult task of building the first road over the Blue Mountains.



The Rev. Richard Johnson's grants...

SHOWN on today's street pattern. (Grant No. 1 – 100 acres, 1793, Grant No. 2 – 50 acres, 1796, Grant No. 3 – 260 acres, 1799). (Map courtesy Canterbury Municipal Council).

Image 3.3. Johnson's three 1790s grants, helpfully overlaid on a recent street plan of Canterbury / Ashbury by local historians Lesley Muir and Brian Hadden. The site of the former Sugar House is shown circled in red, adjacent to the southern tip of the estate. (Source of image and quote: Madden & Muir, 1993)

Canterbury Farm was bought at auction in 1803 by the successful local merchant and businessman, Robert Campbell (Madden & Muir, 1993, p.7). By 1810 Campbell was running 640 cattle, 266 sheep and 20 horses on the property. Governor Lachlan Macquarie visited Canterbury Farm on 13 December 1810 and noted in his journal: "an extensive farm and a good deal of the wood has been cleared, but the soil is bad and neither good for tillage or pasturage" (Madden & Muir, 1993).

The Cooks River formed an obstacle to the colonisation of land south of Sydney until dams and punts began to provide crossings in the 1830s. Cornelius Prout had a farm on the south side of the river and commenced a punt service across the river in 1833. Robert Campbell agreed to the building of Canterbury Road through his property on the condition that Prout build a bridge, which was completed in 1840, more or less in the same position as the present day Prout's Bridge crossing for Canterbury Road (Madden & Muir, 1993).

Foundation and life of the Canterbury Sugar Works:

In 1839, a partnership had formed between businessmen in England, William Knox Child and Francis Kemble, to found the "Australian Sugar Company". They understood that New South Wales, with its growing population (then verging on 130,000 people according to ABS, 2020), had to import all its sugar. This was a substantial local market, enough to support a Sydney-based refinery. Knox Child and Kemble arrived in Sydney in July 1840 on the *Ann Gales*, with £20,000 worth of equipment including "a beautiful steam engine" and some 42 family members and associates to run the works. Their arrival and plans were widely reported in Australian newspapers (*South Australian*, 6/11/1840 p.4; Davis, 1984; Muir, 1984).

The Australian Sugar Company acquired 60 acres (24 hectares) of Robert Campbell's Canterbury Farm in exchange for 24 company shares (then valued at £50 each, or £1,200)—even though Campbell's own title to some of the land had not yet been formalised (Madden & Muir, 1993, pp.8-9; RNE, 1989, **Appendix 4**). It appears that Knox Child and Kemble arrived with plans for their sugar works buildings based on conventional recent industrial buildings in the UK. The surviving sugar house building has similarities in form and scale to 19th century textile mills in England. Sandstone for the walls was quarried on site and ironbark timber for the internal structure was cut from forests across the river, from today's Earlwood (Madden & Muir, 2013).



Image 3.4. (above). Albert Mill Dewsbury, UK, c.1800. (Source: Alan Brooke Underground Histories online)



Image 3.5. Frederick Garling, c.1842, "Australian Sugar Company Works NSW". Watercolour, 17x 24 cm, collection of the Mitchell Library. (Source: SLNSW DG SV1A/13)

Responsibility for the construction of the sugar house has been attributed variously, to "William Lucas" (Larcombe, 1979, p107) or, more frequently, to a "Scottish stonemason, David MacBeath" (*The Australian*, 28/9/1841, p.2; Madden & Muir, 2013). "According to the *Herald*, over one hundred workers were employed in the erection of the sugar house and the installation of the plant at a cost exceeding £30,000. The company housed its employees in conveniently located slab huts and a school nearby, attended by over forty children, was used as a chapel on Sundays" (Larcombe, 1979, p107). The locality changed almost overnight from rural outpost to small industrial village.

Unfortunately for the Australian Sugar Company directors, 1840 signalled the beginning of Australia's first major economic depression—an unhappy context for the establishment of a major new manufactory. The business managed to survive its difficult early years, also characterised by major conflicts between the two founding partners, which led to the reorganisation of the business in 1842 and again in 1843. After Kemble's death in 1844, the recently appointed general manager Edward Knox (no relation to William Knox Child) became the driving force of the business which was later absorbed into Colonial Sugar Refining (CSR), a company which grew exponentially throughout the 19th century (Muir, 1984).

The raw sugar refined at Canterbury was imported from the Philippines for processing and sale to the local Australian market. "Sometimes wrongly called the Canterbury Sugar Mill, the historic Canterbury Sugarworks was in fact a sugar refinery. In a sugar refinery, raw sugar from elsewhere is used to produce refined sugar, whereas a sugar mill is located close to where sugar cane is grown

– the cane is crushed and pressed in rollers to extract the juice, which is filtered and boiled to remove the water, producing raw sugar” (Madden & Muir, 2013). The process was described by an apparently fascinated Sydney press at some length in 1842 (see **Annexure 1**).

Within a couple of years, an additional sandstone eastern wing was added to the main rectangular structure. It has been described as an “overseer’s residence” (Corkill, 1993, p.1) but has doubtless been used for many different functions over the years.

The site at Canterbury was chosen for its proximity to the Cooks River, which would supply plentiful fresh water required for the refining process. Because the river had just been dammed at Tempe and a new dam was being built beside the premises at Canterbury (Larcombe, 1979, p.107), using the river for shipping of materials in or out of Canterbury was doubly impossible. Instead everything had to be carted by horse or bullock along 15km of mostly dirt tracks between Canterbury and Sydney. The business lasted in Canterbury for less than 14 years, until 1855, when it moved to premises in Chippendale located more conveniently to the port (near the head of Blackwattle Bay) and then soon again to Pyrmont where it burgeoned as the Colonial Sugar Refinery (CSR).



Image 3.6. The Sugar House viewed from the west in H. Grant Lloyd, 1859.

“Canterbury and Prout’s Bridge on Cooks River, July 2 1859”, watercolour, 13 x 10 cm. From his *Sketches of NSW*, collection of the State Library of NSW. (Source: SLNSW DLPX42)

19th and 20th century phases of use:

The sugar works buildings at Canterbury remained mainly dormant for decades. They were evaluated by the Colonial Architect’s Office in the mid 1860s for adaptive reuse as a juvenile reformatory, however this plan never eventuated. In the late 1860s, wool scourers Hill & Clissold shifted their business from Newtown to Canterbury and settled on ten acres “just over against the abandoned sugar refinery”. Wool was apparently best cleaned on the sheep’s back, but when that was not possible, fleeces could be sent from the inland growers to wool washing premises near the city where they would be washed, steamed, rinsed, dried, sorted and transported to port (Sydney Morning Herald, 17 June 1868, p.9). Possibly this business used the land rather than the buildings of the old sugar works. The continuing difficulties in carting everything in and out of Canterbury probably put an early end to this use of the site.

In 1882 the premises were bought by the engineering firm of Blacket and Co. for use as a foundry, however the business didn’t survive the 1890s depression—possibly because the proposed railway line adjoining the site was delayed (Corkill, 1993, p.4). Land at the northern edge of the factory property was acquired for the Bankstown railway which opened in 1895 (too late for Blackets). Access to rail transport was probably important to the decision by Denham Brothers to purchase the property in 1900 and establish a bacon factory there. In 1908 the factory was bought by JC Hutton & Co and this use of the site making bacon and small goods continued into the 1980s, by far

its longest and most successful industrial use. In 1983 JC Hutton's response to industrial action by striking workers was sacking its entire Canterbury workforce and closing the factory in favour of moving all operations to Brisbane. The site was put up for sale within a fortnight and sold to Mercantile Credits Ltd before the end of the year. In 1986, Mercantile sold the property to Nick Scali & Co, furniture retailer, who converted the property from Old System title to Torrens Title and established the current shape of the lot in preparation for residential redevelopment.



Image 3.7. Undated photo of Sugar House, c.1900, from a book of views of Sydney and NSW. (Source: SLNSW DL PX 148 No.132)

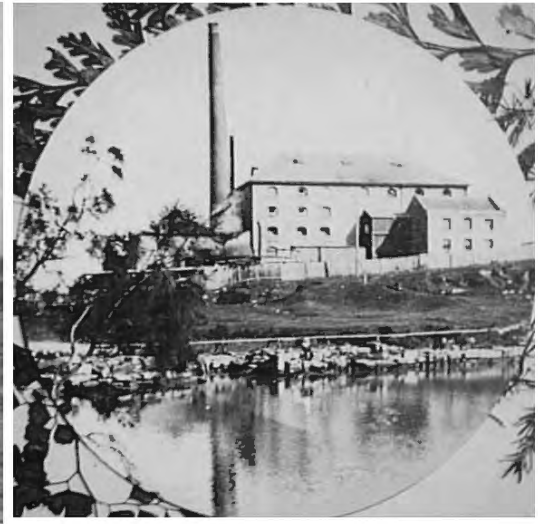


Image 3.8. Excerpt from Christmas card showing scenes of Canterbury c.1900. (Source: CCBC Local History Photo Collection)

Heritage listings, conservation struggles, residential redevelopment:

The former Sugar House was first heritage listed by the National Trust of Australia (NSW) in 1979, in response to lobbying by the local community, led by Leslie Muir and Brian Hadden at the Canterbury & District Historical Society. The National Trust Register is a community-based heritage listing with no powers of protection. In 1982 the Heritage Council of NSW made its first heritage order on the place providing legal protection—a temporary, emergency Section 130 Order (which soon lapsed). A Permanent Conservation Order (PCO) was made on the place in 1985, and this was converted to a State Heritage Register (SHR) listing in 1999 (along with all other PCOs following an amendment to the legislation). The new owner, Nick Scali commissioned the first Conservation Management Plan (CMP) for the place from architect Tony Corkill in 1993 as part of residential redevelopment plans for the site. A second CMP was soon commissioned in 1995, this time from by Rod Howard. The plans were submitted to the Heritage Council of NSW several times and finally approved with minor amendments on 6 September 1995 (Heritage NSW site file S90-02268).



Image 3.9. Ron Hammond, photo of ceremonial unveiling of the heritage plaque outside the Sugar House, 3 April 1995. (Source: CCBC Local History Photo Collection)

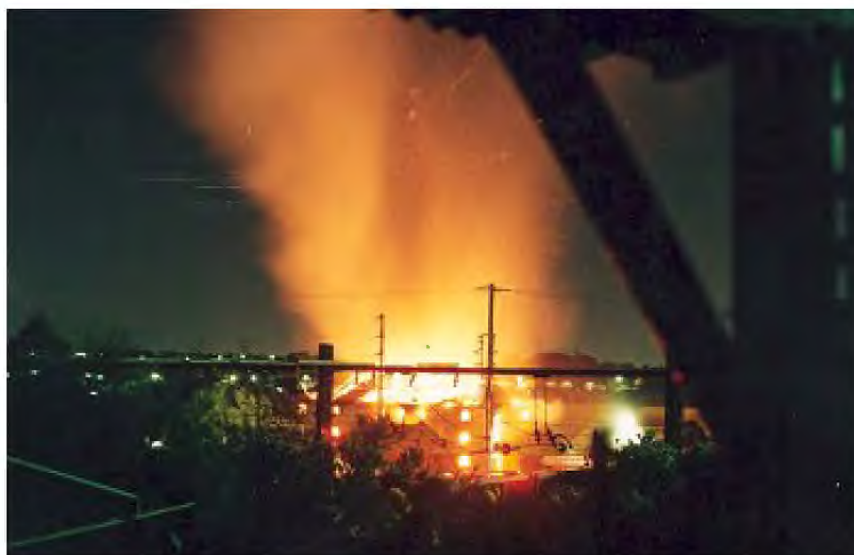


Image 3.10. David Nutley, 1996. The Sugar House on fire 13 February 1996. (Source: David Nutley)

Five months later, on the night of 13 February 1996, the Sugar House was fire-bombed. Its original interior fabric and roof structure was destroyed but the sandstone structure survived surprisingly intact. No arsonist was identified or prosecuted for the attack. Canterbury Municipal Council responded to the arson attack by making a DCP specifically designed to guide the redevelopment of the Sugar House, dated 23 October 1996. This sparked complaints from the developer Nick Scali and eventually a commission of inquiry was held by the NSW Government, regarding the probity of heritage restrictions on his plan for the adaptive re-use for the site. The inquiry confirmed that the heritage restrictions were appropriate. Soon afterwards, Nick Scali sold the property to Chinese-based development company Tian Tong, owner of Gold Abacus Developments. They successfully completed the redevelopment of the place into a 39-unit apartment complex, which opened for residential occupation in February 2004.

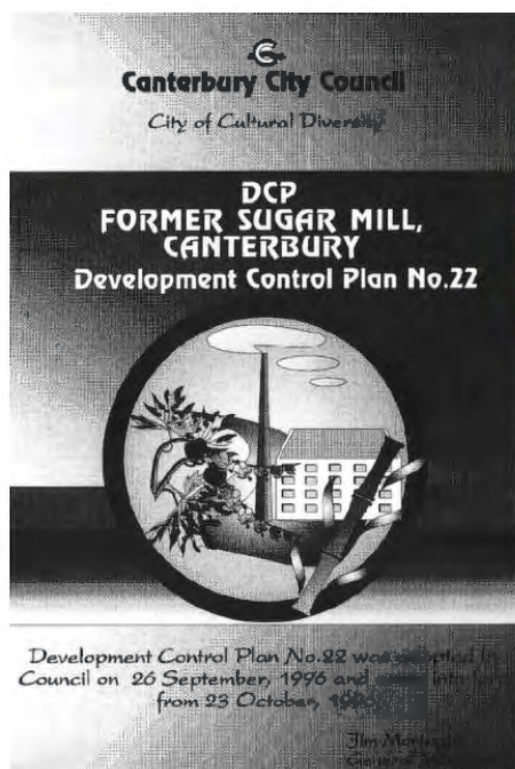
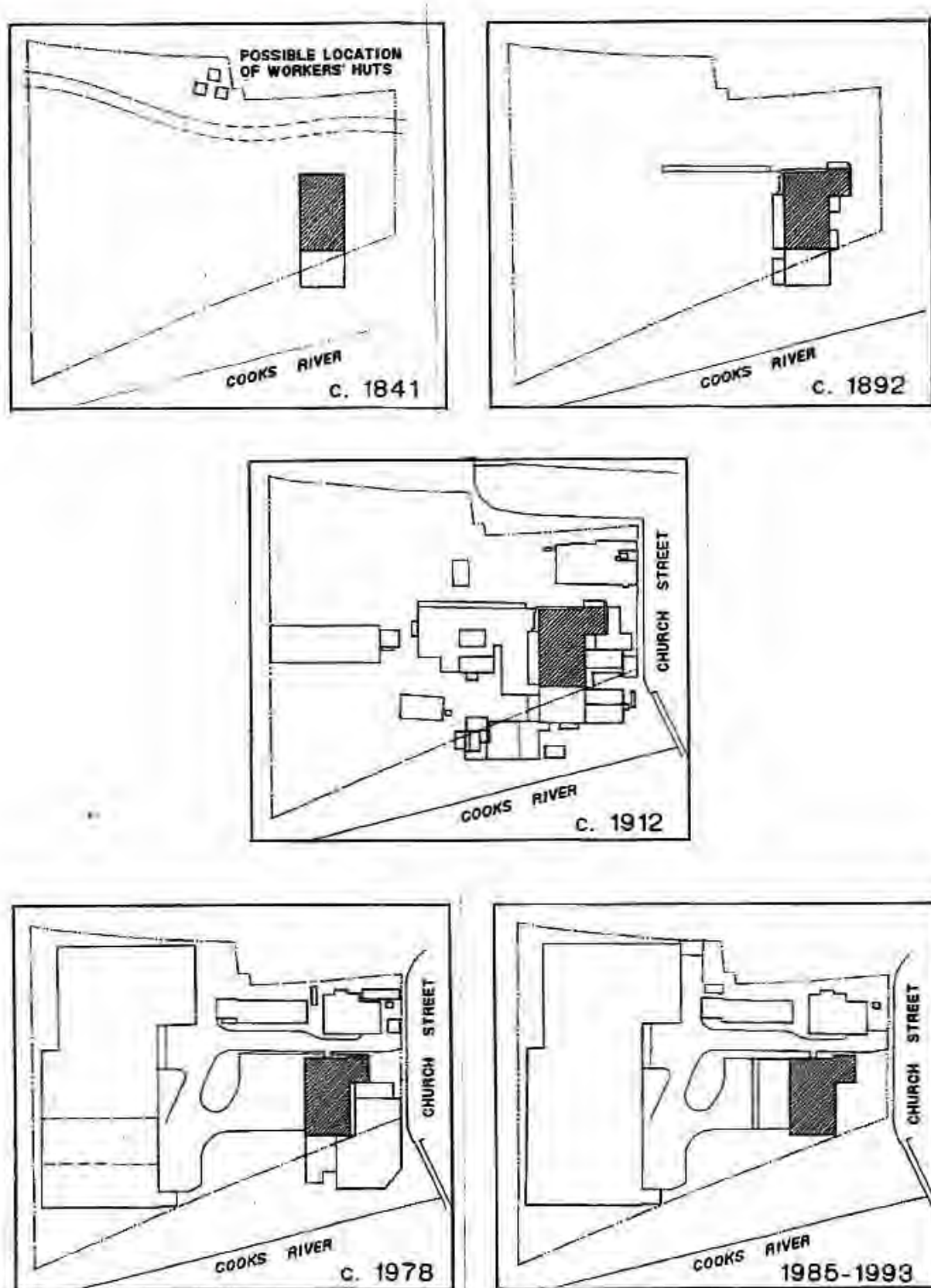


Image 3.11 (above). Lars Johansson, c.2000. Photo of the renovated Sugar House for the City of Canterbury Council. (Source: CCBC Local History Photo Collection)

Image 3.12 (left). Illustration of the Sugar House on the cover of the Canterbury DCP no. 22, 1996. The making of this DCP suggests that Council aims to exert tighter controls over the residential redevelopment. The DCP was repealed in 2012 when Canterbury Council made a new DCP with heritage provisions covering all of its heritage items, including the Sugar House. (Source: Heritage NSW site file S90-02268)



Historical development of the site (the current site boundary is used as a point of reference)

Image 3.13. Estimated footprints of different buildings on the site since 1841, as pictured in the first CMP for the place, by heritage architect Tony Corkill (1993, p6).

4. ASSESSMENT OF HERITAGE SIGNIFICANCE

The assessment of significance analyses current understandings of the significance and meanings of the place under seven criteria recommended by the Heritage Council of NSW. The conclusive “Statement of Significance” summarises the assessment of significance under the seven criteria in a concise statement.

PREVIOUS STATEMENTS OF SIGNIFICANCE (in chronological order)

National Trust of Australia (NSW), listing entry for “ASC Building—Former Sugar Mill”, 1979:

Only known industrial structure in Greater Sydney area dating from before the gold rushes. Built for an industry which has remained important in Australia. (Australian Sugar Company was absorbed by Colonial Sugar [Refining – CSR] when it was formed in 1854). It therefore forms part of the history of one of Australia's major manufacturing companies. Still occupied for industrial purposes, now used by Hutton's Bacon Factory.

Terry Kass and Meredith Walker's heritage study for Canterbury Council, 1988: The short heritage entry for the “Canterbury Sugar Works” (ID Sheet no 20.4):

One of the oldest, if not the oldest industrial complex in N.S.W. and possibly Australia.

Terry Kass and Meredith Walker, 1988. “Expanded Inventory Form” for the “Australian Sugar Company's Works (Hutton's Bacon Factory)”:

The Sugar Works building is significant for several reasons. It is the only private industrial building which substantially survives in the Sydney area from before the 1851 gold rush. Other surviving industrial buildings are semi-institutional structures, such as the Female Factory at Parramatta. This is the only early private industrial complex to survive on such a large scale. It probably has Australia-wide significance for this reason. The site contains structures and other evidence of its most successful use as the Huttons Smallgoods factory from the early twentieth century until the early 1980s. It is the sole remaining industrial use in this part of the Cooks River. The main building dominates the Cooks River landscape and has always been a notable and dominant structure in the original subdivision of Canterbury. The site has considerable archaeological potential. During various phases of the building's use for manufacturing and other purposes, a number of structures have been erected and removed and there is likely to be a considerable amount of archaeological material both above and below ground, probably dating from the 1840s to the present. (Listings: National Trust, May 1979; Permanent Conservation Order, by Heritage Council of NSW, 18 Oct 1985, and 24 April 1986)

Australian Heritage Commission's Register of the National Estate, listed as “ASC Sugar Mill (former)”, 1989, updated c.1996 (now a defunct list, used for information purposes only):

Historically significant as the foundation of one of Australia's major manufacturing companies, Colonial Sugar Refinery (CSR); as one of the earliest surviving elements of the Australian sugar industry; and as possibly the only substantial industrial building in greater Sydney dating from before the gold rushes.

Corkill, Tony, 1993. “Former A.S.C. Sugar Mill, Church Street Canterbury, Conservation Plan”, unpublished report commissioned by Nick Scali and Co. Pty Ltd.

The Former ASC Sugar Mill building is significant because:

1. It is the only private industrial building which substantially survives in the Greater Sydney area, dating from before the 1851 gold rush. Other surviving industrial buildings are semi-institutional structures, for example, the Female Factory at Parramatta. This is the only early private industrial complex to survive on such a large scale and probably has Australia-wide significance for this reason.
2. The Old Mill building dominates the Cooks River landscape and has always been a notable and dominant structure in the original subdivision of Canterbury.
3. The Old Mill building with its hipped corrugated iron roof, is similar in form and scale to the textile mills built in England in the nineteenth century. Despite many changes to the building, it retains its form and character and the original pattern of fenestration is clearly discernible.
4. The Mill was built for an industry which has remained important in Australia. It therefore, forms part of the history of one of Australia's major manufacturing companies.

The former Sugar Mill is significant because of its substantial size and form. Its simple, unadorned facade has dominated the Cooks River landscape since 1841. The exterior is the most significant feature of the building with its original fenestration pattern readily discernible, though obscured in most cases by adjoining buildings or remains of former adjoining buildings. The stone walls, in some cases up to 1 metre thick, are structurally sound.

Rod Howard Heritage Conservation, 1995. "Former A.S.C Sugar Mill, Church Street Canterbury Conservation Management Plan", unpublished report commissioned by Platino Pty Ltd, Sydney:

The former Australasian Sugar Company Mill is significant for the following reasons:

It has historic significance because of its associations with the development of the sugar industry in Australia, especially with the nationally important company of CSR, and because of its important role in the development of the locality of Canterbury, both in its original use and because of its other uses as a foundry, butter factory and then processed food factory.

It has additional historical significance as the oldest building in Canterbury and its role in the early subdivision and settlement in the locality.

It has aesthetic significance because it is a rare example of a pre-1850 industrial building which has retained much of its external form. It is believed to be the only known industrial building surviving in the Sydney region which was erected prior to 1850.

Edward Higginbotham & Associates Pty Ltd, 2000. "Historical and Archaeological Assessment of the Australian Company Sugar Mill, Sugar House Road (formerly Church Street), Canterbury, NSW", unpublished report commissioned by Gold Abacus Developments:

The former Australian Sugar Company Mill or Sugar House is significant because:

1. It is associated with the early historical development of the sugar industry in New South Wales.
2. It has strong associations with CSR, a company which has played a major historical role in the development of the sugar industry in Australia.
3. It is probably the earliest surviving structure associated with the sugar industry in New South Wales.
4. It is one of the earliest surviving industrial buildings in the Sydney region, retaining much of its external form.
5. It is associated with a prominent and long standing Australian industry, J.C. Hutton & Company, ham and bacon curers.
6. It was a prominent local landmark in the 19th century development of the Canterbury area. Significant views of the Mill were available from near Canterbury Road, and in general from the river banks, both up and down stream of the Mill . . .
7. It has a strong geographical relationship with the Cooks River. The Mill was located on the banks of the Cooks River in order to facilitate access by shipping.

8. It has a strong geographical relationship with the site of the former dam on the Cooks River. The dam was constructed on the River, in order to supply fresh water to the mill.
9. It retains archaeological evidence of industrial development from the 1840s onwards, first of sugar processing, engineering, butter manufacturing, and finally bacon and meat curing. It may retain evidence of technological development, working and living conditions for staff and employees.
10. It has the potential to provide an educational resource for the industrial development of the site, the sugar and meat processing industries and the historical development of the neighbourhood of Canterbury. (pp.75-76)

Stedinger Archaeology, 2000. "The Australian Sugar Company Mill, Canterbury, NSW Archival Recording", unpublished report commissioned by HLA Envirosiences Pty Ltd for Gold Abacus Developments, Sydney:

Despite the recent fire and years of vacancy, the former ASC Sugar Mill site may still be considered historically, aesthetically, technically and socially significant at the local, regional and state levels.

The mill has retained integrity of its "most significant" attributes, as described by Rod Howard Heritage Conservation Pty Ltd. These attributes include the main building fabric, its stone masonry walls, internal stone walls, some iron window sashes and smoking chambers.

The building is evidence of 140 years of continuous and varied industrial activity. It is associated with the foundation of the sugar industry in Australia and the development of the suburb and community of Canterbury. The survival of the main building fabric, its setting, size and powerful Georgian symmetry give strength to the visual impact and significance of the building. The building is a fine and rare example of a pre-1850 industrial building in the Sydney region, if not Australia. The research potential of the former ASC Sugar Mill itself and its setting is indicated by the list of research questions in section 5.2. Further, the site of the sugar mill has the potential to yield substantial archaeological information, inspiring a range of additional research questions.

City of Canterbury local heritage item listing for the "Canterbury Sugar Works" on the Canterbury Local Environmental Plan (LEP) 2012, Item 82. First listed in 1994, updated 2002:

One of the oldest, if not the oldest industrial complex in NSW and possibly in Australia.

Also see extracts from article in Council's 1996 DCP 22 for the Sugar Works site (made to guide the redevelopment of the place after the 1996 fire, and repealed in 2012):

- d) Visually the northern elevation of the former Sugar Mill is most significant. It is the main point of entry to the building and therefore new development should not obscure this elevation when viewed from the north.
- e) It is considered that the items listed hereunder should be preserved in an intact state to maintain and preserve the significance of the building:
 - The external configuration of the former Sugar Mill and the early addition, including stone masonry walls, original fenestration layout, and roof form, including appropriate eaves overhang.
 - Early internal stone walls.
 - Stone flagging in the basement area.
 - Metal window sashes.

State Heritage Register (NSW), 1999 for the "Old Sugarmill". It was first given a temporary heritage protection in 1982, then a Permanent Conservation Order on 18 October 1985 as the "former ASC Sugar Mill" (amended 24 April 1986), which was transformed into a State Heritage Register listing in 1999 (following amendments to the NSW Heritage Act 1977). This heritage entry was last updated in 2007:

The Old Sugarmill at Canterbury is of State significance for its involvement in the development of the sugar industry and CSR in Australia, and for its role in the industrial development of the locality of Canterbury - both in its original use as a sugar mill and for its later uses as a foundry, a butter factory and in the manufacture of processed foods. A five-storey sandstone building erected beside the Cooks River in 1841, it is believed to be the oldest surviving industrial building in the Sydney region. Statewide it is a rare example of a pre-1850s industrial building which has retained much of its external form. It is also of State aesthetic significance for its landmark appearance on the river and its symmetrical Georgian styling. It has scientific significance for the site's archaeological potential to reveal information about early industry in New South Wales. Although the Old Sugarmill was a ruin for many years and was further damaged by fire in 1996, it has been recently restored and adapted into a new use as an apartment block within a new residential complex.

BHHH SIGNIFICANCE ASSESSEMENT, ACCORDING TO THE HERITAGE COUNCIL OF NSW CRITERIA

Criterion A) Historical Theme *(An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area))*

The Sugar House, Canterbury, has state historical significance for its role in the history of one of Australia's major manufacturing companies. The Australian Sugar Company (ASC) was founded in Sydney in 1840 by English immigrants William Knox Child and Francis Kemble, and their first premises were built at this site in Canterbury in 1841 to produce refined sugar products aimed at the local Australian market. When ASC dissolved in 1854-1856 and reformed as Colonial Sugar Refinery (CSR), under the management of Edward Knox, the company moved its operations from Canterbury to Chippendale. CSR became a major Australian and multinational company with a continuing focus on sugar manufacturing until 2010, when its sugar operations were sold. The industrial site at Canterbury also has state historical significance as the base of Sydney operations for J.C. Hutton, another major Australian company which manufactured smallgoods on this site for 74 years, 1908-1982. The place has local significance for its role in the development of the locality of Canterbury. The Sugar House is the oldest surviving building in Canterbury and is associated with the early subdivision and suburban settlement of the locality. The differing uses of the industrial site for sugar manufacturing, wool scouring, engineering, bacon and small goods production, provided local employment for many years. After being fire-bombed in 1996, the building attracted widespread attention although the arsonist was never identified or prosecuted.

Criterion B) Historical Associations *(An item has strong or special associations with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history or the cultural or natural history of the local area)*

The Sugar House, Canterbury, has state historical significance for its associations with:

- The successful early merchant, Robert Campbell, who sold the land to ASC in 1840 in return for shares in the new company;
- The early general manager of the Australian Sugar Company from c.1843, Edward Knox, who oversaw the growth of this local sugar factory into the nationally significant company CSR;
- Engineer Owen Blacket, son of the architect Edmund Blacket, who became a part-owner of the industrial site in the 1880s in a short-lived business as an engineering foundry;

- Denham Bros., produce merchants who converted the site into a bacon factory 1900-1908. During this time, one of the brothers, Digby Frank Denham, was a Queensland Liberal politician, Minister (from 1904) and later Premier (1911-1915)
- John Reid, respected businessman and senior executive of J.C. Hutton, the firm which bought the site in 1908 and manufactured smallgoods there until 1982;
- Nick Scali, prominent Sydney furniture retailer who bought the site in 1986, converted it to Torrens Title, tried to redevelop it as a residential complex but, in the wake of arson-lit fire in the Sugar House in 1996, sold the place and plans in 2000 to the Chinese company, Tian Tong, which completed the redevelopment as Golden Abacus Developments in 2004;
- Numerous heritage activists who advocated for the listing and conservation of the place by lobbying the National Trust, Canterbury Council and the Heritage Council of NSW during the 1980s and 1990s including: Lesley Muir and Brian Madden, Meredith Walker, Terry Kass, Mike Richter, Norah Taylor, Barbara Coorey, John Hatzistergos, Kevin Moss (Canterbury Council Mayor and MP) and the "SWAG" collective. Also associated with this phase is former NSW Planning Minister, Craig Knowles, who followed the recommendations of the 1997 Commission of Inquiry into the deemed refusal of Nick Scali's 1995 residential conversion plans, which found that the place deserved a better development proposal.

Criterion C) Aesthetic Significance *(An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW or the local area)*

The Sugar House at Canterbury has state aesthetic significance as a five-storey stone building in the Georgian style, positioned in a landmark setting beside the Cooks River, originally constructed from locally obtained materials. Its sandstone was extracted from stone outcrops on the site, and its original timber structural beams from trees cut down in forests across the river in Earlwood—however all interior structure and fittings were destroyed in the 1996 fire. It is similar in form and scale to textile mills built in the United Kingdom during the nineteenth century. Despite changes to the building, it retains much of its original form. It also has aesthetic significance as the focal point of numerous paintings, photographs and drawings made of it between 1840 and the present.

Criterion D) Social Significance *(The item has strong or special association with a particular community or cultural group in NSW (or the local area) for social or spiritual reasons)*

The Sugar House at Canterbury has state social significance as a substantial and handsome industrial building which was the focus of considerable community activism in the 1980s and 1990s to see it heritage listed and conserved. Extensive lobbying was undertaken by the Canterbury & District Historical Society including petitions submitted to the Heritage Council of NSW and NSW State Parliament; a community action group SWAG (Sugar Works Action Group) was formed to advocate for turning the place into a Museum of Immigration; a picnic day was held in its honour on 8 April 1989; and the Canterbury City Council Development Control Plan No.22 was written and authorised specifically to guide development of the site in 1996 (repealed after its redevelopment in 2012). In addition, a NSW State Government Commission of Inquiry was held in 1997, which confirmed the probity of its development processes.

Criterion E) Scientific and Archaeological Significance *(An item has the potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area))*

The Sugar House at Canterbury has state scientific significance for its archaeological potential to reveal information about early occupation, differing industrial functions and building materials

information associated with its sandstone construction technology. Despite being damaged in the 1996 fire, the Sugar House retains many attributes including its main building fabric, its stone masonry walls, external and internal, and some iron window sashes. It has the potential to provide an educational resource regarding the industrial development of the site, the sugar and meat processing industries and the historical development of the neighbourhood of Canterbury.

Criterion F) Rarity of the Place *(An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area))*

The Sugar House at Canterbury has state significance for its rarity as an early industrial building surviving from 1840—one of the oldest industrial buildings in NSW and Australia and the only privately owned industrial building to survive in Sydney from the first half of the nineteenth century. It is also rare as a substantial, multi-story sandstone building.

Criterion G) Representative Significance of the Place *(An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments)*

The Sugar House at Canterbury has state representative significance as an early industrial building surviving from 1840—one of the oldest industrial buildings in NSW and Australia. It also has representative significance as a multi-story Georgian sandstone building similar in form and scale to early nineteenth century textile mills built in England.

BHHH STATEMENT OF SIGNIFICANCE:

The Sugar House, Canterbury, has significance under all seven of the Heritage Council of NSW criteria of significance.

The Sugar House has aesthetic significance as a handsome, five-storey Georgian building, mainly constructed from sandstone and timber sourced on the site and nearby. It also has aesthetic significance for its landmark setting beside the Cooks River, making it the focal point of numerous paintings, photographs and drawings over many years. It has historical significance for its role in the foundation of the Australian sugar industry generally and of CSR specifically, now a multinational manufacturing company. The place also has historical significance for being used for wool scouring, engineering works and bacon manufacture before housing the Sydney operations of J.C. Hutton, another major Australian company which manufactured smallgoods there for 74 years, 1908-1982. As the oldest building in Canterbury, it is associated with the early subdivision and suburban settlement of the locality and it was also a site of local employment for many years. The place has historical associations with successful historical NSW businessmen Robert Campbell, Edward Knox and John Reid. Its social significance is evidenced by the community activism of the 1980s and 1990s to see it conserved, and by the strong community and government response to the arson attack of 1996. It has scientific significance for its archaeological potential regarding the history of industrial uses of the site and its stone building fabric. It is rare and representative as a five-storey sandstone building and one of the oldest industrial buildings in NSW and Australia, although this significance is lessened by its successful adaptive re-use as a residential apartment complex since 2004.

LEVELS OF SIGNIFICANCE

This method of defining and explaining the attribution of significance to different elements of the place is adapted from James Semple Kerr's Conservation Plan for the Sydney Opera House (third edition 2003).

The statement of significance (above) explains the general nature of the significance of the Sugar House. The assessment of levels of significance (below, next page) offers a framework for the treatment of various elements of the place: the greater the significance, the greater the need for careful decision making. As Kerr explains, the corollary is also valid: the lesser the significance, the freer may be its treatment—always provided that aspects of greater significance are not impacted.

Significance is the most important factor to be considered when developing heritage conservation policies. The major elements of the place are analysed as falling within one of the following four categories of significance:

- Considerable significance
- Some significance
- Little significance
- Neutral (neither significant nor intrusive)
- Intrusive

Table 4.1. Levels of significance

Setting	
Views to the Sugar House from the Cooks River landscape and the Canterbury locality.	Considerable
Relationship of the Sugar House to contextual topographical features (river, railway line, nearby rocky outcrops)	Considerable
Trees on Council reserve to the south of the Sugar House	Intrusive
Vegetation on railway reserve to the north of the Sugar House	Intrusive
Entrance and gardens	
Sandstone cutting at southern edge of entrance gardens (the north side of the "moat" or light well)	Considerable
Recycled sandstone blocks used for edging garden beds in the southern garden area	Some
Modern sandstone and bricks used in edging garden beds	Neutral
Two recently built bridges spanning the "moat" / light well between the entrance gardens and the Sugar House	Neutral
Recent palisade fencing and entrance gates	Neutral
Parking area between Sugar House and railway land	Neutral
Victorian formal layout gardens	Neutral
Interpretation signage	Neutral
Building fabric	
Overall form and size of the Sugar House and its eastern wing.	Considerable
The external stone walls of the Sugar House and its eastern wing, including original elements of window and door layout (Building 1) and the remaining section of parapet stating "ASC 1841"	Considerable
Early interior stone walls of the Sugar House (Building 1)	Considerable
Roof of the Sugar House (Building 1)	Some—for its form. The reconstructed fabric is neutral
Other interiors of the Sugar House (Building 1)	Neutral
Building fabric of townhouses and apartment block (Buildings 2 and 3)	Neutral—but with potential to be intrusive if not carefully managed
Archaeology	
Grounds in the near vicinity of the Sugar House	Some
Relics found in previous archaeological digs	Considerable (if they can be located)

5. PLANNING AND HERITAGE CONTEXT OF THE PLACE

AUSTRALIAN GOVERNMENT CONTROLS

The *Environmental Protection and Biodiversity Conservation Act 1999* is the Australian Government's catch-all legislation for managing the environment. Its provisions have replaced the work done by the former "Australian Heritage Commission" and "Register of the National Estate". Now the "Australian Heritage Council" administers a much more selective "National Heritage List" for relatively few items deemed to be of "national" significance. World Heritage listed places in Australia are also managed under this legislation.

The former Sugar House, Canterbury is not listed on the National Heritage List. It was previously listed on the Register of the National Estate, in 1989; however the RNE became defunct in 2004.

NSW STATE GOVERNMENT CONTROLS

Under the NSW *Heritage Act 1977*, the Heritage Council of NSW maintains the State Heritage Register (SHR), a list of items and places with heritage significance at a state level. Heritage NSW administers the SHR for the Heritage Council of NSW.

The former Sugar House, Canterbury is listed on the State Heritage Register (SHR no. 290). Its SHR heritage entry is reproduced at **Appendix 3**. Heritage NSW offers guidelines for heritage management of places listed on local council LEPs as well as the SHR.



Image 5.1. State Heritage Register curtilage map for the "Old Sugarmill". (Source: Heritage NSW)

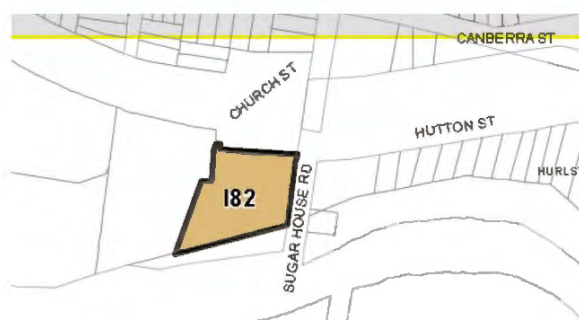


Image 5.2. Canterbury Local Environmental Plan 2012 Heritage Map HER007. (Source: Canterbury Bankstown Council webpage)

Exemptions to approval requirements under the NSW Heritage Act 1977

When an item or place is listed on the NSW State Heritage Register (SHR) under the *Heritage Act 1977*, the legislation provides that “a person must not do any of the following things” within the boundary (or curtilage) of the listing, unless they gain the approval of the Heritage Council of NSW. Approval is required to: demolish, damage, move, excavate, develop, alter, display notices and remove vegetation. Approval from the Heritage Council can be obtained through submission of a Section 60 application to Heritage NSW.

Because the approval requirements are so all-encompassing, the *Heritage Act 1977* Section 57(2) allows for the Minister to make “exemptions” to refine the range of controlled activities. Exemptions in effect allow owners to undertake exempt activities that make minor changes to their properties, without approval, so long as these activities do not impact on its heritage values. Over the years, a substantial list of *Standard Exemptions* has been developed (**Appendix 8**). These Standard Exemptions accompany the SHR listing of every item or place, and they tend to provide for cleaning, maintenance, repairs and minor alterations. Some exempt activities are entirely free of supervision from Heritage NSW, while others require notification using the Exemption Notification form (**Appendix 9**).

It is also possible to have “site specific exemptions”. These are designed and gazetted specifically for an SHR listed place, to allow for recurrent activities peculiar to that place that do not affect its heritage significance—for example, allowing regular changes of exhibitions in an art gallery without having to repeatedly seek Heritage Council approval. Owners may contact Heritage NSW to discuss how to develop and gazette “site specific exemptions” for their property if they think these may be appropriate. The Sugar House SHR listing currently has no site-specific exemptions.

LOCAL GOVERNMENT CONTROLS

The local government authority for the area is the City of Canterbury-Bankstown Council.

Local development is regulated through the City of Canterbury Council’s Local Environmental Plan (LEP), 2012, authorised under the *NSW Environment Planning & Assessment Act 1979*.

- The property is listed as part of a heritage item in Schedule 5 Part 1 of the City of Canterbury Local Environment Plan (LEP) 2012, number 182. Its LEP heritage entry is reproduced at **Appendix 5**.
- Heritage controls for heritage places in Canterbury are outlined in the Canterbury City Council’s Development Control Plan 2012 (DCP, 2012), section B8 (available online and reproduced in **Appendix 10**).
- The Canterbury City Council’s Development Control Plan No.22 (**Appendix 11**), was made specifically for the redevelopment of the “Former Sugar Mill” in 1996 (repealed 2012).
- The place is not in the vicinity or visual catchment of other local heritage items.

COMMUNITY HERITAGE LISTINGS

The Sugar House, Canterbury is listed on the heritage register of the National Trust of Australia (NSW). See the listing card from 1989 reproduced at **Appendix 2**. The National Trust listing carries no legal protections but is recognised as a sign of community esteem.

The place is not known to be listed on other community-based or statutory heritage registers.

6. CONSERVATION POLICIES

General principles

1. That this Conservation Management Plan be adopted by the Owners Corporation SP 70958 as a **guide for future management of the Sugar House**. To encourage uptake of the plan, it should be made freely available online for all owners and stakeholders to access as required and hard copies should be available to give to owners at Annual General Meetings of the Owners Corporation SP.70958.
2. That the conservation of the Sugar House be carried out in accordance with the principles of the *Burra Charter*, the Australia ICOMOS Charter for Places of Cultural Significance, as revised in 2013. This Australian guide to heritage management is online at: australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf
3. That in following *Burra Charter* principles, every effort be made to conserve the significance of the Sugar House, including conserving its historical fabric. All proposals to make changes should be developed with the advice of a heritage professional. All conservation works to significant fabric should be supervised by a heritage professional.
4. That proposed changes to the property be checked against the "Standard Exemptions" administered the Heritage Council of NSW (**Appendix 8**) in relation to the Sugar House; and against the heritage guidelines in the Canterbury 2012 Development Control Plan (DCP), Part B8, in relation to all three Buildings 1, 2 and 3 (**Appendix 10**).
5. That all development in the vicinity of the Sugar House complement the style and form of the existing building and be designed to enhance its visual dominance within the Cooks River landscape.
6. That no activity should occur to the Sugar House which would:
 - reduce the intactness of remaining fabric of considerable significance;
 - detract from its landscape qualities and appearance;
 - reduce evidence of significant associations within the existing fabric.
7. That actions with likely adverse effects on any aspect of considerable significance be considered only when they may result in the recovery of aspects of greater significance, or when they are proven to be essential to the safety and security of the place. Such actions will need to be approved by the Heritage Council of NSW.

Repairs and maintenance of the historic stonework

8. That the historic stonework of the Sugar House and its east wing be conserved to minimise the effects of damp and salt attack.

Discussion

- No salt or damp issues were noted by the Owners Corporation in the first decade or so after the residential conversion in 2004, possibly because Sydney was experiencing a long drought. By 2013 several owners of the four units occupying the ground floor of

the Sugar House were reporting evidence of dampness, salt attack, mould and crumbling stonework in the interior walls of the building.

- In 2013 the Owners Corporation successfully applied for a grant of \$80,000 from the Heritage Council of NSW to undertake repair works (with the Owners Corporation contributing one dollar for each dollar granted). Hector Abrahams Architects' specifications for the works describe temporarily removing plasterboard walls, cleaning and drying cavities behind them, desalinating the lowest half metre of exterior stonework with poultices and injecting a damp proof course (DPC) at ground floor level (**Appendix 12**). However no new DPC was inserted in 2013 because it was belatedly discovered that one had already been installed by Woodhouse Danks Architects during the redevelopment of the building in c.2000 (**Appendix 6**).
- As damp problems continued to be reported after these works were completed, an examination of the broader historical and environmental context was undertaken by heritage salt/damp expert David Young in 2017 (**Appendix 13**). Young's analyses noted:
 - evidence of salt attack which may be associated with the 83 years of use of the building for manufacturing bacon and small-goods, likely to have left salt residues which are now affecting the stonework;
 - the DPC inserted by Woodhouse Danks is at least 10cm above the floor level in some areas, allowing damp to penetrate into the floor areas of ground floor rooms;
 - new garden beds abutting the building allow moist soil from rain and watering to remain in contact with the stone walls. Young recommended fixing contributory factors like dripping taps and clogged gutters, and excavating a dry moat around the building to enable the walls to stay as dry as possible.

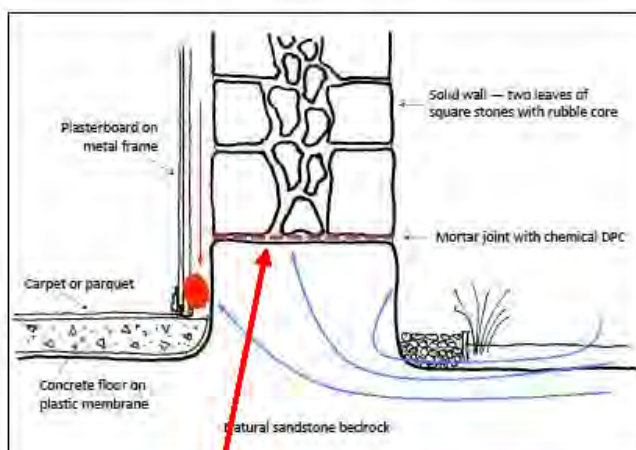


Figure 12 Schematic section through the external wall in the northern part of the main building. Dampness (blue arrows) penetrating from the gardens and percolating through the bedrock can reach the inside face of the wall, because the damp-proof course (DPC) is positioned too high in the wall. Sand (red arrow) from fretting sandstone falls down the void behind the plasterboard linings and accumulates at the base of the void, producing a damp bridge across to the plasterboard (for example see Figure 11). The DPC should have been installed at the level shown in Figure 13.

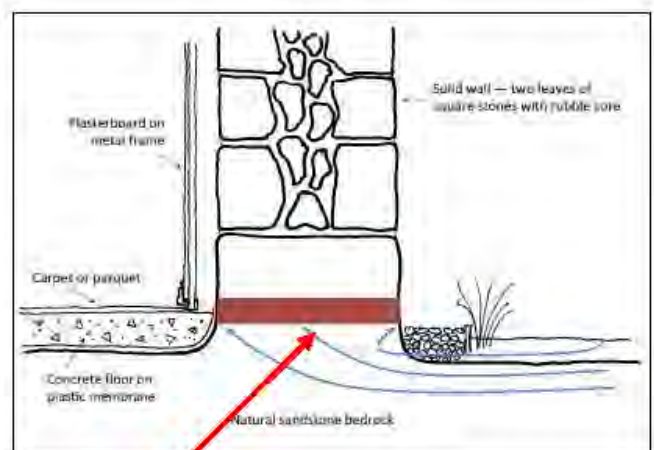


Figure 13 The same section as in Figure 12 but showing the correct position of the DPC (red-brown). Good practice would also have seen the new concrete floors kept back from the sandstone walls by at least 150mm, and the bottom third of the channel so created, filled with coarse sand to provide an evaporation zone (and drain) against the walls.

Images 6.1 and 6.2. David Young's diagrams showing the bedrock base of the building and current location of DPC, compared to the preferred location for one at ground level. (Source: Young, 2017)

9. That no works be undertaken to historic stone-work, interior, exterior or in the gardens, except under the guidance of a heritage expert and under appropriate government heritage approvals. There should be no moving, cutting of or drilling into the stone, no nails or screws, no painting or application of any coatings, unless heritage approvals have been formalised.

10. Cleaning the stone walls of the Sugar House, both interior and exterior, should be undertaken carefully, using techniques which do not damage the historic stone, and only under the guidance of a heritage expert with expertise in stone conservation.

11. Any remaining historic metal sashes on the widows must be kept in situ. Any proposed repairs or conservation works to them must be supervised by a heritage expert.

Landscape, views and vegetation

12. That view corridors to and from the Sugar House across the Cooks River, as well as up and down the river be maintained, enhanced or opened up, in order to maintain the landmark significance of the place. It may be necessary to enter into dialogue with neighbouring properties including Railcorp, which owns the land to the north beside the rail corridor, and Canterbury-Bankstown Council, which owns the reserve to the south adjoining the river, to help achieve this outcome.

13. That the management and care of the landscaping throughout the property should be considered as a whole in its context with the Sugar House, ideally through commissioning a Landscape Management Plan from a heritage landscape expert to guide minor works and any major redevelopment of the gardens.

Discussion

- The landscaping which accompanied the residential redevelopment of the Sugar House in 2004 is characterised by non-native plantings in gardenesque beds of “of curved smooth shapes”. This appears to have followed previous heritage advice in the Canterbury City Council 1996 Development Control Plan 22, written especially for the “Former Sugar Mill, Canterbury”. This recommended the gardens should aspire to “Victorian era” design, either “Geometrical”, “Gardenesque” or “Picturesque or Rustic” so as to “reflect the historical nature of the former Sugar Mill (c.1850-1900, Victorian era)” (DCP 22, Article I, repealed 2012, see **Appendix 11**).
- This 1996 advice may be questioned. The Sugar House was built in a Georgian style and it has been in existence for many decades, spanning the Federation and Modern eras as well as the Victorian one. Typically a 19th century industrial building had no gardens, was smelly, smoky and surrounded by functional secondary structures such as chimneys, sheds and discarded industrial waste. The adaptive re-use of an industrial building for residential purposes obviously requires amelioration of this tough, functional presentation to provide a pleasant living environment—which has been achieved with the current landscaping.
- Other considerations include questions of sustainability and environmental responsibility. For example, the Agapanthus plants planted throughout the property could be considered for replacement with a less invasive species. Native trees and plants may provide improved habitat for native birds and fauna attracted by the nearby river.
- The non-native species of plants which populate the existing gardens are less likely to cope with the extremes of the Australian climate and more likely to require regular watering and maintenance than native or local species. Landscaping in and around

the property should be reconsidered and possibly redeveloped to require minimal watering, which would also reduce dampness in the vicinity of the Sugar House. Replacing the current plantings with native Australian plantings, or preferably local Cooks River species, should be considered.

- By 2020 the boundary fencing constructed c2003 is showing signs of wear and tear, and some elements of the metal palisade fencing are rusting. If allowed to continue to deteriorate, the boundary fencing will impact adversely on the appearance of the place. The fencing can be maintained in and replaced in sections as required under exemption from Heritage NSW. Any changes to its design or colour should be undertaken in consultation with a heritage expert.
- The northern retaining wall built c2003—visible as the plinth beneath the metal palisade fence on the northern boundary of the property, located between the carparking area and the railway reserve—is showing signs of significant cracking in mid-2020. It appears that the retaining wall is failing under the increasing weight of the adjacent growing landscaping; it also possibly impacted by increasing vehicular movements on the public walkway above, associated with Metro developments. The wall should be assessed for structural stability and repaired accordingly. Because this is a boundary fence between the Owners Corporation and railway land, negotiations should be undertaken with appropriate representatives from NSW Transport.



Image 6.3. Cracks sighted in 2020 in the rendered brick plinth section of the northern boundary retaining wall between the carpark and the railway reserve. (Source: BHHH, 2020)



Image 6.4. Storage containers have been added to the fence line behind some of the carparking spaces in the parking area adjacent to the front entrance of the former Sugar House. (Source: BHHH, 2020)

- The Landscape Management Plan should consider the potential for archaeological remains within the grounds (and adjacent in the reserve) using archaeological reports for the place by Higginbotham and Stedinger, at least.

14. That the Owners Corporation should enter into negotiations with the owners of properties north and south of the Sugar House property, whose landscaping should be assessed for likely adverse effects on the fabric and significance of the Sugar House and replaced with more appropriate species if required.

Discussion

- River she-oak or casuarina trees (*Casuarina cunninghamiana*) have been planted in the Council reserve between the Sugar House and the river in recent years. These trees are adversely affecting the Sugar House in two ways: The casuarinas are growing rapidly and increasingly obscuring views of the Sugar House from all public viewpoints along the river (see **Images 2.28, 2.29, 2.30 and 2.31**). This contradicts the policy proposed in Council's DCP 22 for the site, which stated: "Views should be preserved into the river and adjoining parkland, using low planting and trees" (Canterbury City Council, 1996, article m) as well as **Conservation Policy 12** of this CMP.
- One Casuarina tree planted almost adjacent to the Sugar House has grown higher than the building and is now dropping pine needles into its five-storey-high gutters. Recent aerial photography has indicated some gutters are filled with foliage and harbouring birds' nests. Clogged gutters contribute to leaking drainage and wet stone walls. Birds' nests encourage vermin to gain entry to the roof space of the building. While it is possible to rent "cherry pickers" or lifting platform equipment to clean out such elevated gutters, this is expensive and reactive rather than preventative.
- Why is the land in the Council reserve to the house at a higher level than the land of the former Sugar Works? If the reserve has been built up with fill, it may be adding to the damp problem in the Sugar House by reversing the natural flow of water to move towards the building rather than the river. The fill is also likely to be covering archaeological deposits associated with known buildings in this location, such as the original engine house, built c.1840. The history of this section of land, which is included in the State Heritage Register listing curtilage, should be investigated by its owner, Canterbury-Bankstown Council. If possible, Council should consider redesigning the reserve to remove any recent fill, re-establish the natural fall away from the Sugar House and interpret any archaeological evidence remaining there.
- **The City of Canterbury-Bankstown Council should be requested to develop a landscape plan for the reserve**, in association with local community stakeholders including the Owners Corporation. The plan should consider lowering the ground level and removing the casuarina trees.
- On the northern side of the property is land owned by Railcorp NSW, which has been vegetated with native plants such as grevillea and tea tree bushes. These are increasingly obscuring views of the historic building from the railway line (see **Images 2.26 and 2.27**). Although this vegetation is not causing damage to the fabric of the property, it needs to be carefully pruned to maintain a better public view of the historic building from the north. The relevant authority should be requested to develop a landscape plan for the land, in association with local community stakeholders including the Owners Corporation, to guide maintenance of the vegetation.
- In 2020 the rail corridor to the north of the property is being redeveloped for conversion to a "Metro" system of public transport. All developments associated with this conversion should be designed to maintain the integrity of the property including view corridors to and from the Sugar House.

Additions and alterations

15. The Owners Corporation and individual owners of apartments in the Sugar House (Building 1) may propose additions and alterations to their apartments that do not adversely impact on the significant fabric of the original stone walls or the heritage appearance of the property. Such changes will need to be approved by the Owners Corporation at least, and usually also by the City of Canterbury-Bankstown Council and the Heritage Council of NSW (where required). In general, changes to the Sugar House (Building 1) require approval from the Heritage Council of NSW using a Section 60 application to Heritage New South Wales, unless they fall under the Heritage Council's Standard Exemptions (**Appendix 8**).

Discussion

- Changing the paint colours of interior and exterior elements for Building 1 (the Sugar House) should follow the recommendations of the "Standard Exemptions" of the Heritage Council of NSW, for example:
 1. Painting does not require approval . . . if the painting: c) employs the same colour scheme and paint type as an earlier scheme . . .
 2. Painting which employs a different colour scheme and paint type from an earlier scheme does not require approval . . . provided that: a) the Director-General is satisfied that the proposed colour scheme, paint type, details of surface preparation and paint removal will not adversely affect the heritage significance of the item . . .
- In 2009 the Owners Corporation investigated installing Foxtel satellite dishes on the roofs of all three buildings. The roofs are of recent construction dating from the redevelopment of the residential complex in 1997-2004—so there was no question of impacting on historic fabric. There was concern about how this might impact on the heritage appearance of the place. It was proposed that with the redeveloped residential appearance of the place, including television aerials already installed on the roofs, the satellite dishes would not constitute a further impact. An exemption application to Heritage NSW to add the dishes to the Sugar House was granted in 2010; however another means of installing cable TV to the apartments in the Sugar House was implemented without making any changes to the roof.
- A further issue likely to affect the roofs of all three buildings is the possibility that owners will propose adding solar panels. Since the roofs are not original fabric, it may be possible to add solar panels without impacting on the significance of the place. The devil will be in the detail—whether the solar panels can be designed and fitted in such a way as to minimise their appearance.
- One of the owners in the Sugar House (Building 1) was investigating whether air conditioning may be installed in their upper-floor apartment. Current technology suggests this would require making holes in the exterior walls and installing an exterior unit near the apartment. The original sandstone blocks in the walls cannot be impacted for this purpose but it may be possible to make changes to the windows, or to the new sandstone blocks introduced into the walls during renovations in 2000-2004—since this fabric is not historic and is capable of reconstruction. Similarly, while the introduction of new visual elements into the façade of the building must be avoided, it may be possible to make additions in the roof space or in low-visibility

areas near the ground (for example in the void between the retaining wall and the northern façade of the building)—so long as these additions are safe, secure, visually appropriate and have the relevant approvals.

- Another proposal is to build a swimming pool in the vicinity of the Sugar House. A swimming pool would likely make adverse heritage impacts on the place. Firstly, it may exacerbate damp problems, and secondly, its appearance, associated noises and necessary infrastructure (such as a surrounding fence and storage shed) is likely to impact upon the heritage appearance of the place.
- Night lighting of the Sugar House property is currently restrained and fit for purpose. Any changes to the design of the lighting should be carefully considered for possible heritage impacts, and may require approval/ exemption.

16. The Owners Corporation and individual owners of apartments in Building 2 (townhouses) and Building 3 (apartment block) may propose additions and alterations to their apartments where these do not adversely impact on the heritage appearance of the property, and they are approved by the Owners Corporation and Council (as required). In general, changes to Buildings 2 and 3 require approval under the heritage provisions of the City of Canterbury-Bankstown Council, for example in the Canterbury DCP 2012 Part B8 (**Appendix 10**).

Discussion

- Buildings 2 and 3 are not included in the heritage curtilage for the State Heritage Register listing of the Sugar House, thus proposed changes to this part of the property are not administered under the *NSW Heritage Act 1977*. However all three buildings are heritage-listed under the Local Environmental Plan administered by Canterbury-Bankstown Council.
- Changing the paint colours of interior and exterior elements for Buildings 2 and 3 should follow relevant provisions for heritage items in the Canterbury 2012 Development Control Plan (DCP), for example:
 - “Match external materials and finishes to the materials and finishes of the significant fabric of the item, or to similar item of the same period and style” (Canterbury DCP 2012 Part B8, p.90);
 - “Where additions are designed in a traditional style it should still be possible to distinguish new from old fabric. The additions should be sympathetic but not an imitation” (Canterbury DCP 2012 Part B8, p.90);
 - Choose paint colours according to one or more of the following principles:
 - a. Match the existing colour scheme;
 - b. Match a previous colour scheme determined from physical or photographic evidence; or
 - c. Create a new colour scheme using a palette of colours that match or are similar to those used on similar buildings of the same period of construction (Canterbury DCP 2012 Part B8, p.91).
- In 2014 provision was made in the bylaws for owners in Buildings 2 and 3 to develop attic spaces in their roof cavities for storage. These changes are not visible from the outside of the buildings and are considered to have no heritage impact on the place.
- One townhouse owner has suggested adding a third floor to their townhouse. Raising the height of any part of Buildings 2 or 3 is unlikely to find heritage approval as this

would impact on the presentation of the Sugar House as the dominant building on the property.

Interpretation

17. That the name of the property should be the “former Sugar House, Canterbury”, abbreviated to “the Sugar House”.

Discussion

- The Sugar House has been called many names and heritage listed under many names:
 - “ASC Building—Former Sugar Mill”, National Trust of Australia (NSW), listing entry, 1979;
 - “Canterbury Sugar Works” (ID Sheet no 20.4), Terry Kass and Meredith Walker’s short entry for their heritage study for Canterbury Council, 1988;
 - “Australian Sugar Company’s Works (Hutton’s Bacon Factory)”, Terry Kass and Meredith Walker’s “Expanded Inventory Form” for their heritage study for Canterbury Council, 1988;
 - “ASC Sugar Mill (former)”, Australian Heritage Commission’s Register of the National Estate, listed 1989, updated c.1996 (now a defunct list, used for information purposes only);
 - “Former A.S.C. Sugar Mill”, Tony Corkill unpublished CMP commissioned by Nick Scali and Co;
 - “Former A.S.C Sugar Mill”, Rod Howard Heritage Conservation’s unpublished CMP commissioned by Platino Pty Ltd, Sydney in 1995;
 - “Australian Company Sugar Mill”, Edward Higginbotham & Associates Pty Ltd, 2000. “Historical and Archaeological Assessment”, unpublished report commissioned by Gold Abacus Developments and Woodhouse & Danks, Pty Ltd;
 - “The Australian Sugar Company Mill”, Stedinger Archaeology’s “Archival Recording”, unpublished report commissioned by HLA Envirosiences Pty Ltd for Gold Abacus Developments, Sydney in 2000;
 - “Canterbury Sugar Works”, City of Canterbury Canterbury Local Environmental Plan (LEP) 2012, Item 82. First listed in 1994, updated 2002;
 - “Old Sugarmill”, State Heritage Register (NSW), first given a temporary heritage protection in 1982 as “former Australian Sugar Company Sugar Works”, a Permanent Conservation Order in 1985 as the “former ASC Sugar Mill”, and changed into a State Heritage Register listing in 1999 with its listing entry updated in 2007;
 - “Canterbury Sugarworks”, *Dictionary of Sydney* title for the place in an entry written by local historians Brian Madden and Lesley Muir, 2013.
- The term “Sugar Mill” should be replaced by “Sugar Works” or “Sugar House”. Canterbury historians Brian Madden and Lesley Muir were adamant that the term “Sugar Mill” is a misnomer for this place because sugar was never “milled” here, that it was only ever a sugar *refinery* (Madden & Muir, 2013):

In a sugar refinery, raw sugar from elsewhere is used to produce refined sugar, whereas a sugar mill is located close to where sugar cane is grown—the cane is crushed and pressed in rollers to extract the juice, which is filtered and boiled to

remove the water, producing raw sugar. In the past, raw sugar was sent to refineries that were usually close to the markets for the refined sugar. This is what happened at the Canterbury Sugarworks in the 1840s and early 1850s, where the raw sugar was imported from the Philippines and processed into refined sugar (Madden & Muir, 2013).

Madden and Muir's argument was accepted, and their preferred use of the name "Sugar Works" was adopted by respected heritage consultants Terry Kass and Meredith Walker, and by Canterbury Council in its heritage listing for the place.

- The term, "Sugar House" is more accurate than "Sugar Works". Since the residential conversion 2000-2004, the five-storey stone building with its three-storey eastern wing is the only extant remnant of the industrial complex. Although always a local landmark and the focal point of the site, this building never constituted the sugar works complex in its entirety. Instead, it appears that the building was called the "Sugar House" from its earliest days—a map dated 1841 shows the road which led to it was called "Sugar House Road" (Image 6.5). Canterbury Council confirmed this authentic historical name for the place when in 1998, they changed the street name of the property from "Church Street" to its original name which appeared on local maps from 1841 until at least 1915.
- The term "Sugar House" is more practical than "ASC Sugar House", "Australian Colonial Sugar House" or "Australasian Colonial Sugar House". "ASC Sugar House" is not correct because it effectively repeats the term "sugar", also it is not readily understandable but needs to be spelt out. The words "Australian" and "Australasian" Sugar House each describe a period of the building's lifetime but neither is comprehensive and both phrases are too long for everyday use. The term "Sugar House" is the most accurate and convenient name for the place.

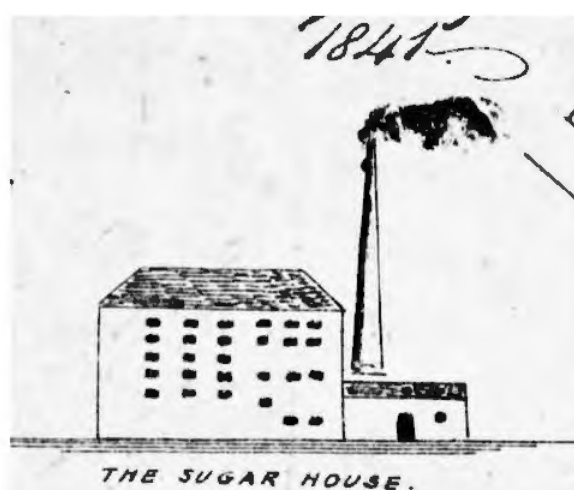


Image 6.5. and Image 6.6. Excerpts from W.H. Wells, surveyor, 1841. "Plan of 95 allotments at Canterbury adjoining the Australasian Sugar Company's Works" 44x29cm. (Source: NLA, Map F 559. There is also a copy at the SLNSW Z/M2 811.1829/1841/1)

18. That the two government bodies which manage the two statutory heritage listings for the place should be approached to update their heritage listings for the place, using information from this CMP—the NSW Heritage Council’s State Heritage Register and the City of Canterbury-Bankstown Council’s LEP schedule of heritage items. Canterbury Council should also be requested to update their interpretation plaques concerning the property.

Discussion

- The Council interpretation plaque adjacent to the south-eastern corner of the property states that it is listed on the “Register of the National Estate, being of Australia-wide significance”. Since the Australian Heritage Commission was replaced by the Australian Heritage Council c.2004, the RNE has become a defunct heritage list. Furthermore, being listed on the RNE never implied a place was of national significance—this concept of local, state and national levels of significance was not part of the commission’s system of heritage but was introduced much later, during the Howard Government years. The plaque’s information is otherwise accurate but it ends with the sale of the site to Nick Scali in 1983 and ignores the current presentation of the place as a residential apartment complex. This phase of the history should be acknowledged and incorporated. Finally, the new name of the City of Canterbury-Bankstown Council should be included.

19. That the Owners Corporation seek grant funding to commission new interpretation strategy for the place as the “former Sugar House, Canterbury”, which also acknowledge other periods of the building’s life such as its phases of use for wool scouring, engineering works, bacon and smallgoods factory, years of dereliction, surviving a major arson attempt and its residential conversion. Most importantly, Aboriginal prior occupation of the country should also be recognised.



Image 6.7. Canterbury Council interpretation plaque for the “Canterbury Sugar Works” located in the Council reserve near the south-eastern corner of the lot. (Source: BHHH, 2018)

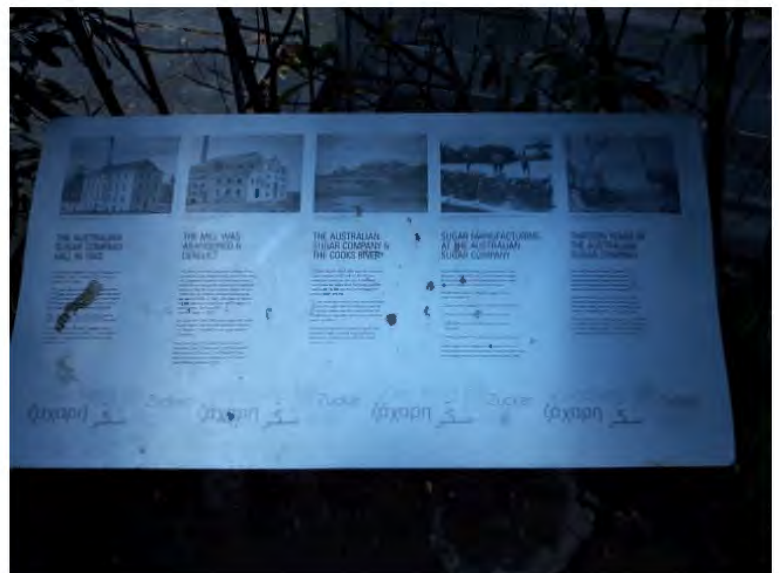


Image 6.8. Interpretation plaques by Rod Howard and Roy Lumby, commissioned by the developer c.2003. There are five plaques positioned on the boundary wall around the perimeter of the property as well as this collection of all five plaques into one narrative, positioned near the entrance to Building 3. This interpretation only acknowledges the 15 years or so when the place was a sugar refinery and ignores the other phases of use and non-use of the site. (Source: BHHH, 2018).

20. That a plan be developed for archaeological relics from previous archaeological excavations of the property, to be located and displayed on or near the site. No relic should be disturbed or excavated except in accordance with an excavation permit, as prescribed under the Heritage Act 1977.

Discussion

- Three archaeological studies were undertaken during the residential conversion: one by Edward Higginbotham (2000) and two by Stedinger (2000 and 2003). The Owners Corporation should seek grant funding to develop a plan for locating, assessing and displaying any foundations and relics discovered through this archaeological research.
- Higginbotham recommended that some interpretation and display of archaeological remnants and relics should be devised and made accessible to the general public, not only the residents of the apartment complex. He suggested that the area between the Sugar House and the Cooks River may have surviving remains of the original engine house, built c.1840, and later developments, right through to the 1980s. He proposed that this area, most of which is owned by Council as a public reserve, may provide a suitable location for interpretation and display, satisfying the requirement for public access (Higginbotham, 2000).



Image 6.9. Archaeological relic found on site during excavations in 2003 by Stedinger & Associates, described as a roughly made cast iron object with flat underside. (Source: Stedinger, 2003)

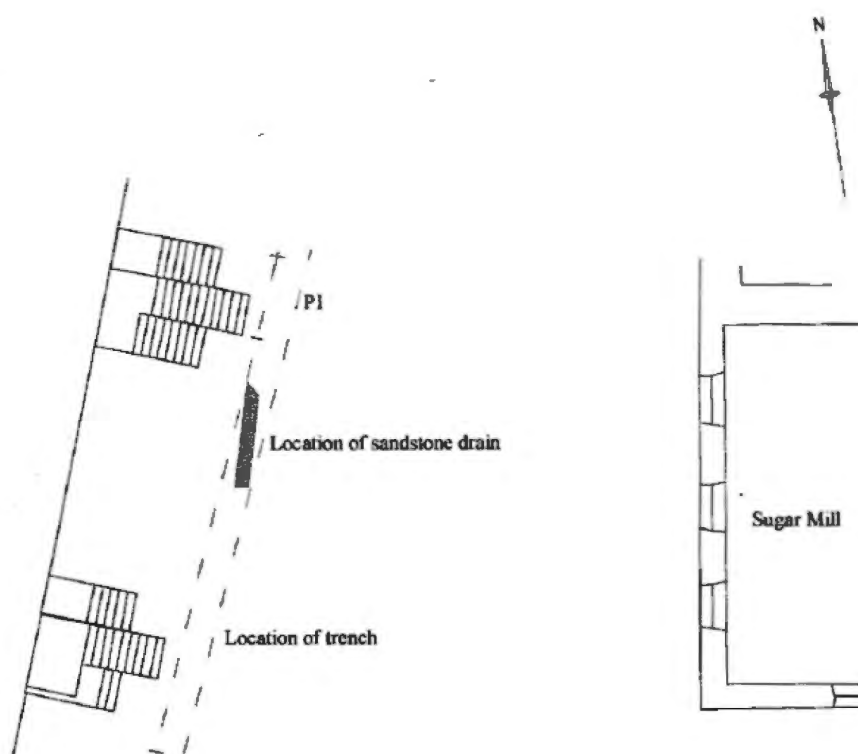


Image 6.10. Plan of archaeological excavation showing the location of a sandstone drain discovered between the townhouses (Building 2) and the Sugar House. (Source: Stedinger, 2003)

21. That the Owners Corporation consider a public access policy whereby the place is opened to the public on occasion, including public talks being given about its history—perhaps once a year during History Week or Heritage Week.

Potential threats

22. That policies aiming to ameliorate climate change be actively pursued to counter the possibility of rising sea levels inundating the Sugar House.



Image 6.11. Map picturing a probable maximum flood (PMF) event associated with climate change. This shows the water level flooding the Sugar House. (Sydney Water, 2009, Annexure B, Figure B31)

7. ABBREVIATIONS, PERMISSIONS AND REFERENCES

ABBREVIATIONS

ABS	Australian Bureau of Statistics
ASC	Australian Sugar Company
CCBC	City of Canterbury Bankstown Council
CDHS	Canterbury & District Historical Society
CMP	Conservation Management Plan
CSR	Originally an abbreviation of “Colonial Sugar Refinery”, this name now represents a broader multinational corporation
LEP	Local Environmental Plan (administered by local government in New South Wales under the <i>NSW Environment Planning & Assessment Act 1979</i>)
NSW	New South Wales (a state of Australia)
NLA	National Library of Australia
OEH	NSW State Government’s Office of Environment and Heritage
“Owners Corporation”	The collective ownership of the common areas of the property, Strata Plan 70958, constituted and governed under the <i>NSW Strata Schemes Management Act 2015</i> .
PCO	Permanent Conservation Order, previous name given to a state heritage listed place under the <i>NSW Heritage Act 1999</i> . All PCOs were transformed into State Heritage Register listings in 1999 following an amendment to the Act.
SG&NSWA	<i>Sydney Gazette and New South Wales Advertiser</i> (an early Sydney-based newspaper)
SHR	State Heritage Register (of the Heritage Council of New South Wales)
SIX	Spatial Information Exchange (online maps) of the NSW Department of Lands
SLNSW	State Library of New South Wales
SP	Strata Plan
SRNSW	State Records of New South Wales
Trove	The National Library of Australia search engine which consults millions of digital records held in the library’s own collection and hundreds of thousands of other repositories around the country.
WSC	<i>Western Suburbs Courier</i> (local newspaper serving Canterbury area)



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