5.3 RECENT ADAPTIVE REUSE CHANGES

PREVIOUS CONDITION REPORTS PRIOR TO THE 2001-2003 BUILDING WORKS

The 1998 Conservation Plan summarised the overall condition of the wharf at the time of the 1996 plan prepared by Howard Tanner & Associates, some works that had been carried out since the 1996 report, and pointed out that there was a considerable amount of remedial work to be done, particularly below the sheds themselves and around the deck areas.

The work carried out since the 1996 report prior to the 2001-2003 building works included:

- The replacement of the entire roofing in corrugated steel and the replacement of defective guttering and downpipes.
- Repair and re-levelling of the subsided section of Shed 21 above the wharf deck.
- Numerous repairs to the steel structure on the lower level.
- Repairs to the Bay Street bridge, including kerbing and balustrade.
- Replacement of the upper concrete deck around the perimeter and repair of its supporting structure.
- Installation of a fire sprinkler system.
- Extensive external painting.

CONDITION REPORTS FOR THE 2001-2003 BUILDING WORKS

As part of the 2001-2003 adaptive reuse works further inspections and reports were carried out. Robert Bird & Partners, Structural Engineers, prepared a report, *Schedule of Rectification of Existing Structure,* while State Forests of NSW prepared a timber inspection report.

Inspections to the underside of the wharf aprons were carried out by Robert Bird and Partners with the aid of a boat, which allowed visual inspections to be carried out to the top portion of the apron piles (above the tidal zone), inspection of longitudinal and transverse apron beams, the soffit of the apron slabs along with a visual inspection of the seawall. The lower level superstructure was visually inspected on foot for low level elements and via the use of a scissor lift for high level elements.

Structural design checks were also carried out to ensure that the existing elements were generally in accordance with AS3600 Concrete Structures Code, AS4100 Structural Steelwork Code and AS1720 Timber Structures Code.

Robert Bird & Partners summarised the condition of the structure in March 2001 as:

> *The building is approximately 85 years old and there was little evidence that normal ongoing structural maintenance had been provided.*
>
> *External exposed steelwork had been painted in the past five years or so, however a number of corroded connections and elements had been painted over at this time with little evidence that rectification of same had been carried out first, to reinstate structural adequacy.*

Internal steelwork elements were not displaying as severe deterioration as external elements, however surface corrosion was prolific, with little evidence of treatment of these internal elements being done.

Concrete elements, in particular the lower level apron, were again highly corroded in places, with cracking and spalling of elements evident mainly on the underside of the apron.

Upper level structural timber columns were suffering from severe decay in places, in particular at their bases on the west side of the building, and again replacement of a number of these elements is required in order to reinstate structural adequacy.

The timber elements which make up the roof trusses and roof purlins display areas where some splitting and termite damage has occurred, and a series of stiffeners is proposed for damaged elements in order for these members to again satisfy the strength requirements of relevant current standards.

There was some evidence of past settlement of the building, in particular along the west side of the building and apron. While this report does not address geotechnical issues, it does address superstructure issues resulting from the settlement of the building. That is, there is some evidence that a number of structural steelwork elements have been under some distress, with the loss ofrivets and/or bolts at connections.

State Forests of NSW were commissioned by Multiplex Developments to inspect the timber on the wharf buildings. The purpose of the inspection was to:

- stress grade timber beams, columns, wall bracing, purlins and roof trusses
- identify the species of timber used
- visually inspect the surface of the flooring
- report on termite activity

The report concluded that a large number of timber members which surround the steel posts on the ground floor at the external walls (including roadway) were decayed where they contacted the concrete or were damaged by termites.

There were active termites in many parts of the building including the floor, structural members, and cladding.

Timber columns at the first floor level on the external wall which support the roof trusses were designed to fit into steel boots just below first floor level This section could not be inspected, but it became evident that many of these columns were decayed were they had come in contact with moisture inside the steel boot.

Various timber species were identified by State Forests. The storey posts were Tallowwood, Grey Gum and Ironbark, as were the main beams which supported the wall framing of level 2. Beams and wall bracing above the cargo doors were Oregon, as where the roof trusses and purlins. The floor was predominately Spotted Gum.

STRUCTURAL RECTIFICATION WORKS 2001-2003

As a result of the inspections carried out by Robert Bird & Partners and State Forests of NSW a document *Schedule of Rectification of Existing Structure* was prepared by Robert Bird.

The structural repairs carried out on the wharf structure as a result of this document are summarised as follows:

1) Apron

1.1 The rectification of spalling and cracked concrete encasement to the timber piles of the apron.

1.2 The rectification of cracked and spalling concrete encasement to longitudinal and transverse beams of the apron.

1.3 The rectification of the seawall south of grid 20.5

1.4 The rectification of cracked and spalling concrete to the apron slab soffit.

2) New ground floor slab and steel piles

Over the years there has been much subsidence of the floor slabs and structural columns, especially in the northern half of the complex. It was determined by the structural engineers that the only way to guarantee a 99 year life for the new works was to create a new structural piling support system. During the 2001-2003 adaptive reuse building works, the whole of the existing internal ground floor slabs were removed and new slabs were constructed supported on concrete beams and new driven steel piles. This has meant that all the dead loads of the shed buildings are now supported off a new structure with minimal loads being imparted to the existing timber piles.

3) Lower level columns

3.1 The removal of rust and the welding of new steel plates where required to latticed columns on the external and internal facades of the shed buildings.

3.2 The removal of rust and the welding of new steel plates where required to internal columns.

3.3 The removal of rust and the re-plumbing where required to internal columns.

3.4 The removal of rust and the welding of new steel plate where required to columns below the central roadway and supporting the edge of the outer decks.

4) Upper floor level

4.1 The removal of rust, the welding of stiffening plates and the bolting of new steel plates to areas of rust where required to upper roadway girder beams and stringers.

4.2 The removal of rust, the welding of stiffening plates and the bolting of new steel plates to areas of rust where required to internal steel girder trusses and internal trussed joists.

4.3 The removal of rot or termite damaged timber flooring where required and its replacement with timber to match existing.

5) Upper level storey posts

A large number of the storey posts on the exposed facades had severe rot or termite damage, some to the degree that there was no structural connection remaining. Some storey posts were replaced to match existing, while the majority were replaced for a height of 1500 mm with a new steel jacket in the profile of the timber post and with the remaining timber above notched and housed into it.

6) Roof structure

6.1 Purlins- generally where roofing purlins were deemed structurally unsound due to termite or weathering they were replaced in new timber to match existing.

6.2 Roof truss top and bottom chords and web tie elements where deemed to be structurally deficient because of splitting or other damage, were repaired by the addition of bolted steel members such as plates and in some cases steel channels. These strengthening plates were painted in a colour to differentiate them as new building work.

7) Upper central roadway

7.1 Where the concrete roadway below the deteriorated bitumen has cracked and spalled, the surface was scabbled back for 50mm and prepared for the new waterproof membrane.

7.2 Where the concrete soffit has spalled, the loose and drummy concrete removed and a proprietary product used to fill the cavities.

HERITAGE FABRIC RECTIFICATION AND REPAIR WORKS

As part of the general repair and conservation work carried out on the wharf buildings during the adaptive reuse building works of 2001-2003, a document, *Heritage Facade Rectification Schedule* was prepared as part of the construction documentation. This set out in detailed bay-by-bay form all rectification and repair work to the external facade, including window and door joinery, timber weatherboarding and corrugated steel cladding. The heritage architects Otto Cserhalmi + Partners P/L also prepared a number of procedural documents for specific repair and rectification works. These *Heritage Action Plans,* which were issued to the contractor, included:

Heritage Action Plan 3 - Removal of cladding, framing and major elements Sheds 19, 20 & 21

This plan applied to the demolition, removal and storage of heritage cladding, timber framing, doors, windows and miscellaneous elements which were required to be removed either temporarily or permanently as part of the adaptive reuse building works.

Heritage Action Plan 4 - Methodology for repair of wharf superstructure including structural timbers, structural steel, cladding and roofing, Sheds 19, 20 & 21

This plan was prepared to ensure that a maximum amount of significant building fabric within the wharf superstructure was conserved, and where appropriate reused in other parts of the wharf buildings.

Heritage Action Plan 5 - Methodology for facade removal & reinstatement around latticed columns to ground floor levels of sheds 19, 20 &21

This plan was prepared to ensure that minimum damage was incurred and a maximum amount of heritage fabric was retained in the process of repairing the steel latticed columns at the ground floor level.

Heritage Action Plan 6 - Methodology for facade removal and reinstatement around storey posts to first floor levels of sheds 19, 20 &21 - Storey post replacement up to 1500mm

This plan was prepared to ensure that minimum damage was incurred and a maximum amount of heritage fabric was retained in the process of repairing, or replacing with steel in some cases, the termite and rot damaged storey posts at the upper level.

Heritage Action Plan 7 - Methodology for facade removal & reinstatement around storey posts to first floor levels of sheds 19, 20 &21 - Full height storey post replacement

This plan was prepared to ensure that minimum damage was incurred and a maximum amount of heritage fabric was retained in the process of repairing the termite and rot damaged storey posts at the upper level.

Heritage Action Plan 8 - Methodology for repair and replacement of structural timber and steel members at apron edge

Prepared to ensure that in the process of repairing and upgrading the timber and steel elements at the wharf apron edge they matched the existing as close as possible.

Heritage Action Plan 12 - Methodology for demolition work and removal of external items on masonry walls of existing shoreshed

Prepared to ensure that the minimum amount of significant heritage was removed or damaged in the process of part demolition of the eastern shoreshed building.

INTERNAL ALTERATIONS AND ADDITIONS

Immediately prior to the 2001-2003 adaptive reuse building works, the wharf shed buildings were occupied by a number of low-rent temporary tenants, not associated with any of the earlier uses of the wharf buildings. This occupation was reflected in the division of the sheds by a number of makshift inter-tenancy walls constructed from timber, corrugated iron chainwire mesh and plasterboard on studs. In the northern third of the upper level of Shed 20 a fitout for overseas passenger facilities carried out by the Maritime Services Board in the late 1960s remained, although extensively altered by subsequent tenants. It was likely these later tenants were responsible for a number of unsympathetic alterations and additions to the heritage fabric (eg the indiscriminate painting of timber slatted screens and the cutting of access holes into deadhouse screens).

Other than the additions and alterations outlined above, the other substantial changes to the original shed buildings which remained at the time of adaptive reuse building works were located at the ends of the sheds at the central breezeway. These alterations and additions of the mid 1960s, were again carried out by the Maritime Services Board. They comprised portworkers amenities and facilities as well as customs offices and were housed on new concrete mezzanine floors constructed at the end bays of the sheds at the central breezeway. None of these concrete mezzanines and associated works were considered of great heritage significance and were demolished as part of the new works. They have been archivally photographed and copies of original drawings remain with the Sydney Ports Authority.

The new internal works involved the insertion of new mezzanine floors into both the lower and upper deck levels as new commercial office floor space. The design of these new floors reflected the policies of the existing Conservation Plan as to the degree of intervention permitted in each of the shed buildings.

Shed 19 and Shed 21 southern half - upper and lower deck levels

At the lower deck level new tenancy subdivisions were created at 22 metre intervals, or three structural bays. A mezzanine with a central void and access stair was constructed within these tenancy divsions (refer photos below). Wet areas and plantrooms were enclosed within partitions at the end of each tenancy. On the upper deck this design principle was repeated, except that at this level a further loft floor was inserted within the zone of the timber roof trusses. In shed 19, between grids 1 and 10, the space was left open, with no subdivisions, which created a large volumetric space suitable for the restaurant tenancy.

Shed 20 and Shed 21 northern half - upper and lower deck levels

At the northern half of the wharf building complex the Conservation Plan allows greater intervention than in the southern half. At the lower deck level inter-tenancy subdivisions generally occur at single and half bay intervals with each tenancy having an introduced mezzanine floor extending over a full bay with an intervening void. At the upper deck level a similar pattern of intervention continues with an extra loft mezzanine being introduced within the roof truss zone.

All these mezzanine floors are supported on new steel structure, with much of the added superimposed loads carried on the new ground floor slab. This has meant that the internal mezzanine structure is easily reversible.

Fig. 5.12 - 2001-2003 adaptive reuse works showing typical three bay subdivision tenancy in upper levels Sheds 19 and 20

Fig. 5.13 - 2001-2003 adaptive reuse works showing typical single bay subdivision tenancy in Sheds 20 and 21

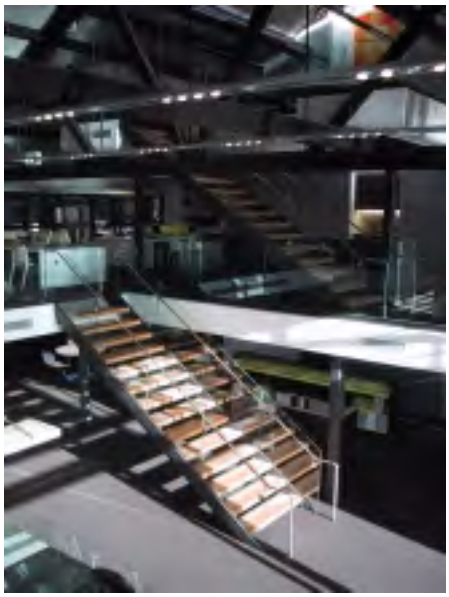

Fig. 5.14 - 2001-2003 adaptive reuse works showing typical three bay subdivision tenancy in upper levels Sheds 19 and 20

Fig. 5.15 - 2001-2003 adaptive reuse works showing typical three bay subdivision tenancy in upper levels Sheds 19 and 20

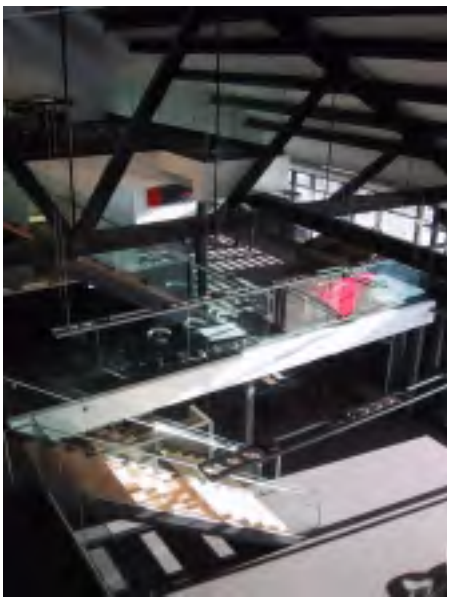

Fig. 5.16 - 2001-2003 adaptive reuse works showing typical three bay subdivision tenancy in upper levels Sheds 19 and 20

Fig. 5.17 - 2001-2003 adaptive reuse works showing typical single bay subdivision tenancy in Sheds 20 and 21

Fig. 5.18 - 2001-2003 adaptive reuse works showing tenancy in which a heritage slatted screen is located.

6.0 ANALYSIS OF EVIDENCE & EVALUATION OF SIGNIFICANCE

6.1 THE CONCEPT OF CULTURAL SIGNIFICANCE

Article 1.1 of *The Burra Charter* defines Cultural Significance as "the aesthetic, historic, scientific/ technical or social value for past, present or future generations." The general approach to assessing the cultural significance is based on that developed by Dr. James Kerr in The Conservation Plan, and relies on the following aspects:

- Demonstrative Ability of a place to demonstrate its past and present through physical evidence (of philosophy, custom or design, process, use, taste, techniques and materials or events).
- Associational Value and links without discoverable physical evidence (association with event or development, impact of persons on place or of place on persons, or mythological or symbolic association).
- Formal or Aesthetic Value and qualities (scale, form, materials and texture, relationships and views, and other non visual sensory qualities).

6.2 EVALUATION CRITERIA

The NSW Heritage Office Criteria for assessing heritage significance are broadly consistent with the criteria contained in *The Burra Charter.* The following are The NSW Heritage Assessment Criteria for local and state heritage significance:

Criterion	LOCAL	STATE
A Course or Pattern of History	An item is important in the course, or pattern, of the local area's cultural or natural history;	An item is important in the course, or pattern, of NSW's cultural or natural history;
B Association of life or works.	An item has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area;	A item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history;
C Aesthetic characteristics	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area;	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW;

Criterion	LOCAL	STATE
D Cultural, Social or Spiritual Associations	An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons;	An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons;
E Contribute to an understanding	An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history;	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history;
F Uncommon, rare or endangered	An item possesses uncommon, rare or endangered aspects of the area's cultural or natural history;	An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history;
G Demonstrating principle characteristics.	An item is important in demonstrating the principal characteristics of a class of the local area's • Cultural or natural places; • Cultural or natural environments.	An item is important in demonstrating the principal characteristics of a class of NSW's • Cultural or natural places; • Cultural or natural environments.

These criteria have been designed to facilitate listing on the State Heritage Register. It should be noted that an item is not to be excluded from the Register on the grounds that items with similar characteristics have already been listed.

It should also be noted that these Heritage Office criteria now exclude Regional Significance.

Criterion A	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
COURSE OR PATTERN OF HISTORY	• Shows evidence of a significant human activity • Is associated with a significant activity or historical phase • Maintains or shows the continuity of a historical process or activity	• Has incidental or unsubstantiated connections with historically important activities or processes; • Provides evidence of activities or processes that are of dubious historical importance; • Has been so altered that it can no longer provide evidence of a particular association.

Criterion B	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
ASSOCIATION WITH LIFE OR WORKS	• Shows evidence of significant human occupation; • Is associated with a significant event or person;	• Has incidental or unsubstantiated connections with historically important people or events; • Provides evidence of people or events that are of dubious historical importance; • Has been so altered that it can no longer provide evidence of a particular association;

Criterion C	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
AESTHETIC CHARACTERISTICS	• Shows or is associated with, creative or technical innovation or achievement; • Is the inspiration for a creative or technical innovation or achievement; • Is aesthetically distinctive; • Has landmark qualities; • Exemplifies a particular taste style or technology.	• Is not a major work by an important designer or artist; • Has lost its design or technical integrity; • Its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded; • Has only a loose association with a creative or technical achievement.

Criterion D	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
CULTURAL SOCIAL or SPIRITUAL ASSOCIATION	• Is important for its associations with an identifiable group; • Is important to a community's sense of place;	• Is only important to a community for its amenity reasons • Is retained only in preference to a proposed alternative;

Criterion E	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
CONTRIBUTING TO UNDERSTANDING	• Has the potential to yield new or further substantial scientific and/or archaeological information; • Is an important benchmark or reference site or type; • Provides evidence of past human cultures that is unavailable elsewhere.	• Has little archaeological or research potential; • Only contains information that is readily available from another resource or archaeological source; • The knowledge gained would be irrelevant to research on science, human history or culture.

Criterion F	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
UNCOMMON RARE or ENDANGERED	◆ Provides evidence of a defunct custom, way or life or process; • demonstrates a process, custom or other human activity that is in danger of being lost; • shows unusually accurate evidence of a significant human activity; • is the only example of its type; • demonstrates designs or techniques of exceptional interest; • shows rare evidence of a significant human activity important to a community.	◆ is not rare; ◆ is numerous but under threat.

Criterion G	GUIDELINES FOR INCLUSION	GUIDELINES FOR EXCLUSION
DEMONSTRATING PRINCIPLE CHARACTERISTICS	◆ Is a fine example of its type; ◆ has the potential characteristics of an important class or group of items; ◆ has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity; • is a significant variation to a class of items; • is part of a group which collectively illustrates a representative type; • is outstanding because of its setting, condition or size; • is outstanding because of the esteem in which it is held.	◆ Is a poor example of its type ◆ does not include or has lost the range of characteristics of a type; ◆ does not represent well the characteristics that make up a significant variation of a type.

6.3 COORDINATION AND ANALYSIS OF EVIDENCE

The coordination and analysis of both documentary and physical evidence of the Jones Bay Wharf and the application of significance criteria has revealed the following aspects of cultural significance of the place.

Because the 2001-2003 adaptive reuse of the wharf buildings has not substantially changed the aspects of cultural significance, the original 1996 conservation plan prepared by Howard Tanner & Associates has been heavily drawn upon for the statements of significance. Accompanying discussions which follow are generally taken from the 1998 CMP by Design 5 Architects.

CRITERION A

Importance in the course or pattern of history in the area's cultural or natural history.

Jones Bay Wharf demonstrates the development of Sydney as an international port during the period 1911-1919, along with other comparable facilities surviving at Woolloomooloo and Walsh Bays. The functional planning linked warehouses to ship, trains and road vehicles is of interest.

Sydney's finger wharves provide important physical evidence of the magnitude of the building program undertaken during the first years of the Sydney Harbour Trust and now provide evidence of the needs of a changing society by its adaptive reuse as commercial offices.

Jones Bay was one of the first wharves planned and built by the Sydney Harbour Trust and its importance can be gauged by the trust's determination to complete it despite interruptions caused by World War I. It was part of the trust's plans for the extensive development of Pyrmont and Darling Harbour to provide for Sydney's growth.

Special mention needs to be made of the existing shore building. It is the only surviving original office building on this wharf and was the only office component until the shore sheds on the other side were converted to offices. It formed a significant component of the function of the finger wharf and part of it remained in use as offices prior to the recent adaptive reuse building works. It was built of brick being different to the main wharf sheds. It is consistent with many of the other Sydney Harbour Trust wharf structures which once lined the southern side of the harbour. It is also related in its characteristics to the surviving shore sheds at Walsh Bay, however, it is a much smaller example than these.

The Jones Bay Wharf is a reminder of the history of Pyrmont and its development as a working class industrial suburb close to Sydney's urban centre and a part of Sydney Harbour. Its construction and engineering helps explain the history of land reclamation and restructuring that has created the landform visible today. Its adaptive reuse as commercial offices at the end of the 20th century demonstrates the changing needs of society.

CRITERION B

Strong or special association with life or works of a person, or group of persons, of importance in the cultural or natural history of the area.

The structure is associated with prominent people through the Sydney Harbour Trust, including H. D. Walsh, chief engineer.

The establishment of the Sydney Harbour Trust in 1901 brought together some outstanding engineers who have left a substantial heritage of wharfage. When they built finger wharves, firstly at Darling Harbour and Walsh Bay, they used practices prevailing overseas and adapted them to local material. They also designed structures that accommodated the limitations and advantages of individual sites and landforms rather than, as is the present practice, removed physical irregularities to create an easily utilised site.

CRITERION C

Importance in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement.

Jones Bay Wharf, Berths 19-21 at Pyrmont makes an important contribution to the overall visual qualities of the remaining set of finger wharves on Sydney Harbour, as it provides a continuity of the classic modular design, now only seen at a few discrete sites in the harbour. This finger wharf is a prominent landmark within the harbour, which provides an important visual transition between the harbour and the developed Pyrmont peninsular beyond.

The long, robustly detailed elevations provide a horizontal, modulated form of strong architectural character. With the adaptive reuse of the interiors as commercial office suites, the scale and majesty of the internal spaces are lost to some degree, but the innovative design of void spaces within the new suites has enabled some of the scale of the original structure to be appreciated.

All of Sydney's remaining finger wharves share a common modular design and use of materials and they form a unique group of industrial structures. They are all good examples of large scale industrial structures with original Federation detailing intact. This wharf now constitutes one of a small group of wharves in Sydney Harbour adaptively changed for new uses.

CRITERION D

Strong or special associations with a particular community or cultural group in the area for social, cultural or spiritual reasons.

The Jones Bay Wharf has supported a variety of uses over the last 75 years especially by providing employment for hundreds of stevedores and handling millions of tonnes of goods. The wharf itself has strong associations with the stevedores who worked there as is illustrated vividly in the interpretive display at the wharf.

CRITERION E

Has the potential to yield information that will contribute to an understanding of the area's cultural or natural history.

Jones Bay Wharf, Berths 19-21 is a major remnant of the former maritime/industrial use of Jones Bay and the Pyrmont peninsular. The wharf therefore has direct association with the working history of this inner city suburb. It is the sole survivor of a set of wharves which once extended down the eastern shore of Darling Harbour. The wharf also has social value as a result of its more contemporary use as an overseas passenger terminal.

The Jones Bay Wharf was used for troop carriers in World War II and Berth 20 was subsequently converted for passenger ship use.

The Jones Bay Wharf is a unique facility that provides warehousing, linking rail, road and sea transportation.

It was the staging point for Australian troops leaving for combat in World War II and it was the point of entry into Australia of many migrants after World War II.

Its current use demonstrates the successful adaptive reuse of a finger wharf for commercial purposes.

CRITERION F

Possesses uncommon, rare or endangered aspects of the area's cultural or natural history.

Jones Bay Wharf, Berths 19-21 is the sole traditional finger wharf, complete with wharf and shore sheds, remaining in Jones Bay and Pyrmont. The wharf has significant historical and technological links with the Darling Harbour Goods Yard and railway line which was an important initiative in constructing an integrated link between the two transport technologies. The wharf is a rare remnant of a period of wharf construction which was crucial to the development and emergence of Australia as an international trading nation.

The rail link of the Pyrmont and Jones Bay wharves to the Darling Harbour rail yards makes them unique among the wharves constructed by the Sydney Harbour Trust. This rail link was part of the expansion of the NSW railway system. It was designed to handle wool and wheat for export and was the terminus for many rail lines.

The Jones Bay Wharf is the only wharf which retains these rail lines. In the last several decades, once important wharves at Pyrmont, Darling Harbour, Woolloomooloo and Walsh

Bay have either been demolished or are in the process of substantial redevelopment. In its recent *Heritage Study of 19th and Early 20th Century Trading Wharves,* the National Trust has listed Berths 19-21 among the three most significant and threatened, wharf sites in Sydney Harbour. The other two sites are Woolloomooloo and Walsh Bay.

CRITERION G

An item important in demonstrating principle characteristics of a class of the area's

- cultural or natural places
- cultural or natural environments.

This wharf is unique in Sydney because of the early use of concrete in its construction. The wharf demonstrates a significant use of natural features, most noticeably in the exploitation of the topography which required extensive excavation and the use of concrete reinforcement and bridges to provide for free movement of wagons for loading and unloading. The modular design of the wharf, and its relationship to the surrounding topographic features, demonstrate the application of newly available technologies and building techniques to Australian conditions.

Its use of reinforced concrete, hardwood, steel lattice columns, riveted steel girders, bow-string steel trusses, in combination, make it an innovative structure. The glazed tile oculi or lightwells set in the upper roadway are also of interest.

Jones Bay Wharf is typical of the construction of the period. The following details are taken from an engineering description within the report prepared by Howard Tanner & Associates. The wharf is a tripartite structure occupying a core plinth of landfill and peripheral timber hardwood piles and linked to Bayview Street by a riveted steel bridge (secured by land ties) and supporting a two-level structure above. This, in part, follows the normal construction of filled ground behind precast walls. (These precast sea walls were a very early use of reinforced concrete and were originally developed to provide rat-proof walling under wharves following the bubonic plague outbreak in 1900. It is typical of all the early twentieth century wharf construction methods.)

The wharf comprises a piled deck area around a central rubble mound of sandstone fill. The wharf deck is of reinforced concrete construction over concrete encased steel headstocks and girders. The headstocks and girders are supported on concrete encased timber piles. The timber piles are founded in a stiff clay layer typically at about R. L. - 18m AHD, with the concrete encasing of the piles extending to below the top of the ballast fill.

The centre mound of sandstone fill is approximately 50 metres wide. On the landwards or southern end of the wharf, the central mound is retained by a trestle and plate seawall, whilst a mass concrete seawall has been used toward the northern end of the facility and around the wharf head. The seawalls are founded at the crest of a submerged ballast batter formed at approximately 35^0.

The piles supporting the superstructure are stabilised along the line of the seawall by land ties connected to deadman anchor blocks located within the central access road.

6.4 STATEMENT OF CULTURAL SIGNIFICANCE

The following statements clearly set out the Cultural Significance (also known as Heritage Significance), of the Jones Bay Wharf. They take into account the various aspects of this significance and have been revised and adapted from the 1996 conservation plan prepared by Howard Tanner & Associates for the City West Development Corporation.

SUMMARY STATEMENT OF SIGNIFICANCE

The Jones Bay Wharf, Berths 19-21 is of exceptional (state) significance as a remarkable port structure, whose size and classical modular design make it a landmark for Pyrmont and Sydney Harbour. It is now a rare and significantly intact example of early twentieth century wharf construction and is unique in the Sydney region for its very early use of reinforced concrete. The wharf is also unique in that it retains in its fabric and configuration, evidence of its linking of rail, road and sea transportation. Since its completion in 1919, this wharf has played an important role in significant historical events and the development of Australia's international trade and retains physical evidence of these various uses.

PRIMARY SIGNIFICANCE

The Jones Bay Wharf is of exceptional (state) cultural significance as a remarkable port structure, whose size and classical modular design make it a landmark for Pyrmont and Darling Harbour specifically, and Sydney Harbour generally.

Despite the loss of certain features and the recent adaptive building works, the Jones Bay Wharf is a relatively complete and intact example of early twentieth century waterfront technology at its most developed. Its early use of reinforced concrete make it a unique wharf structure in the Sydney region. This, together with the use of steel lattice columns, riveted steel girders, bow-string steel trusses, and hardwood, all in combination, make it a highly innovative structure for its time.

The Jones Bay Wharf survives as a unique waterfront facility in Sydney Harbour, retaining in its fabric and configuration, evidence of its linking of rail, road, and sea transportation. The rail connections with the state rail network were integral to the wharf's design and electric capstans enabled direct wagon shunting on the wharf. Electric lighting and handling facilities such as lifts, cranes and mobile gantries allowed efficient loading to both upper and lower levels. No other wharfage group displays the full range of facilities as is at the Jones Bay Finger Wharf.

The Jones Bay Wharf is an integral part of our maritime history and forms a key element of the historic Pyrmont waterfront. It retains significant associations with the development of Australia's foreign trade and associated waterfront industries. It has supported a variety of uses over the past 75 years, handling millions of tonnes of goods and providing employment for hundreds of stevedores.

The Jones Bay Wharf also retains significant associations with major events in Australia's history. It is one of the staging points for Australian troops leaving for combat in World War II and also a point of entry into Australia for many migrants after World War II.

Jones Bay Wharf together with its adjacent elements, the royal Edward Victualling Yard, other early waterfront elements, the cliff face, bridges and Way's Terrace, forms a cohesive precinct

with a strong and distinctive identity as part of a working harbour. It is the continuation of this maritime activity, combined with the associated extant structures, which gives the precinct a character and integrity almost unique in Sydney.

SECONDAY SIGNIFICANCE

Jones Bay Wharf is the sole traditional finger wharf, complete with wharf and shore sheds, remaining in Jones Bay and Pyrmont. The wharf includes a double row of two storeyed steel and timber sheds with central roadways to both levels, carried on fill with timber piles supporting the wharf aprons.

The surviving brick and timber shore shed, built as offices, formed a significant component of the function of the Jones Bay Wharf and part of it remained in use as offices prior to the 2001-2003 adaptive reuse works. It is the only surviving office building at this wharf, the timber office building on the other side of the central road bridge having been demolished in 1993. It is related in its characteristics to the surviving shore sheds at Walsh Bay, however, it is a much smaller example than these.

The Jones Bay Wharf is associated with prominent people through the Sydney Harbour Trust, including H.D Walsh, chief engineer.

7.0 CONSTRAINTS & OPPORTUNITIES

7.1 IMPLICATIONS OF HERITAGE SIGNIFICANCE

In order to formulate conservation policies and an implementation strategy for the Jones Bay Wharf, it is necessary to take into account a number of factors and constraints raised in this section of the document.

As noted in section 6.4 in the Statement of Cultural Significance, the Jones Bay Wharf has been identified as an item of state historic, social and aesthetic significance. Any unsympathetic works to the buildings or wharf structure, considered of heritage value, will be detrimental to the significance of the place. The maritime and industrial nature of the place are major characteristics which give the wharf significance and any additional development of the site should consider its impact on these values.

7.2 EXTERNAL REQUIREMENTS

The Jones Bay Wharf is the subject of various statutory instruments, which have an impact on the future uses and management of the site. These are set out in the sections below.

7.2.1 AUSTRALIAN HERITAGE COMMISSION

The Jones Bay Wharf, Berths 19-21 has been placed on the Register of The National Estate since October 1998 (see Appendix).

The official AHC Statement of Significance can be summarised as follows:

> *This wharf, built between 1911 and 1920, is one of a collection of wharves around Sydney Harbour which are the result of the first period of control and design of the commercial port areas of Sydney. The operation of the large wharves in Pyrmont has a major physical and social impact upon the surrounding area. The labour intensive wharves were central to the development of working class politics and their economic importance gave considerable influence to the labour unions associated with the dock workers. Wharf 19-21 Pyrmont, like other similar wharves around Sydney Harbour (of which this is one of the largest and most sophisticated), demonstrates innovative design in its engineering and use of materials and proved to be efficient and practical facilities until changes in shopping and goods handling equipment led to its progressive obsolescence. In its day it was equipped with the most modern equipment available and represented the most advanced wharfage layout and construction.*

The Australian Heritage Commission is a Federal Government body. Listing on its register imposes legal restrictions on the Commonwealth Government only, not on private individuals, private corporations, or on state or local governments within the State.

7.2.2 NSW HERITAGE COUNCIL

At the time of the registration of the Strata Management Statement no heritage order has been placed on the Jones Bay Wharf by the NSW Heritage Council. However, proposals involving alteration, disposal or demolition of items of state or regional significance, such as those listed in the regional environmental plans, (as well as those covered by heritage orders), should be referred to the Heritage Council through the NSW Heritage Office. The wharves and sheds are listed as heritage items in SREP 26 - City West and are included in the Pyrmont Point Master Plan. This requirement effectively means that the Heritage Office must endorse the conservation plan before it can be adopted by PlanningNSW.

Section 139 of the Heritage Act 1997 protects archaeological relics and this also applies to the site.

7.2.3 NATIONAL TRUST OF AUSTRALIA (NSW)

The place is listed by the National Trust of Australia (NSW) (see appendix).

In May 1980 the Jones Bay Wharf was listed as a single item for the following reasons:

> *These early 20th century finger wharves are unique in Sydney because of the early use of concrete in their construction. There is a use of natural features most noticeably in the exploitation of topography which required extensive excavation and use of concrete reinforcement and bridges to provide for free movement of wagons for loading and unloading and in the light wells of the sheds which provide natural daylight to the totally enclosed lower level. The railway goods line to Darling Harbour Goods Yard links the wharves to the railway system of New South Wales and is a visual link between the two transport technologies. Finger wharves such as these are the only visually unifying feature, other than natural foliage, around Sydney Harbour.*

It was also included within the Pyrmont/Ultimo Urban Conservation Area which was listed in November 1977 and revised in November 1980. The reasons for listing are given as:

> *The Pyrmont/Ultimo Urban Conservation Area must be preserved because of its important areas of representative 19th century housing and a group of wool store buildings unique in type and historically and architecturally of great significance for their size and concentration.*

While the National Trust is a non-statutory body, its listings are highly regarded by government authorities. It is certain that the National Trust will be asked to comment on any development of the place, and their comments and recommendations will need to be addressed.

The trust does not advocate rigid and unnecessarily restrictive development controls with regard to listed items or places but recommends that their significance as part of the national, state or local heritage should be conserved through controls that allow, where necessary, for new and compatible development and associated works which respect the character of the place or item through enhancement rather that conflict.

7.2.4 ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979

The Jones Bay Wharf is located in the Ultimo-Pyrmont Precinct of the City West Area. This area is subject to the Sydney Regional Environmental Plan No. 26 - City West (SREP 26). It is also covered by the Pyrmont Point Master Plan and the Urban Development Plan for the Ultimo-Pyrmont Precinct, 1995 update.

Sydney Regional Environmental Plan No. 26 - City West (SREP 26) 1992.

The Jones Bay Wharf is listed in the SREP 26 in Schedule 4 - Heritage Items, as heritage item No. 99 *Wharves and Sheds, Wharf 19, 20, 21, Jones Bay Road.* (The road has since changed its name to Pirrama Road).

The aim of the SREP 26 is set out in the Planning Principles. Regarding heritage, the plan states:

> *The items of heritage significance are to be conserved and enhanced. New development is to respect the character of heritage items and conservation areas. The reuse of heritage buildings through adaptation is to be encouraged.*

Regarding urban design and the public domain:

> *Development in City West is to enhance, complement and contribute to the development of the public domain in order to create a high quality physical environment for access, enjoyment and recreation for residents and workers.*
>
> *Development in City West is to contribute to a high level of residential amenity and convenience.*

In Division 3 of the plan, the planning principles for urban design include:

> *The heights and scale of new buildings are to respect existing buildings in the locality, particularly heritage items and buildings in conservation areas.*
>
> *Development on the waterfront and on adjoining land is to maximise the environmental quality of those parts of the peninsular for all users.*

Division 6 of the SREP applies to *Heritage Conservation*, and includes the following clauses.

General considerations

> *29. Development of or including a heritage item, in the vicinity of a heritage item, or within a conservation area, must be compatible with the conservation of the heritage significance of the item or the character of the conservation area.*

Duty of consent authority

> *30. Before granting consent to any such development, the consent authority must consider the heritage significance of the item or conservation area and:*
> - *the relevant architectural features of the item; or*
> - *the character of the conservation area.*

Conservation plans

> *31. The consent authority may require a conservation plan to accompany an application for development consent relating to a heritage item.*

Demolition of heritage items

32. Before granting consent to development which includes demolition of a heritage item, the consent authority must seek the views of the Heritage Council of New South Wales and consider any such views received within 28 days of the day on which notice of the proposed development was given to the Heritage Council.
The views of the Heritage Council need not be sought if:
- *the development concerned consists only of a partial demolition of a heritage item; and*
- *in the opinion of the consent authority, the partial demolition will be of a minor nature and will not adversely affect the significance of the item.*

Potential archaeological sites

33. Before determining an application for consent to development on land identified in an urban development plan as a potential archaeological site, the consent authority may request a report on the likely impact of the development on any archaeological material.

It should be noted here that the Jones Bay Wharf site was identified as a potential historical-archaeological site under the Urban Development Plan for the Ultimo-Pyrmont Precinct 1995, update, but was not included as such in the later Master Plan.

Under SREP 26 there are three land use zones which affect the Jones Bay Wharf. The wharf and sheds are zoned *Residential-Business.* The plan states in Division 4-17:

Only uses which the consent authority is satisfied are generally consistent with one or more of the zone objectives permissible in this zone.

The objectives of this zone are:

- *to encourage a wide range of residential, and commercial and educational uses; and*
- *to encourage a mix of land uses which is compatible with the achievement of a high-quality residential environment and character; and*
- *to provide maximum opportunities for people to live and work in the one locality; and*
- *to accommodate uses which generate employment opportunities; and*
- *to ensure that the total amount of employment generating development is compatible with the traffic capacity of the Precinct and adjoining areas; and*
- *to provide for public recreation and tourist facilities which take advantage of the locality and proximity to central Sydney and harbour locations.*

Consent is to be granted to development within this zone only if the consent authority is satisfied that carrying out the proposed development will be consistent with the planning principles for the relevant precinct and for City West, particularly residential provision and amenity.

It must be noted here that the plan defines residential use as excluding *a hotel, an apartment hotel, (suites of rooms or hired out without leases on a short term basis), or a motel.* It defines business use as *any form of development carried out for a commercial or educational purposes.*

Under SREP 26 a strip around the waterfront perimeter of Jones Bay Wharf is zoned as *Public Recreation*. The objectives of this zone include:

- *to provide public access to all parts of the public domain, especially waterfront areas and escarpments; and*
- *to provide for facilities which accommodate or are ancillary to recreation opportunities relating to the use of the public domain.*

The harbour area around the Jones Bay Wharf is zoned *Waterways*. The objectives of this zone include:

- *to provide for water-based and foreshore development which will contribute to the recreation and tourism potential of the locality; and*
- *to ensure that activities associated with development are compatible with the use of Darling Harbour and Johnston's Bay for commercial shipping and Navy and other functions; and*
- *to ensure that development on the waterways maintains or enhances the environment quality and amenity of the Precinct.*

Urban Development Plan for Ultimo-Pyrmont Precinct, 1995 update

As a master plan has since been prepared for this area, this Urban Development Plan has been superseded in this particular instance.

Pyrmont Point Master Plan

This master plan is intended to guide the type, scale and form of development in the precinct and must be read in conjunction with SREP 26 and the Urban Development Plan.

One of the objectives of the land use proposals in this plan is to *develop appropriate adaptive uses in heritage Piers 19-21, Jones Bay Wharf*.

Under section *2.5 Public Recreation*, an approximate area of 7,000 sq.m. around the east, north and west edges of Jones Bay Wharf is zoned Public Recreation.

Under section *3.2 Pedestrian Network*, it is proposed to:

Provide a stair at Piers 19/20/21 on the north east side of the Jones Bay Bridge consistent with a conservation plan for the structure.

also to:

Provide barrier free access for disabled users where possible.

View corridors are identified and defined and integrated with the public domain network.

Section 4.4 deals with the heritage conservation and archaeological remains. The main objective is to *Evaluate and conserve valuable heritage items*. It provides for the conservation of the Jones Bay Wharf in accordance with a conservation plan, and *encourages the reuse through*

adaptation and modification.

Section 4.5 describes the principles of siting and built form for new development. Under this master plan the wharf is identified as development site C. The area to the south of Shed 21 is identified as a site for a new structure.

Development of this site shall maintain the general form, structure and fabric of the existing heritage Wharf as addressed in a Conservation Plan for the Wharf, to be prepared.

PROVISIONS

(i) Conserve, adapt and reuse Jones Bay Wharf in accordance with a future Conservation Plan.

(ii) Develop new building/s in accordance with the principles in Figures 26, 27 to comply with a future Conservation Plan for Jones Bay Wharf and which:

- *provide a maximum gross floor area of 2,500 sq.m in addition to the existing finger wharf buildings,*
- *provide publicly accessible stair access.*

(iii) Provide a gross floor area in accordance with a future Conservation Plan and to a maximum of 30,000 sq.m on Site C.

The maximum envelope described for the new structure, proposes a continuation of the shape of the main wharf shed to the boundary with Pirrama Road. This envelope is not considered appropriate in the light of the findings of this conservation plan.

The appendix to this document, although not forming part of the adopted plan, provides background information on the framework for this document. As one of the key elements in its goal to provide a unified urban design concept for the Pyrmont Peninsular, heritage considerations are described as:

Retain and conserve significant buildings, street pattern, open spaces, topographical features, views to the harbour, and provide evidence of the historical nature of Pyrmont within an overall urban structure.

For the public domain:

Provide pedestrian connections and views to and from public open spaces and the water so that there is a coherent relationship between streets, urban parks and the foreshore.

Provide a continuously accessible waterfront.

Ensure vistas to major heritage items and reinforce views to water.

For land use:

Pyrmont will be a mixed-use working and living environment comprised of community and recreational facilities, a variety of parks and public urban spaces and a diverse

range of retail, commercial, residential and harbourside uses.

Waterfront activities and uses will be maintained and reinforced where appropriate and compatible with residential uses and public access to the waterfront.

7.2.5 BUILDING CODE OF AUSTRALIA

The Building Code of Australia (BCA) is the principle document guiding all construction work in Australia. The BCA covers aspects of building such as structure, fire resistance, access and egress, fire fighting equipment, mechanical ventilation and certain aspects of health and amenity. Its provisions regarding fire and egress will be the most critical ones for the adaptive reuse of the Jones Bay Wharf.

Where compliance with the BCA may compromise the architectural integrity of the building and diminish its cultural significance, dispensation may be sought through the Fire Advisory Panel of the Heritage Council. The BCA does not necessarily apply to existing building and discretion should be used in its application to existing buildings. How the intent of the provisions is applied rather than the prescribed method will depend, to a large extent, on the skill and creativity of the consultant design team.

7.3 AUSTRALIAN ICOMOS (THE BURRA CHARTER)

Jones Bay Wharf, Berths 19-21 has been assessed in this report, and it has been identified as having a high degree of cultural significance. It is generally accepted, and in many cases mandatory, that all work on such places should be carried out in accordance with the principles of Australia ICOMOS Burra Charter 1999 (refer to Appendix). In particular, the following constraints which arise from the Articles of the Charter should be noted. Some of these are covered by other policies but where they are not, the relevant policy has been formulated below.

- Provision should be made for the continuing security and maintenance of the place (Article 2).
- All conservation works is to be based on a respect for the existing fabric. Evidence of all phases of the history and use of the place should be kept *in situ*. Conservation action and development at the place should not distort the evidence provided by the fabric and should tend to assist rather than impede its interpretation (Article 3).
- Conservation should make use of all the disciplines which can contribute to the study and safeguarding of the place (Article 4.1).
- Conservation of a place should take into account all aspects of its cultural significance (Article 5).
- Conservation requires the maintenance of an appropriate visual setting. No new construction, demolition or modification which would adversely affect appreciation or enjoyment of the place should be excluded (Article 8).
- Reconstruction is appropriate only where it is necessary for the survival of the place and its significant fabric. All reconstructed elements should be identifiable on close inspection as being new work (Articles 17 & 19).
- Adaptation of the fabric is acceptable where the conservation of the place cannot

otherwise be achieved. Such adaptation should not substantially detract from the cultural significance of the place (Article 20).

- Fabric of cultural significance unavoidably removed in the process of adaptation must be kept safely to enable its future reinstatement (Article 22).
- The place must be fully recorded before any intervention or works commences. (Article 23).
- The individuals responsible and the procedures for making policy decisions on the place must be identified (Article 26).
- Appropriate professionals with conservation experience should be involved in advising and assisting the works at all stages. A log must be kept of all new evidence and additional decisions (Article 27).
- The records required by Articles 23, 25, 26 & 27 should be placed in a permanent archive and made publicly available (Article 28).
- All items of significance removed from the place should be professionally catalogued and protected (Article 29).

7.4 IMPLICATIONS OF EXISTING CONDITION

As outlined in Section 5.0, Physical Evidence, much rectification and repair work has been carried out on the wharf buildings since 1996, the major work being carried out in the 2001-2003 adaptive reuse works. The following, shown in italics, are items of required work which were highlighted in the 1998 Conservation Plan. Following each entry is a summary of the work carried out to the same items in the 2001-2003 works.

The fill and piles below the north end of Shed 20 have subsided and the whole end of the building requires stabilisation and levelling.

The entire wharf shed buildings are now supported off new steel piles and a structural ground floor slab which has eradicated the subsidence problems. The superstructure itself has been re-levelled to some degree, but should not suffer again from any further significant movement..

The main wharf deck requires some repair and the introduction of more drainage holes to prevent water ponding.

Repairs to the lower deck have mainly occurred to the underside where concrete had been spalling and causing corrosion to reinforcement. More drainage outlets have been installed but some ponding will inevitably still occur.

Repairs are still required to the steel lattice columns facing the central roadway.

Steel lattice columns have been repaired throughout the building with new structural connections being made at lower deck level.

The central upper roadway has deteriorated and its cracked topping admits water into the reinforced concrete structure below.

A new waterproof membrane with asphalt topping has been applied to the upper roadway.

The existing brick shore shed and adjacent structures have extensive termite damage.

The shore shed building has been gutted internally and extensive repair and replacement of termite damaged timber has occurred throughout the complex.

The existing timber baulks and fender piers around the wharf perimeter have deteriorated and require repair.

Extensive replacement of timber members at the apron edge has been carried out.

For a more extensive summary of repair and rectification work carried out refer to Section 5.0 and Physical Survey in the Appendix.

The general state of the existing fabric and structure and the degree of structural repair and rectification of original fabric which has been carried out in recent years has made the wharf buildings into a structure capable of sustaining occupation well into the future as well as retaining its integrity as a heritage maritime place. This, of course, can only be a reality if a maintenance regimen as detailed in the Maintenance Inspection Plan is adhered to.

8.0 CONSERVATION POLICIES

This Conservation Management Plan aims to identify the cultural significance of the Jones Bay Wharf. The policies have been divided into sections, starting with planning and management issues, and then by broader issues relating to the setting, followed by more detailed policies regarding conservation, maintenance works and new adaptive works.

This document is intended to be used in the preparation of any future planning for the building as well as by consultants planning or documenting future works.

This section contains conservation policies aimed at ensuring future work will not result in a loss of the cultural significance of the place. The policies themselves are set out in italics and are accompanied by a short explanation of the reasoning behind the policy.

The policies and discussion generally follow those in the 1998 CMP, while others have been revised. Generally where policies have been revised and supersede those of the 1998 document it has resulted from implications arising from the 2001-2003 adaptive reuse works.

The conservation policies are set out as follows:

8.1 Conservation Management Plans Policy
- This Conservation Management Plan
- Methodology
- Accessing the Conservation Management Plan
- Review

8.2 Conservation Management Planning Policy
- Continuity of Approach
- Planning Instruments
- Maintaining Records

8.3 Management Policy
- Building Management

8.4 Conservation of the Setting Policy

8.5 Treatment of Fabric Policy
- Conservation Works
- Building Maintenance

8.6 Future Use Policy

8.7 New Works Policy

8.8 InterpretationPolicy

8.9 Archaeology Policy

8.1 CONSERVATION MANAGEMENT PLAN POLICY

THIS CONSERVATION MANAGEMENT PLAN

The long term conservation of the Jones Bay Wharf requires the implementation of both management and conservation strategies to provide for the retention and enhancement of its cultural significance. Following approval of the draft document by relevant stakeholders the CMP is to be submitted to the Sydney Harbour Foreshore Authority for adoption.

Policy 8.1.1
Use this Conservation Management Plan as a basis for the future management of the wharf buildings. This document should be submitted to the Sydney Harbour Foreshore Authority for adoption.

Policy 8.1.2
Apply this Conservation Management Plan during development and conservation works. Development applications should address the CMP.

METHODOLOGY

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter 1999) has been widely accepted across Australia as the underlying methodology by which all works to heritage buildings and sites are undertaken. Jones Bay Wharf has been identified as being an item of state heritage significance (see sections 7.0 & 8.0).

The definitions and terms of the Burra Charter are explained in Section 2.9. A copy of the Charter is contained in the Appendices at the end of this document.

Policy 8.1.3
Ensure conservation, maintenance and associated new works to the wharf buildings are undertaken in accordance with current conservation and planning methodologies.

- *the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance Burra Charter 1999)*
- *this Conservation Management Plan*
- *all relevant planning instruments, such as the EP&A Act and the NSW Heritage Act 1977.*

Policy 8.1.4
Retain the cultural significance of the place, including the aesthetic, historic and social, as set out in the Statement of Significance in this CMP.

Policy 8.1.5
Ensure the conservation of the place, using all the processes for care of the place including maintenance, preservation, restoration, adaptation and interpretation to retain the cultural significance embodied in its fabric, setting, use and associations.

Policy 8.1.6
The approach to the building fabric and contents is to be one of minimal intervention consistent with the place's conservation.

Policy 8.1.7
Change may be necessary to retain cultural significance, but it is undesirable where it reduces cultural significance (Burra CharterArticle 15.1).

Policy 8.1.8
Ensure that changes, which reduce cultural significance, are reversible and are reversed when circumstances permit (Burra Charter Article 15.2).

ACCESSING THE CMP

As well as forming part of the Strata Management Statement which will be retained on site at the building manager's office, copies of the Conservation Management Plan are to be lodged with PlanningNSW (since June 2003 the Department of Infrastructure, Planning and Natural Resources), the Heritage Office of NSW, the State Library of NSW and the Sydney Harbour Foreshore Authority.

Policy 8.1.9
Ensure this Conservation Management Plan becomes a publicly accessible document. Public accessibility can be achieved through:

- *lodging copies with Department of Infrastructure, Planning and Natural Resources, the Heritage Office of NSW and the Sydney Harbour Foreshore Authority*
- *lodging copies in the State Library of NSW as well as other public libraries*
- *publishing the document*
- *making the document available on the Internet.*

REVIEW

A regular review of the policies contained within this Conservation Management Plan, and their implementation, are to be undertaken as outlined in clause 10.3 of the Strata Management Statement. This review should aim to ensure that conservation methodology and practice is integrated, not only into the planning of new works and conservation works but also in the day to day maintenance and operation of the place.

Should any major change of use be proposed for the place, or if the management structure of the place changes, the CMP should be reviewed. It is possible that future adaptive reuse works will be required to maintain the economic viability of the wharf buildings, in which case the CMP should be reviewed.

It is also possible that additional documentary or physical evidence will come to light in the future. These discoveries may result in the need to reassess the conservation policies contained within this document. The relative significance of individual items may also change, as other similar items are substantially altered or destroyed.

Policy 8.1.10
Follow the procedures for regular review and updating of the CMP contained in clause 10.3 of the Strata Management Statement.

8.2 CONSERVATION MANAGEMENT PLANNING POLICY

CONTINUITY OF APPROACH

Incremental change over time can result in the loss of cultural significance of a heritage item. The management of the heritage assets should include mechanisms for the management of change to that asset. The detailed conservation policies set out how current conservation methodology and practice should best be applied to this site and its individual components.

It is essential that there is a continuity of approach. Works to the wharf buildings should not be undertaken on an *ad hoc* basis. The Strata Management Statement requires that a single management body be responsible for administering the Conservation Management Plan. This body, the Building Management Committee, must ensure that it seeks regular professional advice from a Heritage Architect when interpreting the policies of the Conservation Management Plan.

Policy 8.2.1
Ensure continuity of approach to works at the Jones Bay Wharf, to manage incremental change and to prevent gradual loss of the character of the place as a whole.

Policy 8.2.2
All works to the wharf buildings are to be co-ordinated by the Building Management Committee. The Building Management Committee shall seek regular professional advice from a Heritage Architect when administering the Conservation Management Plan.

PLANNING INSTRUMENTS

This Conservation Management Plan and its detailed policies should be consulted when preparing new, or amending existing planning instruments, master plans etc. that have the potential to impact upon the Jones Bay Wharf and its setting. These planning instruments should recognise the heritage significance of the building and its setting.

Policy 8.2.3
The cultural significance of the Jones Bay Finger Wharf should be recognised in future planning controls, master plans etc., which affect the place and its setting.

MAINTAINING RECORDS

It is essential that a record of changes to the Jones Bay Wharf be maintained and archived. Recording should be undertaken whenever a modification to significant building fabric occurs. This includes maintenance work, as incremental change over time can result in the gradual loss of significant fabric. The reasoning behind the selection of a particular conservation approach and the methodology and the scope of each major conservation project should also be recorded and archived. This recording of the methodology, and the scope of works, should then form the basis of future documentation for repair and maintenance works. These records should be maintained at the site and be the responsibility of the Building Management Committee. Copies of all consultant reports should also be retained.

A photographic record of works in progress should also be undertaken. Video recording of the site before, during and after works is desirable.

At the end of conservation, maintenance or building works, all of the records, including the progress photographs and any field notes should be archived.

Policy 8.2.4
The Building Management Committee shall maintain and archive a record of conservation and maintenance works, including the reasoning for particular works.

Policy 8.2.5
The Building Management Committee shall maintain a register of all works and their relevant approvals if required.

Policy 8.2.6
The Building Management Committee shall maintain an archive and catalogue of all documents, artefacts and studies in other media pertaining to the Jones Bay Wharf.

Policy 8.2.7
The Building Management Committee shall ensure all changes to significant fabric are recorded in accordance to recording guidelines issued by the Heritage Office.

8.3 MANAGEMENT POLICY

These policies cover the area of management structures and their mechanisms. The existence of a management structure and an understanding of who is responsible for the implementation of the policies in the CMP is of utmost importance to the Jones Bay Wharf site. The Strata Management Statement sets out the management structure for the Jones Bay Wharf. The Building Management Committee will represent owners and occupants of the wharf and will support and carry out the policies of the Conservation Management Plan and be accountable to the relevant authority.

As well, a Management Plan should be prepared which guides and implements this overseeing process.

Policy 8.3.1
The Building Management Committee shall be responsible for all decisions affecting Jones Bay Wharf and shall be directly accountable to the relevant statutory body having authority for the place.

Policy 8.3.2

Appoint a "project coordinator" integrated into the site management structure, to implement the conservation policies contained in the CMP, including mechanisms for the short and long term conservation of the place. Ensure that the project coordinator liases with a Heritage Architect who will report directly to the Building Management Committee on matters relating to the CMP and heritage conservation.

The long term conservation of of the significance of the Jones Bay Wharf can only be achieved if all lessees and occupants of the place undertsand and support its value. In order to do this, every effort must be made to educate all concerned and make them aware of these values.

Policy 8.3.3
This document with its conservation policies will be attached to the Strata Management Statement and must guide any fitout or other development at the wharf.

8.4 CONSERVATION OF THE SETTING

The relationship between the Jones Bay Wharf, adjacent wharf areas and the Pyrmont peninsular is both historically and aesthetically significant. It is strengthened by the continued use of the Royal Edward Victualling Yard and until recently, the wharf, for maritime related activities. This relationship has been severely damaged to the west where the structures on Wharf 22 have been demolished and replaced with Pyrmont Point Park. As well traditional uses on Darling Island are giving way to new residential uses. These have compromised the industrial scale and maritime character of the area, although in the case of the park, provided much needed recreation space. The scale of the wharf is such that it benefits from having the other related structures near to it to give it context and scale. The association of the wharf with the railway is also fundamental to its understanding and significance, as well as its industrial, maritime character.

Policy 8.4.1
The relationship of the wharf to the landform and buildings of Pyrmont, and to the water must be conserved.

Policy 8.4.2
The integrity and function of the Jones Bay Wharf as a significant component of an active maritime precinct must be conserved.

Policy 8.4.3
The industrial and maritime character of the wharf must be retained. The railway tracks on the outer aprons must be conserved so that the association of the wharf with the

railway transport system is not lost.

8.5 TREATMENT OF THE FABRIC

CONSERVATION WORKS

The following are general policies outlining solid principles for any conservation works carried out individually or as part of any future adaptive reuse building works.

Maximising the survival of original fabric is important to retain the building's authenticity and integrity. The retention of original fabric should be the first preference in any adaptive reuse works. Give maximum priority to those building elements of high heritage significance. Remove intrusive elements in the long term. A repository already exists on site for the storage of heritage fabric and should continue to be used should the circumstances arise.

Policy 8.5.1
Conserve significant existing fabric by repair, reconstruction and preservation. Individual elements should be conserved according to their significance.

Policy 8.5.2
Reconstructing elements to a known earlier state, for example removing additions, is acceptable only if it is required for conservation, if it enhances the significance, does not distort existing evidence and allows interpretation of the change.

Policy 8.5.3
Prioritise conservation action according to conservation needs. Address unstable fabric or deterioration which endangers significant fabric first.

Policy 8.5.4
Ensure that work on heritage fabric is carried out by tradespeople or professionals with demonstrated skills and experience in heritage building work, for example a conservation architect for technical matters concerning heritage fabric, masons for stonework, skilled bricklayers for brick repair, carpenters for timbers. Seek proof of their skill levels.

Policy 8.5.5
Employ traditional techniques in conservation work, but in some circumstances modern techniques may be used for which a firm scientific basis exists and which have been supported by a body of evidence.

Policy 8.5.6
If existing significant fabric has to be removed, for example in order to repair the structure, or to reveal aspects of the building's significance, it is to be recorded before any intervention is to take place and if applicable, a sample retained on site.

Policy 8.5.7
Stockpile in a repository on the wharf site any existing fabric removed from the structure

and appropriate for future reuse. Protect from the elements, termite attack and ground moisture, salts and theft.

Policy 8.5.8
Remove intrusive elements which detract from the heritage significance of the place.

BUILDING MAINTENANCE

These general policies recognise that maintenance is an important conservation process. A long-term Maintenance Inspection Plan has been developed and coordinated with the management and usage of the place and is located in Appendix D of this CMP. It includes regular inspections, outlines who is responsible for various aspects of it and allows for prompt follow-up maintenance and repair if required. As well as the general heritage fabric, regular maintenance inspections, repair and conservation should be carried out on all the heritage items listed in Appendix E in this CMP. The Maintenance Inspection Plan should be subject to regular review.

Policy 8.5.9
Conserve the Jones Bay Wharf by stabilisation and continuing maintenance.

Policy 8.5.10
Preserve the building (in the short-term) where required by stabilising deterioration, including making watertight, structurally stable etc.

Policy 8.5.11
Preserve the building (in the longer-term) by continuing maintenance, the single most important process of conservation. Carry out maintenance inspections in accordance with The Maintenance Inspection Plan located in Appendix D of this CMP.

Policy 8.5.12
Update the Maintenance Inspection Plan for the Jones Bay Wharf if and when required.

Policy 8.5.13
Provide adequate financial resources for the continued implementation of the Maintenance Inspection Plan.

Policy 8.5.14
Regular inspections and maintenance should be carried out by persons with demonstrated skills and experience in heritage building work.

Policy 8.5.15
Inspect the whole of the Jones Bay Wharf structure above the wharf deck in accordance with time intervals required by the Maintenance Inspection Plan by an appropriately qualified consultant to identify any issues or problems which may require attention or maintenance.

Policy 8.5.16

Ensure that an appropriately qualified consultant regularly inspects the wharf structure below the main deck at time intervals required by the Maintenance Inspection Plan to monitor the condition of the wharf and identify any issues or problems which may require attention or maintenance.

Policy 8.5.17
Ensure that an appropriately qualified consultant regularly inspects all the heritage items listed in Appendix E in this CMP at time intervals required by the Maintenance Inspection Plan to monitor their condition and identify any issues or problems which may require attention or maintenance.

Policy 8.5.18
All work carried out to or affecting significant fabric, whether it be capital works or maintenance, must be carried out by persons with demonstrated skills and experience in heritage building work. All such work should be guided by an appropriately qualified consultant with experience in heritage work of this nature.

8.6 FUTURE USE OF THE PLACE

The wharf buildings are currently adaptively reused as commercial office suites, with generally less intervention both externally and internally in the southern half, reflecting the conservation policies of the CMP.

Any proposed future use for the place must retain or enhance the identified significance of the place. This is supported by the provisions of the SREP 26 and the Pyrmont Point Master Plan.

Policy 8.6.1
All future uses proposed for the Jones Bay Wharf must retain or enhance the significance of the place.

Generally those uses that retain maritime related activities (e.g. charter vessels and their offices) would be preferable to those that are unrelated to the harbour and so not make use of the wharves. Those uses that allow the exterior and interior to remain without alteration are preferable to those which require extensive alterations. Those uses which reduce the amount of the present subdivision in the northern half and reinstate existing cladding are preferable.

The uses discussed below are set out in order from most preferred (i.e. least impact) to least preferred (highest impact acceptable to retain significance). They cover the major anticipated potential uses. Uses other than those discussed below may be considered, but must be assessed against their impact on the significance of the place. A combination of uses may also be considered provided that the uses chosen are compatible and do not fragment the site.

Maritime related trades and commercial use.

Up until the time of the 2001-2003 adaptive reuse building works, the most recent major uses at the wharf included sailmaking, boat fit-out and repairs and Charter boat operations. These activities functioned alongside other non-maritime activites such as photographic and art studios.

To encourage the return of maritime related activities within structures which were originally built to house them, and to encourage the use of the apron edge in connection with these uses would be an ideal. Presently the wharf apron has facilities capable of berthing small to medium size vessels, and this use should be encouraged to continue.

Non maritime related commercial use.

Generally these uses, which is predominately the situation after the 2001-2003 alterations, will not be as strong in their association with the significance of the wharf as a maritime related facility. However, the present location of a restaurant at the northern end of Shed 21, and a cafe at the central rampway, both accessible to the public, increases the opportunity for public appreciation of the place and adds to the diversity of this area of the harbour.

Residential use.

Of all possible uses, it is residential use which would require the greatest intervention. This is due to the requirement for views, natural light, services and privacy. It is this use which will require substantial removal of external cladding to admit light and take advantage of views as well as dividing up the building and perimeter deck into separate private spaces. The division of the main sheds into smaller units, of either half, one, or two bays wide, will obscure the sense of the greater space and alter the character of the interior. The present division of spaces within the commercial units at the northern half of the complex should be regarded as the maximum number of allowable divisions.

Policy 8.6.2
Those uses which retain maritime related activities are preferable to those that are unrelated to harbour activity. Those uses that allow the sheds to remain without further alterations or further subdivision are preferred. Those uses which allow the reduction in internal subdivisions and the reinstatement of cladding are more preferable.

Policy 8.6.3
The use of the existing berths for boat mooring as part of the primary function of the Jones Bay Wharf should continue.

8.7 NEW WORKS

The following are specific policies dealing with future works to the Jones Bay Wharf.

FINGER WHARF FORM

Its is clear that the overall linear form, bulk and scale of the wharf buildings should be retained. Any proposal to change these will obviously diminish their strength and also their landmark qualities. The configuration of this particular finger wharf with its two level central road servicing the two-storeyed sheds on either side is unique in Sydney. Any use or proposal which interferes with the strength and singularity of this form and configuration would considerably diminish a major aspect of the significance of the place.

Policy 8.7.1

Retain and conserve the strength and simplicity of the external form of the wharf.

Policy 8.7.2
Retain and conserve the existing configuration of the finger wharf including the wharf deck, travelling gantries, sheds, perimeter upper deck, central two level roadway and bridge.

Any additions to the exterior of the main elevations of the wharf shed or infilling of the space below the upper perimeter deck would diminish the integrity and strength of the building and fragment its singular form.

Policy 8.7.3
No additions or infills should be made to the east, north or west elevations of the wharf sheds.

CENTRAL UPPER ROADWAY

The two level roadway, running the full length of the building is a unique feature of the wharf. The upper level has survived with minor alterations and additions. The roadway surface was replaced with a waterproof membrane and a new asphalt layer in the 2001-2003 adaptive reuse building works. Along each side of the roadway new steel and timber walkways have reduced its overall width, although the walkways are easily reversible.

The scale and linearity of the central street at both levels is of particular interest. It is these spaces which visually and physically tie the length of the wharf together. It is important that nothing prevents an appreciation of the accentuated perspective view along their length from either end. It is also important that this view remains open ended on both levels.

Policy 8.7.4
Retain the configuration of the upper roadway, flanked by the shed loading bays and broad eaves, punctuated by the open lightwells and terminated by the original open balustrades.

Policy 8.7.5
The upper roadway space could be partially covered as long as the openness, continuity and integrity of the space as a working street are retained. The kerb and handrails around the lightwells may be replaced with more appropriate details, but should respect the industrial character of the place.

CENTRAL LOWER ROADWAY

The most striking elements of the lower level roadway are its sense of linearity and perspective towards the open ends, particularly to the north and the cross access road; the regularity and rhythm of the structural frame and shed doors; and the round ended openings to the upper road with their tiled and flared openings admitting dramatic shafts of light at regular intervals. This road gives a dramatic sense of the capacity and scale of this formerly large cargo handling facility. Along each side of the roadway new steel and timber walkways have reduced its

overall width, although they are easily reversible.

Policy 8.7.6
The lower central roadway with its open ends, cross access, exposed structure and tiles lightwells must be preserved. The significance and perception of this space as an important working street must be retained.

The existing roadway surface is bitumen as was the original finish shown on the original drawings. During recent remediation work to the roadway both trachyte and concrete cobblestones were found beneath the bitumen finish. These were interpretively re-laid in the southern portion of the roadway.

Policy 8.7.7
Preserve the bitumen roadway. Preserve the early cobblestones where they have been relaid.

The height of the roadway space has allowed new services to be installed in unobtrusive dark coloured cable trays on the underside of the upper roadway. This has not affected the visual drama of the street.

Policy 8.7.8
In any future adaptive works, continue the practice of installing new services on the underside of the upper roadway.

EXTERNAL UPPER PERIMETER DECK

The whole of this structure has been repaired in the work since 1995. All of the concrete loading deck had been replaced and the steel balustrades, timber beams, steel bow string trusses and columns below have been repaired. The handrail retains its earlier configuration, allowing it to be dropped to gain access to the moving gantries and ships. Much of it has been renewed but there are a number of panels of entirely original fabric, including the woven wire mesh. The evidence of wear and tear and use of the wharf has been removed with the replacement of the concrete and also the industrial nature reduced by the installation of timber decking in the northern half. The original balustrading has been modified by the addition of a BCA complying handrail. Fabric and wire divisions have been introduced between tenancies. These divisions should not be increased in number from those introduced in the 2001-2003 adaptive works.

Policy 8.7.9
Preserve the original surviving fabric of the perimeter decking in situ. *Retain the sense of the open working wharf. Further fabric divisions should not be introduced.*

EXTERNAL MAIN WHARF DECK

The access to the wharf has now changed with the rail yards and tracks removed in the Pyrmont area. Vehicles can still access the centre road at both levels as well as the wharf

aprons, from the centre roadway.

The wharf has always served an industrial commercial function and as such has not given any pretence to landscaping or extra decoration. It has therefore always had hard surfaces such as the concrete deck and bitumen road with no soft landscaping or other elements which may impede its use.

Policy 8.7.10
The open nature of the lower deck concrete aprons should be retained with no structures around the perimeter other than sufficient fender detail to give some protection and secure mooring at the edge of the wharf.

Policy 8.7.11
The timber fender and iron bollard arrangement around the perimeter of the wharf is to be retained and conserved when required in or very close to its existing configuration.

A significant part of the decks are the railway tracks servicing the wharf, between the sheds and the perimeter of the wharf. This is the only wharf to retain these rails in any meaningful form. They have been replaced at some stage but have been relayed in the same configuration, with a short section of the earlier rails surviving in the far north east corner. Various access covers and other elements complete the picture of how they operated. Issues of public safety can be addressed by careful repair and filling the open rail grooves.

Any new elements placed on the wharfs should reinforce its industrial quality. They should be honest and functional pieces, well designed but with little extraneous decoration.

Policy 8.7.12
Preserve the concrete surface to the perimeter of the lower deck area, with all of the rail and crane tracks and other surviving elements intact. The grooves in the track can be filled with concrete but the track themselves should be visible. Concrete can be patched as long as the evidence provided by these tracks and the subdivision of the slabs in its traditional format is not obscured.

Trees and other planting should not be placed along the lower deck level of the wharf, these will only confuse the wharf structure which is out over the water at this point and not the place where trees are normally found. If any trees are to be planted they should be planted right at the shore end along next to the roadway where it is all fill and they will look more appropriate. The upper deck of the wharf should be kept as hard landscape for similar reasons.

Possible materials used for hard landscaping around the perimeter of the wharf at both levels and also on the upper roadway are concrete, timber, corrugated steel and stainless steel. Currently, timber decking has been installed in front of tenancies at both levels in the northern half while fabric and wire screens divide the tenancies from each other.

Policy 8.7.13
The industrial maritime quality of the precinct should be retained and not diminished in its integrity. Any new elements placed in the precinct should reinforce this quality. They should be honest and functional pieces, well designed but with little extraneous decoration.

Possible materials for new elements are concrete, timber, corrugated steel, stainless steel and glass.

Policy 8.7.14
Trees and other planting should not be placed anywhere around the wharf deck. Trees may be planted at the shore end next to the roadway behind the line of the sea wall. The upper level of the wharf should also be kept as hard landscape both around the perimeter deck and on the central roadway.

The palisade fence to the bridge has been recently repaired. It is generally original material and of the same details as that shown on the original working drawings. This is also true of the elaborate railing at the north end of the upper central road. The detail of the railings to the upper perimeter deck dates from 1938 and demonstrates the way these rails were used. They should be retained.

New handrail details should be simple and consistent with the significance of the place. The plain handrail detail around the lightwells appear to be original and preferably should be preserved.

Any new bridges, ramps, stairs, walkways etc. should not confuse the original arrangement of the building and structure. The new walkways, stairs and ramps to the edges of the central roadways constructed in the 2001-2003 works are built of steel and timber but do not confuse the original with new work.

Policy 8.7.15
Preserve the original handrailing to the north end of the upper roadway and the palisade fence to the bridge. Preserve also the early detail and fabric of the railing to the upper deck. Ensure new walkways, ramps stairs, handrail details etc. are simple and consistent with the significance of the place and do not confuse the original with new work.

EXTERNAL LIGHTING ELEMENTS

Generally all the external lighting at the wharf was renewed at the time of the 2001-2003 adaptive building works, as the existing lighting was inadequate for its new uses. The new lighting is modern and functional in its design and is mounted unobtrusively on the existing structure. No freestanding lighting elements have been introduced. Lighting on standards should not be considered for lighting on the perimeter of the wharf, being totally inappropriate for a working wharf. Lights should preferably be mounted on the building. The shed numbers and north elevations are presently highlighted, which is appropriate.

Policy 8.7.16
New external lighting should not be mounted on standards and should not intrude upon the open nature of the wharf aprons. Lighting can be modern in design and mounted unobtrusively on the building. New lighting can be used to highlight and enhance the significant characteristics of the wharf structure.

EXTERNAL CLADDING

The modular design of the shed buildings arises as a direct result of the structural system, its repetition and the requirement of access giving rise to a consistent chequerboard pattern in the cladding. The existing cladding is significant and preferably should not be removed beyond the degree to which it has in the 2001 - 2003 adaptive reuse works. In the northern half of the wharf complex much more cladding has been removed than in the southern half, which generally complies with the policies of the 1998 Conservation Plan. Light and access on the upper floor is provided to some degree by simply opening the doors at every second bay. On the ground floor every bay has the capacity to be opened up. The access to light is not a problem where the tenancy is a large one, but should it occupy less than two bays, then the access to light and views becomes very limited and the demand to remove obstructions increases. This demand would reach its highest with residential use.

Policy 8.7.17
The external and internal configuration of a structural frame with cladding and opening panels applied in a regular chequerboard arrangement is to be respected, even if the configuration is altered. The rhythm of the elevations is also to be maintained. Generally the degree of removal of cladding and cargo doors carried out in typical bays of the 2001-2003 works should not be exceeded. The following typical bays should be used as a guide:

Typical waterside bays upper level - southern half	*Grids 6-8*
Typical waterside bays upper level - northern half	*Grids 32-34*
Typical waterside bays lower level	*Grids 32-34*
Typical roadway bays upper level	*Grids 10-12 (west elev.)*
Typical roadway bays lower level	*Grids 10-12 (west elev.)*

The small multi-paned sashes to the upper deck windows provide a strong variation to the larger scale of the other elements on the facades. Although some were reconstructed in the 2001-2003 works, a large number are the only original glazed elements to these elevations.

The northern end of the shed buildings is a most critical area affected by the possible loss of cladding. The ends of the sheds provide a strong and fitting front, like the bow of a ship, to the massive length of the sheds. The large berth numbers provide a clear statement of their address.

Policy 8.7.18
The multi-paned windows on the upper level of the wharf buildings should be retained and not altered. The cladding to the northern end of sheds 20 and 21 may be altered but the amount of cladding removed should not exceed that of the 2001-2003 alterations. The panelled gable ends with their painted berth numbers and flag masts must be preserved.

The removal of cladding in the 2001-2003 works required that extra waterproofing be built-in, especially at the thresholds of the upper cargo doors. Keeping water out is especially critical over the structural steel members exposed below. Water entry along the upper perimeter interior will lead to rapid deterioration of the steel connections and structure

below. As well, the removal of cladding on the northern half of the wharf has left timber studs and other wall framing members exposed to the sun and rain, leaving them vulnerable to decay.

Policy 8.7.19
All surfaces and structures exposed by the removal or alteration of cladding must be protected from risk of damage or deterioration by the elements. This is critical for the exposed steel structure below the first floor perimeter areas.

To address the problems of climate control and heritage values, the existing wharf sheds have a separate glazed wall constructed on the inside of the external facade walls. This solution allows the heritage facades and their detailing to remain unaffected by the need to condition the spaces or keep the weather out. This principle should be maintained in any future works.

Policy 8.7.20
The principle of constructing a separate wall on the inside of the external facades of the shed buildings should be maintained in any future building works so that the existing external form is retained.

ROOF

It is inevitable that if the wharf building is to be adapted and reused, then services and ventilation will require openings in the roof to a greater or lesser extent. The 2001-2003 adaptive reuse building works required that more natural light enter the upper commercial suites than was available with the existing building design. This was achieved by the installation of rooflights on the internal slopes, along the central roadway. The Conservation Plan required that rooflights be confined to the internal slopes of the roofs.

The existing roof is read as a very long single element interrupted only by the fire walls and the ridge vents. Any openings in the outer roof slopes would fragment the strength of this element. The internal slopes are also read as singular elements but because they are generally viewed longitudinally, openings in the plane of the roof would interrupt this strength to a lesser degree.

Policy 8.7.21
No openings or additions are to be made in the external roof slope. All openings to the internal slopes are to be flush with the roof.

The 2001-2003 building works also required exhaust ducts to penetrate the roof at various intervals. These were placed, as for the rooflights, on the internal roof plane. Service ducts, pipes etc. will interrupt the roof plane, so to minimise their impact and also to strengthen their presence, any future service penetrations in the roof should be designed in an industrial manner and, if possible, be grouped so that their impact is contained. If possible, they should not rise above the ridge level.

Policy 8.7.22
Services and service penetrations through the roof must be confined to the internal slopes and designed in an industrial manner. If possible they should be grouped and not rise above the ridge line.

The ridge vents are strong industrial elements and should be retained. The ridge vents are presently utilised in the upper commercial units for the entry of natural light. It would also be possible to replace the solid sheeting on the top of these ridge vents with a glazed or translucent material, preferably corrugated like the remainder of the roof sheeting.

Policy 8.7.23
The original form and configuration of the ridge vents must be preserved. They may be further adapted for daylight or ventilation if required.

INTERNAL SPACES

The elements of major significance internally are the structure and the relatively open spaces, especially in the southern half where internal subdivisions are less frequent than in the northern half.

On the lower deck the steel structure is rare and innovative in wharf structure from this period. The structure in all cases has been left exposed in the 2001-2003 building works. In the southern half the perception and appreciation of the existing structure of the first floor above is greater because of the less frequent placement of subdivisions and the innovative use of full height void spaces. Presently the steel is protected by an intumescent paint and a sprinkler system. Should building regulations in regard to fire protection change and become more stringent in the future, all avenues should be pursued in regard to fire strategies to prevent the structure from being obscured from view.

Policy 8.7.24
Within any future fire strategy, which may be in response to changes in building regulations, all adaptive works should retain the structural system exposed to view.

The problem of sound insulation between floors is much greater with commercial offices than with the old maritime industrial use where greater noise levels were tolerated. A false ceiling to provide sound insulation would conceal the existing structure unless it was fitted to the underside of the timber flooring. For smoke isolation reasons, the present fire regulations mean that the timber floors cannot be left exposed both from above and below. The system adopted in the present building was the installation of a fibre cement boarding layer directly over the existing floor (this provided a smoke isolation layer between the floors) overlain by a raised timber floor on battens. This system allowed the existing floor to remain and be viewed uninterrupted from below.

Policy 8.7.25
The existing timber floors should be retained in situ. Both smoke and sound insulation should be achieved by creating barriers in the flooring above, so that the floor and structure are left exposed to view from below.

The 1998 Conservation Plan stipulated that greater intervention to the shed buildings could be carried out in the northern half than in the southern half. This was based on the premise that the northern end was where the greater demand for change would be required due to the location and views. The 2001-2003 building works reflect this policy with smaller units in the north and larger units in the south. The present subdivision of spaces and configuration

of voids should be regarded as the maximum allowable for both the northern and southern halves of the wharf complex. If possible, in any future adaptive reuse works the frequency of subdivisions in the northern half should be reduced.

Policy 8.7.26
The present degree of internal intervention by the introduction of mezzanines and subdivisions should be regarded as the maximum allowable. Future adaptive reuse works should strive to reduce the number of subdivisons in the northern half of the wharf complex.

The original 'dead house' areas, slatted partitions and counterweighted gates are important components in interpreting the original use of the wharf. Those in their original configuration have been conserved and incorporated into the new commercial suites. Where the original screens were modified prior to the 2001-2003 works, they have been adapted and incorporated into the works e.g. the slatted screen on the wall in the Cafe adjacent to the central ramp in Shed 21.

Policy 8.7.27
The original slatted partitions and counterweighted doors for the 'dead houses' should be retained in situ.

Surviving original elements such as stairs and lifts are significant as they demonstrate the way the buildings were used and how goods were moved around. Only two of the original four lifts survive in the northern half of the complex. Both comprise open cages with the shaft enclosed by timber slats and wire mesh. In the recent building works the lift in Shed 20 occupies part of a public lobby, while the one in Shed 21 has become an office in a private tenancy. Both lifts have been conserved and repaired, although not with the lifts in working order.

Policy 8.7.28
The surviving lifts and their shafts should remain in situ and continue to be maintained and interpreted.

Other heritage items on the wharf have been conserved, adapted and used as interpretive devices. These include internal and external stairways, hatch openings, hatchways for wool bale chutes etc.

Policy 8.7.29
Continue to maintain existing interpretive devices such as original and early stairways, hatch openings etc.

In the northern half of the wharf, the cargo doors on the upper deck have been removed and are stored on site, in accordance with the policy which allows greater intervention in this half of the wharf complex. In the southern half of the wharf, the cargo doors have been retained and are held in open positions. In shed 19, the cargo doors are fully operable from grids 1 to 10 and a number of the cargo doors at the southern end of Shed 21 are in full operable condition. On the lower deck all the double hung cargo doors as well as the several roller shutters have been retained, and are held in open or semi-open positions to enable the entry of natural light.

The highlight mesh over the cargo doors on the lower deck has generally been removed because of its poor conditon. A representative sample has been retained in situ.

Policy 8.7.30
As a minimum the original cargo doors should be retained in their present configuration, total numbers and working order. Preferably in any future adaptive building works the cargo doors removed from the northern half should be reinstalled in full working order.

8.8 INTERPRETATION

An interpretation centre exists and is in operation at the south end of Shed 19 and is readily accessible to the public. Interpretive signage is located at various points of the wharf complex such as the heritage lifts. An interpretation pamphlet also exists.

Policy 8.8.1
Continue to maintain and operate the Interpretation Room on the site and maintain its accessibility to the general public. Continue to maintain the existing interpretive signage. Ensure copies of the interpretation pamphlet continue to be available for issue to the public and occupants of the wharf buildings.

8.9 ARCHAEOLOGY POLICY

During the 2001-2003 adaptive reuse building works, two archaeological studies were carried out. One involved a maritime archaeological study of the harbour bed generally with the aims of locating and identifying any objects of cultural significance and also the surveying and recording of the condition of the substructure and batter beneath the centre of the wharf structure. The second study involved the monitoring and recording of the excavation for the new western shore shed building generally to locate the remains of the demolished shore shed building, the remains of the pre-1911 wharf and reclaimed land and any archaeological deposits on the pre-1911 seabed.

For any future works which involve major works to the substructure which may disturb the harbour bed, or works which involve excavation of the ground at the southern end or the fill of the central roadways and sheds, a qualified archaeologist should be consulted to determine if an archaeological excavation permit is required.

Policy 8.9.1
Before undertaking any works to the substrucrture which may disturb the harbour bed, excavation of the ground at the southern end of the wharf buildings, or excavation of the central fill, advice should be sought from a qualified archaeolgist.

Policy 8.9.2
If archaeological remains are unexpectedly disturbed, cease work and engage an archaeologist who will apply for an archaeological permit (Heritage Act, 1977Amended 2001) before any further work is undertaken.

APPENDIX A

BURRA CHARTER

Review

Background

Australia ICOMOS wishes to make clear that there is but one Burra Charter, namely the version adopted in 1999 and identified as such. The three previous versions are now archival documents and are not authorised by Australia ICOMOS. Anyone proclaiming to use the 1988 version (or any version other than that adopted in November 1999) is not using the Burra Charter as understood by Australia ICOMOS. Initial references to the Burra Charter should be in the form of the Australia ICOMOS Burra Charter, 1999 after which the short form (Burra Charter) will suffice.

Australia ICOMOS Burra Charter has recently been through an extensive process of review that has resulted in a revised version of the document. The purpose of this revision was to bring it up to date with best practice.

Australia ICOMOS (International Council on Monuments and Sites), the peak body of professionals working in heritage conservation, adopted revisions to the Burra Charter at its AGM in November 1999.

The revisions take account of advances in conservation practice that have occurred over the decade since the Charter was last updated.

Prominent among the changes are the recognition of less tangible aspects of cultural significance including those embodied in the use of heritage places, associations with a place and the meanings that places have for people.

The Charter recognises the need to involve people in the decision-making process, particularly those that have strong associations with a place. These might be as patrons of the corner store, as workers in a factory or as community guardians of places of special value, whether of indigenous or European origin.

The planning process that guides decision-making for heritage places has been much improved, with a flowchart included in the document to make it clearer.

With the adoption of the 1999 revisions, the previous (1988) version of the Charter has now been superseded and joins the 1981 and 1979 versions as archival documents recording the development of conservation philosophy in Australia.

Australia ICOMOS is currently developing a strategy for disseminating the Burra Charter, developing training modules to introduce the new document.

If you have further inquiries about the review process itself, the revised document, or any other issues concerning the Burra Charter please contact:

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The Burra Charter

The Australia ICOMOS charter
for the conservation of places
of cultural significance

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988 and 26 November 1999.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent. Articles in the Conservation Principles section are often further developed in the Conservation Processes and Conservation Practice sections. Headings have been included for ease of reading but do not form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained in the following Australia ICOMOS documents:

- Guidelines to the Burra Charter: Cultural Significance;
- Guidelines to the Burra Charter: Conservation Policy;
- Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports;
- Code on the Ethics of Coexistence in Conserving Significant Places.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the Australian Natural Heritage Charter and the Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Article 1 Definitions

For the purpose of this Charter:

1.1 *Place* means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.
Places may have a range of values for different individuals or groups.

1.3 *Fabric* means all the physical material of the *place* including components, fixtures, contents, and objects.

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

1.5 *Maintenance* means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.

1.6 *Preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.

1.7 *Restoration* means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

Explanatory Notes

These notes do not form part of the Charter and may be added to by Australia ICOMOS.

The concept of place should be broadly interpreted. The elements described in Article 1.1 may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

The term cultural significance is synonymous with heritage significance and cultural heritage value.
Cultural significance may change as a result of the continuing history of the place.
Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.
Fabric may define spaces and these may be important elements of the significance of the place.

The distinctions referred to, for example in relation to roof gutters, are

- maintenance Ñ regular inspection and cleaning of gutters;
- repair involving restoration Ñ returning of dislodged gutters;
- repair involving reconstruction Ñ replacing decayed gutters.

It is recognised that all places and their components change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

1.9	*Adaptation* means modifying a *place* to suit the existing *use* or a proposed use.	
1.10	*Use* means the functions of a place, as well as the activities and practices that may occur at the place.	
1.11	*Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.	
1.12	*Setting* means the area around a *place*, which may include the visual catchment.	
1.13	*Related place* means a *place* that contributes to the *cultural significance* of another place.	
1.14	*Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.	
1.15	*Associations* mean the special connections that exist between people and a *place*.	Associations may include social or spiritual values and cultural responsibilities for a place.
1.16	*Meanings* denote what a *place* signifies, indicates, evokes or expresses.	Meanings generally relate to intangible aspects such as symbolic qualities and memories.
1.17	*Interpretation* means all the ways of presenting the *cultural significance* of a *place*.	Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Conservation Principles

Article 2 Conservation and management

2.1	*Places* of *cultural significance* should be conserved.	
2.2	The aim of *conservation* is to retain the *cultural significance* of a *place*.	
2.3	*Conservation* is an integral part of good management of *places* of *cultural significance*.	
2.4	*Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.	

Article 3 Cautious approach

3.1	*Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.	The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.
3.2	Changes to a *place* should not distort the physical or other	

evidence it provides, nor be based on conjecture.

Article 4 Knowledge, skills and techniques

4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Article 5 Values

5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value.

5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

Article 6 Burra Charter Process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy.

The Burra Charter process, or sequence of investigations, decisions and actions, is illustrated in the accompanying flowchart.

6.2 The policy for managing a *place* must be based on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

Article 7 Use

7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible use*.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change, to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of practices which contribute to the cultural significance of the place.

Article 8 Setting

Conservation requires the retention of an appropriate visual *setting* and other relationships that contribute to the *cultural significance* of the *place*.
New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Aspects of the visual setting may include use, siting, bulk, form, scale, character, colour, texture and materials.
Other relationships, such as historical connections, may contribute to interpretation, appreciation, enjoyment or experience of the place.

Article 9 Location

9.1 The physical location of a *place* is part of its *cultural significance*.
A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other components of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other components do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other component is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10 Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for

cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11 Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12 Participation

Conservation, interpretation and management of a *place* should provide for the participation of people for whom the place has special *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13 Co-existence of cultural values

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In this article, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14 Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation*, *restoration*, *reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these.

There may be circumstances where no action is required to achieve conservation.

Article 15 Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

When change is being considered, a range of options should be explored to seek the option which minimises the reduction of cultural significance.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not

circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16 Maintenance

Maintenance is fundamental to *conservation* and should be undertaken where *fabric* is of *cultural significance* and its *maintenance* is necessary to retain that *cultural significance*.

Article 17 Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

prevent future conservation action.

Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered;
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Article 18 Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19 Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20 **Reconstruction**

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In rare cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21 *Adaptation* must be limited to that which is essential to a use for the *place* determined in accordance with Articles 6 and 7.

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

Adaptation is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant fabric, achieved only after considering alternatives.

Article 22 **New work**

22.1 New work such as additions to the *place* may be acceptable where it does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

New work may be sympathetic if its siting, bulk, form, scale, character, colour, texture and material are similar to the existing fabric, but imitation should be avoided.

22.2 New work should be readily identifiable as such.

Article 23 **Conserving use**

Continuing, modifying or reinstating a significant *use* may be appropriate and preferred forms of *conservation*.

These may require changes to significant *fabric* but they should be minimised. In some cases, continuing a significant use or practice may involve substantial new work.

Article 24 **Retaining associations and meanings**

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

For many places associations will be linked to use.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these

meanings should be investigated and implemented.

Article 25 Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

Article 26 Applying the Burra Charter process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

The results of studies should be up to date, regularly reviewed and revised as necessary.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

Statements of significance and policy should be kept up to date by regular review and revision as necessary. The management plan may deal with other matters related to the management of the place.

26.3 Groups and individuals with *associations* with a *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

Article 27 Managing change

27.1 The impact of proposed changes on the *cultural significance* of a *place* should be analysed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.

27.2 Existing *fabric, use, associations* and *meanings* should be adequately recorded before any changes are made to the *place*.

Article 28

Disturbance of fabric

Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29

Responsibility for decisions

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

Article 30

Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31

Documenting evidence and decisions

A log of new evidence and additional decisions should be kept.

Article 32

Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33 Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34 Resources

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

The best conservation often involves the least work and can be inexpensive.

APPENDIX B

HERITAGE LISTINGS

Register of the National Estate

*Pla*ce *Detail*s

Wharf 19, 20 & 21, Bayview St, Pyrmont, NSW

Class: Historic
Legal Status: Registered (27/10/1998)
Place ID: 100728
Place File No: 1/12/036/0696
Statement of Significance:
This wharf, built between 1911 and 1920, is one of a collection of wharves around Sydney Harbour which are all the result of the first government period of control and design of the commercial port areas of Sydney. During this period, international shipping was the only form of trade and tr5insport to the rest of the world and Sydney's finger wharves were built in recognition of the economic importance of waterfront facilities (Criterion A.4) (Historic Theme: 3.7 Moving goods and people). The operation of the large wharves in Pyrmont had a major physical and social impact upon the surrounding area. The labour intensive wharves were central to the development of working class politics and their economic importance gave considerable influence to the labour unions associated with the dock workers. This character has been central to the development of Pyrmont in the twentieth century and the demise of these wharf workplaces has led to a corresponding loss of population and social cohesion in the vicinity. Further, the design of the wharves reflects
the form and size of the shipping of the period as well as the nature of the goods and their packaging (Criterion B.2). Wharf 19-21 Pyrmont, like the other similar wharves around Sydney Harbour (of which this one is amongst the largest and most sophisticated), demonstrates innovative design in its engineering and use of materials and proved to be efficient and practical facilities until changes in shipping and goods handling equipment led to its progressive obsolescence. In its day it was equipped with the most modern equipment available and represented the most advanced wharfage layout and
construction. The group of early twentieth century wharves built by the Sydney Harbour Trust, including Wharf 19-21 Pyrmont, are an early example of the innovative use of modular design units to create similar but varied facilities appropriate to their location and intended purpose (Criterion F.1).

Description:

History:

Initially Pyrmont was isolated from the city and early development in the area was generally related to waterfront industries, such as shipyards. The establishment of the Australian Steam Navigation Company shipyard on Darling Island, plus several other industrial enterprises such as Charles Saunders' stone quarry, brought a residential population of workers, though anyone of means tended to travel to the area from somewhere more desirable. The opening of Pyrmont Bridge across Darling Harbour in the 1850s facilitated development in both industry and population. Several large businesses established themselves in Pyrmont in the late nineteenth century, including the Colonial

Sugar Refinery (CSR) and the wool industry moved here from the 1880s. A new bridge in 1901, the opening of the power stations (Ultimo in 1899 and Pyrmont in 1904) and the extension of wharfage around the waterfront from Darling Harbour cemented the industrial character of the peninsula and it remained this way until after the end of World War Two. With only a few notable exceptions, though, residential development remained largely working class

and in fact progressively reduced in size as the new industries demolished housing to accommodate larger premises. After World War Two though, most of the main industries either ceased operating or moved to other locations. Since the 1970s, redevelopment of the area has moved slowly, with numerous schemes and proposals. Many of the industrial buildings have been demolished or converted to other uses. The Sydney Harbour Trust was formed in 1901 to take over control and management of the commercial port areas of Sydney Harbour and it immediately set about removing old, formerly private, wharfage around the waterfront and building large modern, well equipped wharf and storage structures which were then either leased to private concerns or
operated as general wharves. This was the era when shipping was the one means of travel and transport to the rest of the globe. Over two decades the Trust developed a design for wharfage based on the best overseas ideas but adapted to the materials, topography and conditions available locally. The design consisted of modular building units which could be varied in size and in combination to produce structures appropriate to the particular site and for the particular goods to be handled. Innovations were constantly tested at different sites and the collection of wharves together show progressive development of the general form. This wharf was built between 1911 and 1920 and was
one of the last of the very large wharves built by the Trust. It incorporated a combination of features seen at other wharves, including a central road built on fill and upper level vehicular access. Excavation of the adjoining escarpment commenced in 1911 but work was sporadically interrupted by material and labour shortages during World War One. In 1916 the railway goods line was extended to the wharf and lines were built along the aprons on either side of the wharf. Originally six electric capstans were provided for manual shunting of rail trucks, but these were removed in favour of small shunting engines. In 1970, the jetty shed for No 20 wharf was altered by the insertion of a
passenger terminal. The wharf has been little used since the 1970s. Pyrmont's large wharves had a major impact on the surrounding area. They were labour intensive and were central to the development of working class politics. The wharves' economic importance gave considerable influence to the labour unions associated with the dock workers. These themes have been central to Pyrmont's development in the twentieth century and the demise of wharf workplaces has led to a corresponding loss of population and social cohesion in the locality.
Description:
Wharf 19, 20 and 21 is a timber pile finger wharf with a two level central concrete roadway largely based on fill, with two storey timber jetty sheds on either side. It measures 1 ,200ft (c 380m) long and 263ft (c 80m) wide, with concrete encased timber piles laid on a 12ft (c 4m) square grid. It has vehicular access to both levels via a substantial steel arch bridge over Jones Bay Road and light wells in the centre of the upper roadway allow natural light to the lower road. The two storey jetty sheds use steel posts and beams on the lower level and timber on the upper level. The sheds to Wharf 21 still contain wool handling equipment on the upper levels.

Condition and Integrity:

The wharf is unused and in dilapidated condition, though apparently structurally sound. There has been a collapse of the seawall at the land end of Wharf No 19. Renovation of the wharf is underway as part of the redevelopment of Pyrmont Point. (1996)

Location:

Bayview Street, on the north-east side of Pirrama Road, north of Darling Island and projecting into Jones Bay, Pyrmont.

Australian Government
Department of the Environment and Heritage

Heritage

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Australian Heritage Photographic Library Search Results (Detail)

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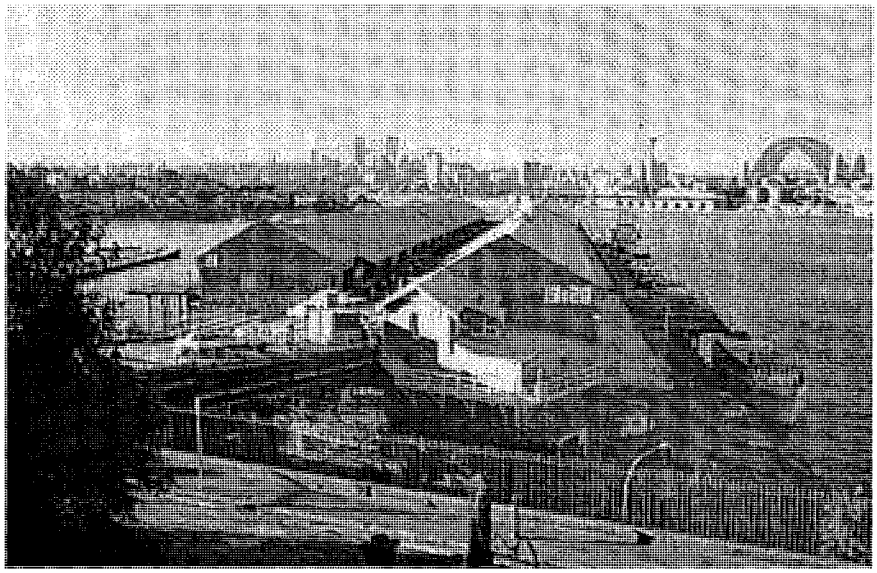
Wharf 19, 20 & 21

View the Australian Heritage database listing for this Place: Place ID 100728



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Holdings:	RT56069
Location:	Pyrmont Point, NSW
Date Taken:	Unknown
Photographer:	Nominator
Keyword(s):	Harbours, Wharves
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APPENDIX C

PHYSICAL SURVEY

APPENDIX D

MAINTENANCE INSPECTION PLAN FOR HERITAGE FABRIC

MAINTENANCE INSPECTION PLAN – HERITAGE FABRIC

INTRODUCTION

This Maintenance Inspection Plan provides a strategy for the ongoing maintenance and management of heritage fabric and structure for the Jones Bay Wharf. The carrying out of regular inspections and maintenance prevents undue deterioration of the heritage fabric and is a requirement of the Jones Bay Conservation Management Plan (Policy Actions 8.5.9 to 8.5.17).

SCOPE OF THIS PLAN

The scope of this plan is limited to non-structural components of the wharf building as set out in the Maintenance Inspection Plan Schedule below.

Inspection and maintenance of the substructure (thoses areas below the concrete apron including piles and timber members at the apron edge) and superstructure (roof trusses, storey posts, steel girders etc) is covered in the document *Structural Maintenance and Management Plan* prepared by Robert Bird & Partners P/L.

RESPONSIBILITY FOR MAINTENANCE

The management and maintenance of the heritage fabric at the Jones Bay Wharf is the responsibility of the *Strata Plan Building Management Committee*.

The following principles shall apply to the carrying out of maintenance:

- Maintenance shall be recognised as being of prime importance in the conservation process.

- A regular cycle of inspection and maintenance must be followed to ensure that major deterioration of the heritage fabric does not occur.

- Funds shall be allocated to ensure ongoing inspection and maintenance by the lessee. The actual sum of money will be agreed to and written into the lease.

- The fabric should be inspected according to the time intervals shown in the Maintenance Inspection Plan Schedule. Inspections should be carried out by a person skilled in conservation of heritage fabric. Every five to seven years inspections should be carried out by a Heritage Conservation Architect so as to properly assess the condition of all the heritage fabric. Personnel inspecting and reporting on heritage fabric must be able to demonstrate their skills prior to carrying out the work.

- Following inspections, records shall be kept of the condition of the building fabric. Copies of these records shall be kept with the owners, the lessee, the NSW Heritage Office and other elevant authorities. A yearly report shall be issued by the owner to the NSW Heritage Office summarising the condition reports for that year including any maintenance works carried out.

- As a result of the inspections funds from a strata body fund will be allocated towards the required maintenance. All expenses are to be agreed upon at strata body meetings. The money allocated for general maintenance must include a set percentage for the maintenance of heritage fabric. Funds for the cost of inspection shall be pre-set (see Cost column in Maintenance Schedule below).

This Maintenance Inspection Plan covers heritage fabric as follows:

Roof Covering	Steel roofing Cappings and flashings
Roof Drainage	Steel downpipes, gutters & CI downpipes Timber eaves

MAINTENANCE INSPECTION PLAN – HERITAGE FABRIC

Fabric	Brickwork & associated flashings Rendered brickwork in parapet walls and around central fire walls Timber including weatherboards, timber sills, plinths, associated mouldings, timber door stops and door guards Corrugated steel cladding, including associated flashings
Joinery	Windows Doors
Metalwork	Includes items such as steel roller shutters, steel guards, door and window hardware and sundry non-structural fixings
Painting	All timber generally including window sills, doors and frames
Internal Heritage Items	Lifts, timber stairs and associated screens, slatted screens etc.

The following Maintenance Inspection Schedule sets out items of the wharf structures and at what intervals they should be inspected together with comments on the inspection process.

JONES BAY WHARF
MAINTENANCE INSPECTION PLAN

ITEM	FREQUENCY					
	Every 2 years	Cost	Every 5-7 years	Cost	Life expectancy	Cost
ROOF COVERING						
Steel roofing	Remove rubbish and any litter build up.		Inspect for loose or raised fixings, sheet edges and surfaces that are deformed from being walked on. Look for rust around fixings, where sheets are lapped and around flashings. Rectify as required. Check for water entry around rooflights which may indicate breakdown of flashings or sealants. Rectify as required.		20-30 years	
Cappings and flashings	Inspect for loose or raised fixings to metal cappings, cappings that have lifted, slipped or are deformed from wind damage. Rectify as required. Inspect for breakdown of sealants and caulkings and rectify as required.				20-30 years	
ROOF DRAINAGE						
Generally	Inspect gutter and downpipe joints for cracks or loose brackets to downpipes and gutters. Clear gutters of debris including guards if installed. Check if gutters are sagging and water falls to outlets (6-12 months) Look for damaged downpipes which may restrict flow. Check that stormwater drains are not blocked. Check whether birds are nesting in downpipe outlets (6-12 months) Rectify all as required.					
Steel downpipes and gutters and CI downpipes.	Inspect for rust stains around downpipe outlets, internal/external corners and downpipe offsets. Inspect for deformed gutters from ladders etc. Rectify as required.				15-20 years	
Timber eaves	Inspect for holes and entry of birds through gaps in timber slats. Identify wasps or hornet nests for removal		Inspect for paint failure and/or decay which may indicate roofing or rainwater goods failure.			
FABRIC						
Brickwork and associated flashings			Inspect for cracks and if there has been any movement in the brick wall. Inspect for loose, fretted, broken or missing mortar joints and bricks. Check if brickwork is crumbling or has surface salts. which may indicate a moisture problem. Check internally for signs of moisture penetration. Check for plant growth and remove. NOTE: Avoid inappropriate cleaning of masonry eg strong water jets that can damage the brickwork		40-75 years (mortar in brick joints)	
Rendered brickwork in parapet walls and around central fire walls			Inspect for cracking, crazing, drummy or loose render. Rectify as required. NOTE: Do not paint previously unpainted render.			
Timber structure, including roof trusses, storey posts, wall framing, door guards, door stops	NOTE: Refer to Structural Maintenace and Management Plan by Robert Bird and Partners, Structural Engineers.					

ITEM	FREQUENCY					
	Every 2 years	Cost	Every 5-7 years	Cost	Life expectancy	Cost
Timber, including weatherboards, timber sills, plinths and associated mouldings	Generally inspect for build up of grime, bird droppings, or mould growth and rectify if required. Lubricate and service mechanisms for operable weatherboard louvres. Termite and pest inspection and report by specialist. Treat if required.		Inspect for loose or missing weatherboards , corner stops and mouldings. Check window sills and plinths for weathering and decay and especially timber at levels close to ground level.		30-50 years	
Corrugated steel cladding, including associated flashings.			Inspect for loose or raised fixings and sheet edges. Look for rust around fixings, where sheets are lapped and around flashings. Rectify as required. Early lead washer fixings which need replacing should be replaced to match existing. NOT: Do not replace early corrugated sheeting unless severely deteriorated.		30-40 years	
JOINERY						
Generally	Check whether hardware which is meant to be operative is in fact in an operable condition. Termite and pest inspection and report by specialist. Treat if required.					
Windows (multi-paned)	Inspect for loose or damaged mouldings, damaged or glazing bars, deteriorated putty and broken or cracked glazing. Rectify as required				10-15 years (putty to glazing)	
Doors (cargo)	Inspect cargo doors which are meant to be operative and check if they are in an operable condition. Check if door joints are firm, are boards coming away from framing? Check for decay, especially at lower levels. Check for loose or missing hardware and repair / replace to match existing if required.				30+ years	
METALWORK						
Includes steel roller shutters, steel guards, non-structural fixings etc.	Inspect for damage, weathering, corrosion and deterioration. Clean, brush down or wipe down if required. Inspect paintwork and other finishes such as Penetrol. Rectify and re-apply finish as required. Lubricate any moving parts.					
PAINTING						
Generally			Inspect timber cladding for cracking joints, putty coming away from fixings, cracking paint, blisters or fading of colours. Staining can indicate a moisture penetration problem. Rectify /repaint as required. **NOTE:** Avoid painting surfaces never intended for painting such as face brickwork or stone		7-10 years	
Window sills	Inspect for paint deterioration and weathering. Rectify touch up as required.					
Doors and frames	Inspect for paint deterioration and weathering, failure or damage. Rectify touch up as required.					

ITEM	FREQUENCY					
	Every 2 years	Cost	Every 5-7 years	Cost	Life expectancy	Cost
INTERNAL HERITAGE ITEMS						
Lifts	Refer to report by OHM Consultants Conservation of Jones Bay Wharf Lifts					
Timber stairs and associated screens	Generally inspect for build up of grime. Clean/wipe down. Termite and pest inspection and report by specialist. Treat if required. Inspect metal components for damage and /or corrosion, rectify as required.		Inspect for loose members or fixings. Rectify as required.			
Slatted timber screens and counterbalanced gates in slatted screens	Generally inspect for build up of grime. Clean/wipe down. Termite and pest inspection and report by specialist. Treat if required		Inspect for loose members or fixings. Rectify as required.			
Sliding fire doors	As for Metalwork					

APPENDIX E

LIST OF HERITAGE ITEMS AT WHARF

INTERNAL HERITAGE ITEMS

SLATTED TIMBER SCREENS

Lower Deck

Shed 21 double storey at grid 5

Shed 21 single storey grid 7

Shed 21 single storey, adapted and fixed to wall grid 19

Shed 21 double storey at grid 36

Shed 19 single storey, adapted at grid 17

Shed 20 single storey, adapted and fixed to wall grids 22-23

Shed 20 single storey grid 38

Upper Deck

Shed 21 double storey at grid 5

Shed 21 single storey enclosure at grids 18-19

Shed 21 double storey at grid 36

Shed 19 double storey at grid 1

Shed 19 single storey at grids 18-19

COUNTERBALANCED TIMBER SLIDING GATES WITHIN SLATTED SCREENS

Shed 21 upper deck grid 5

Shed 21 upper deck grids 18-19

Shed 19 upper deck grid 1

Shed 20 upper deck grid 36

TIMBER STAIRS

Shed 21 lower deck to upper deck grids 22-23

Shed 21 lower deck to upper deck grids 35-36 (modified)

Shed 19 lower deck to upper deck grids 1.5 –2.5

Shed 20 lower deck to mezzanine grids 37-38

SLATTED TIMBER STAIR ENCLOSURES

Shed 21 upper deck (stair removed, but opening visible) grids 12-13

Shed 21 upper deck grids 22-23

Shed 19 upper deck grids 2-3

Shed 19 upper deck grids 10-11

LIFT SHAFT AND CAR

Shed 21 lower and upper decks grid 29

Shed 20 lower and upper decks grid 30

EVIDENCE OF LIFT REMOVED

Shed 21 grids 10-11 (evident in upper deck viewed from below)

Shed 19 grids 8-9 (evident in upper deck viewed from below)

SLIDING FIRE DOORS

Shed 19 lower deck grid 1.5

Shed 21 upper deck grid 19

EVIDENCE OF ACCESS HATCH IN UPPER DECK FLOOR

Shed 21 grid 14 (evident from below)

Shed 21 grids 24-25 (evident from below)

Shed 21 grids 26-27 (evident from below)

Shed 19 grids 1-2 (evident from below)

Shed 19 grids 4-6 (evident from below)

Shed 19 grids 8-9 (evident from below)

Shed 19 grids 9-10 (evident from below)

Shed 19 grids 16-17 (evident from below)

Shed 20 grids 24-25 (evident from below)

Shed 20 grids 34-35 (evident from below)

EVIDENCE OF BRIDGE AT ROOF LEVEL BETWEEN SHEDS

Shed 21 and shed 19 at grids 9-10 (column and beam in façade)

TIMBER LADDERS

Shed 21 in column lower deck grid 7

Shed 21 on lift shaft upper deck grids 28-29

Shed 19 two on deadhouse screen upper deck grid 1

GRAFFITI WALL

Shed 21 upper deck grid 5

COBBLESTONES

Located on central lower roadway between Sheds 19 and 21