



**Barangaroo Headland Park and Northern Cove
Modification to Main Works Project Approval
Re: HARBOUR CONTROL TOWER DEMOLITION
Statement of Heritage Impact**

Prepared for the Barangaroo Delivery Authority
November 2013
Revised July 2014

Rintoul Associates
60 Blues Point Road
McMahons Point, NSW 2060
T. 02 9955 5803
Project RA 1309



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Revision	Date	Description	Author
A	28/10/13	Preliminary draft	JR
B	11/11/13	Rev Prelim Draft	JR
C	26/11/13	Draft with graphics	JR
D	24/07/14	Revised Report	JR

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All material has been copied for the purpose of research and study informing this report.



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The Barangaroo Delivery Authority has lodged a modification to the Main Works approval (MP10_0048) for the demolition of the Harbour Control Tower. This Statement of Heritage Impact has been prepared to satisfy the Director General's Requirements (MP10_0048 MOD4) – Demolition Works:- Heritage. The Barangaroo Concept Plan MOD3 (2006) determination allowed for the demolition of the Tower to meet the project's design intent to reinstate a naturalistic headland.

The Harbour Control Tower is located in Millers Point at the eastern edge of the approved Headland Park and at the intersection of the 1960s excavated rockface, Merriman Street West and Clyne Reserve. Designed in 1971 to achieve visual surveillance of the container wharves, the tower is a reinforced concrete shaft rising 87 metres above sea level topped by a stainless steel and glass observation deck. Both the tower and the associated Darling Harbour roll-on/roll-off container wharves were constructed as a transitional phase of Sydney's container shipping and have gradually become redundant and disposed of following the construction of the planned Port of Botany container facilities.

The proposed demolition of the tower will remove its negative visual impact from the small-scale streets and houses of the State significant Millers Point Conservation Area. This will be a positive heritage benefit to Millers Point but, at the same time it will be a loss of maritime industrial infrastructure from the Container Phase of the working Port of Sydney.

Other retained elements of the former roll-on/roll-off stevedoring wharves include the massive 1960s sandstone cutting adjacent to Merriman Street, the Hungry Mile and a substantial length of East Darling Harbour container wharf with intact caissons and mooring bollards which will be retained and interpreted to tell the story of the container phase of the late 20th century. Shipping still occurs within Sydney Harbour but the frequency of port activity has diminished since the bulk cargo and container shipping has been redirected to Port Botany. There is an opportunity at Barangaroo to tell the entire story of two centuries of maritime history from the clippers of the 1800s, the steamships, diesel driven ships, container shipping and the cruise liners of the 21st century. These maritime themes are addressed in an accompanying Interpretation Strategy.

The Harbour Control Tower is not listed on any statutory instrument apart from the Sydney Ports Section 170 register from 2009 to 2012 until the Heritage Branch was notified of its transfer to the Barangaroo Delivery Authority. The Sydney Ports listing included the State Themes of Economy- Communication and Transport. Both of these uses are now redundant, lessening their

significance. The Harbour Control Tower is no longer visibly associated with the former Darling Harbour stevedoring wharves and has consequently lost some of its maritime industrial context.

Following a request by the NSW Heritage Council (30/05/14), a further detailed assessment (Sections 4.0) and 7.0) has been added using the NSW heritage assessment criteria to identify why the Tower is of heritage significance, what impact the proposed works will have on its significance, what measures are proposed to mitigate negative impacts and why more sympathetic solutions are not viable. The conclusion in Section 4.0 of this assessment is that the Tower is of potential Local significance to the people of NSW. It is notable that the Tower has generally been regarded up to this point as a local landmark in Walsh Bay and Darling Harbour. There is also difficulty in achieving an economically reasonable adaptive reuse for the Tower as set out in Sections 7.3 and 7.5c) of this report.

The table below identifies the heritage impacts resulting from the proposed demolition and removal of the Harbour Control Tower.

Heritage Item or Conservation Area	Heritage Status	Heritage Impact	Requirement
Millers Point Conservation Area	STATE	Major Positive Impact within Millers Point, restoring and retaining historic views from public spaces within and towards Millers Point.	In accordance with Heritage-Commitment 50 and DGRs MP10_0048 MOD4, Demolition Works Issues 1 & 3.
Harbour Control Tower	Former Sydney Ports s170 register	Minor Negative Impact due to the demolition of a landmark maritime structure. This impact is lessened by the de-commissioning of the tower as a maritime communications centre, thus negating its s170 significance.	This Heritage Impact Statement is prepared in accordance with Heritage - Commitment 59. Interpretation in accordance with Commitment 61. Archival recording in accordance with Commitment 62.
Clyne Reserve (within the Millers Point Conservation Area)	STATE	Major Positive impact for Clyne Reserve, restoring a harmonious landscaped area at the top of the Point.	In accordance with Commitment 56, 58 & 60; panoramic qualities of existing views will be restored.
Merriman Street, Rodens Lane and Dalgety Road.	STATE	Major Positive Impact restoring the small scale intimate streetscapes of Millers Point.	In accordance with Commitment 56, 58 & 60; panoramic qualities of existing views will be restored
Sydney Harbour	STATE	Major Positive Impact by restoring the dominance of Sydney's iconic Harbour Bridge.	In accordance with Commitment 56, 58 & 60; panoramic qualities of existing views will be restored
The Opera House	WORLD	Major Positive impact by restoring an uncluttered silhouette of the Opera House sails viewed upon entry into Sydney Harbour.	In accordance with Commitment 56, 58 & 60; panoramic qualities of existing views will be restored

In conclusion, it is acknowledged that there exists divergent views on the tower's aesthetic and landmark qualities. However, the proposed demolition and removal of the former Sydney Harbour Control Tower will provide opportunities for the restoration of the intimate streetscape vistas within Millers Point as well as restoring iconic views towards the State Significant Millers Point, Walsh Bay, the Harbour Bridge and the World Significant Opera House and improve the prominence of other local landmarks.

Through interpretation, the opportunity exists to tell the story of the Harbour Control Tower, Darling Harbour's container phase of shipping and the dramatic and on-going evolution of shipping, cargoes and cargo – handling over the last 200 years in the Port of Sydney which have driven the massive changes in wharfage, landform, infrastructure, economics and the social history of Millers Point. These tumultuous events are still tangibly evident in the intact small scale village character of Millers Point, Port Jackson's former maritime village.

1.1 Background

Rintoul Associates has been engaged by the Barangaroo Delivery Authority (BDA) to prepare a Statement of Heritage Impact (SOHI) in accordance with the Director General's Requirements (DGRs-09/09/13) to accompany a Modification to the Main Works Approval for the proposed demolition and removal of the Sydney Harbour Control Tower (HCT) at Millers Point.

The Barangaroo Delivery Authority acquired the tower from the Sydney Ports Corporation on 25 July 2012. Sydney Ports notified the NSW Heritage Branch on 26 July 2012 of the transfer of its s170 item (SHI 4560017) to the Authority. The Harbour Control Tower (HCT) is located within the Barangaroo Headland Park, previously approved under MP10 0048.

1.2 Site Location and Description

The Barangaroo precinct is located on the north-western edge of the Sydney CBD on the western side of Hickson Road between Darling Harbour (to the south), Millers Point and The Rocks to the east, and Walsh Bay to the northeast (Figure 1.1).

The Harbour Control Tower is located within the Barangaroo site on the west side of Merriman Street, Millers Point, Sydney and is immediately adjacent to Clyne Reserve and the approved new headland.

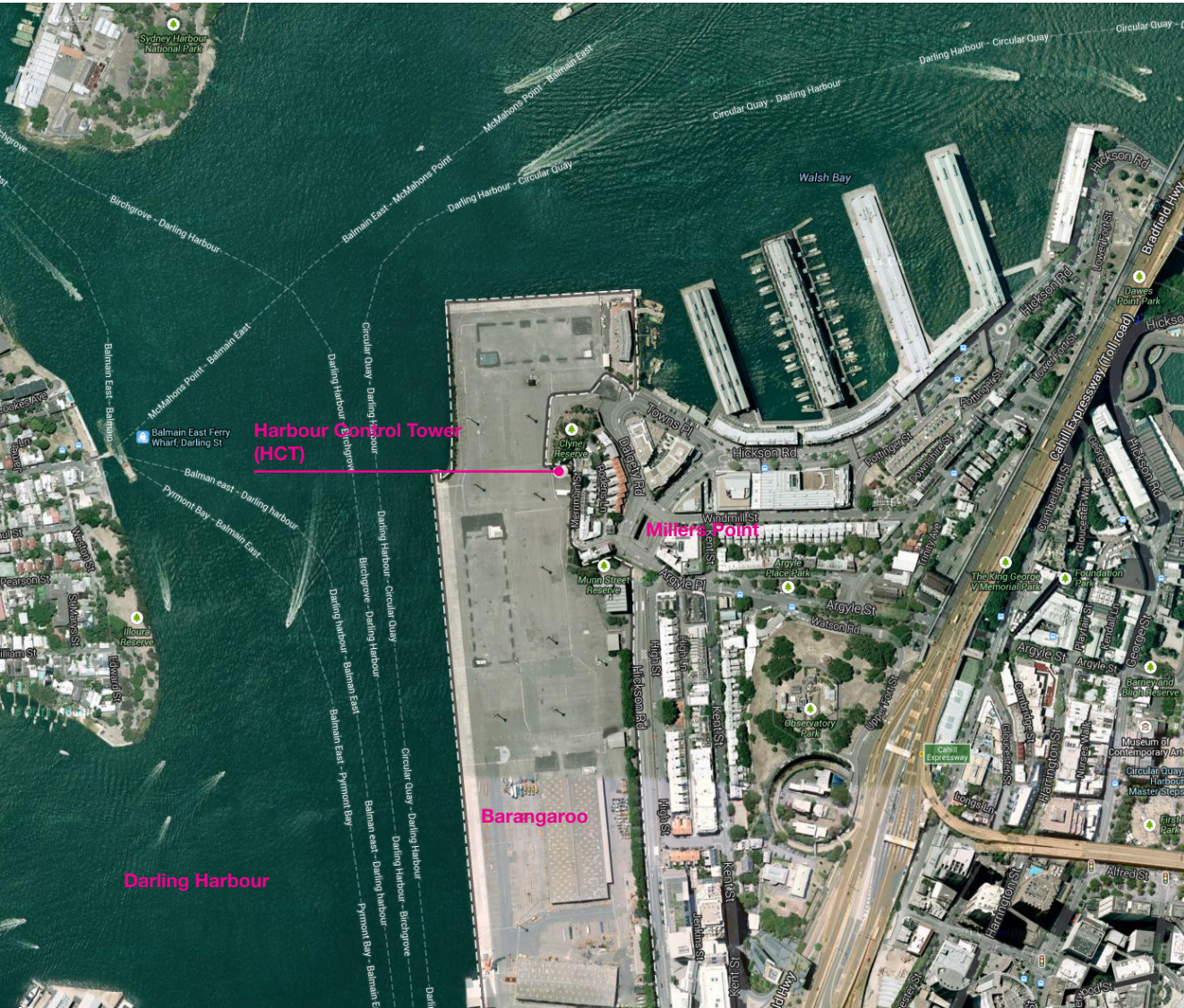


Figure 1.1 Location of the Harbour Control Tower at Millers Point within the Barangaroo site.

1.3 Methodology

This Statement of Heritage Impact has been prepared in accordance with the *NSW Heritage Manual* 'Statements of Heritage Impacts' and 'Assessing Heritage Significance' guidelines. The philosophy & process adopted is guided by the Australia ICOMOS *Burra Charter 1999*. The following statutory planning instruments have been reviewed in the preparation of this report:

- Sydney LEP 2012
- Sydney Ports s170 Heritage Register
- NSW State Heritage Inventory Database at www.heritage.nsw.gov.au

The significance of the HCT in the context of Sydney Harbour, the Headland Park site, the adjacent early houses in Merriman Street, Clyne Reserve, the Millers Point Conservation Area generally and the HCT's role in the control of maritime operations in the Port of Sydney will be assessed in detail within this report. Statements of Significance, historical summaries and descriptions of the HCT in this report have been sourced from the Sydney Ports Corporation Heritage Inventory and confirmed during a site visit on 19/02/13.

The following heritage studies and reports have also been reviewed in the preparation of this report:-

- Housing NSW Millers Point CMPs Vols 1 - 3
- Barangaroo Headland Park - Main Works Application by Conybeare Morrison October 2010
- East Darling Harbour Concept Plan HIS by City Plan Heritage 26.09.06
- Integration Works Package for Millers Point SOHI by Rintoul Associates 13.08.13
- Archaeological Assessment and SOHI for the Proposed demolition of the Harbour Control tower; by Austral Archaeology Pty Ltd; 16/10/13.
- Structural Assessment Report for the HCT by RobertBirdGroup; 21/12/12.

1.4 Author Identification, Acknowledgements and Limitations

This report was prepared by Judith Rintoul, Heritage Architect of Rintoul Associates with graphics provided by PDC Creative Pty Ltd.

This SOHI was prepared in concert with a team comprising; Austral Archaeology, MG Planning, Lend Lease (Baulderstone), Cash McInnes projects (demolition strategy), PWP Landscape Architecture, JBS& G (environmental) GTA Consultants (acoustics), wmk architecture and Douglas Partners.

Rintoul Associates would like to acknowledge the assistance of the Barangaroo Delivery Authority, Austral Archaeology and Lend Lease (Baulderstone) in the preparation of this report.

This Statement of Heritage Impact will assess impact not only due to the Harbour Control Tower's proposed demolition but the impact of the tower's removal from the adjacent Millers Point Conservation Area (of State Heritage Significance) including Merriman Street and Clyne Reserve, the State Significant Sydney Harbour Bridge, the World Significant Sydney Opera House and the working Port of Sydney.

Figure 1.1 Location of the Harbour Control Tower at Millers Point within the Barangaroo site.

2.1 Site Description Generally- Millers Point Conservation Area

Prior to 1788, the rocky outcrop of Coodye (Millers Point) with its shoreline rocky shelves provided a good fishing and gathering place for the Cadigal people. The approved Headland Park proposes to interpret the original 1835 landform of the Point. Millers Point's colourful past and early colonial maritime and quarrying activities are still evident due to its Early Victorian Workers' houses & corner pubs connected by winding laneways and alleys. Stone retaining walls, stone kerbs & gutters, stone stairways and the later bridges constructed over The Hungry Mile (Hickson Road) are the primary characteristics of this area. Exceptional views to the water and city are available from Clyne Reserve, Merriman Street, Towns Place and Dalgety Road with surprise vistas appearing over cottage roofs when emerging from laneways and from Munns Reserve. The former Sydney Harbour Control Tower visually dominates the Point both when viewed from the Harbour and from within Millers Point.

The Harbour Control Tower is located at the north-western end of Merriman Street, Millers Point and is currently enclosed by a high cyclone wire security fence on Merriman Street and a site barricade at the lower level where major construction work by Lend Lease (Baulderstone) is underway for the approved Headland Park. The Tower can only be accessed by appointment from the Barangaroo Delivery Authority.

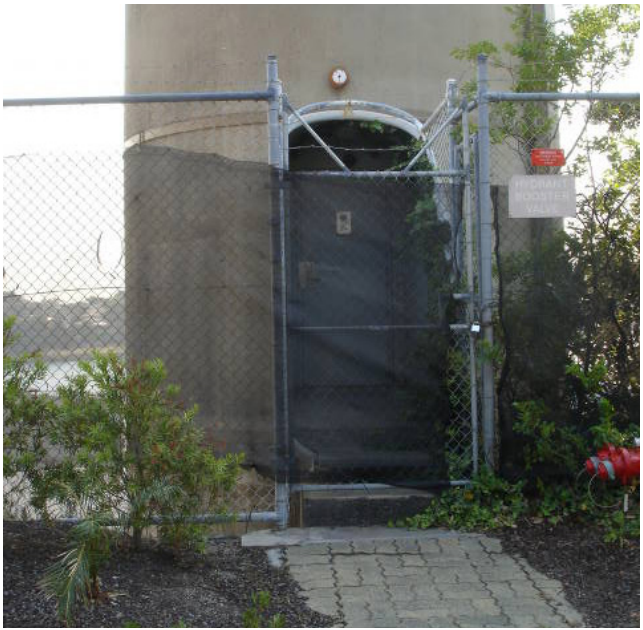


Figure 2.1 Existing entrance to the HCT



Fig 2.2 View of HCT and fence to Merriman Street.



Figure 2.3 Merriman Street



Figure 2.4 View of the tower towards Clyne Reserve.

2.2 Site and Maritime Context

Located at the north-western tip of the Sydney CBD, Millers Point is a discreet village redolent of its seaport origins but isolated over time by early stone quarrying, the Harbour Bridge structures to the East, the Hickson Road overbridges and the massive 1960's and 70' s roll-on/roll-off container terminals constructed along the eastern foreshore of Darling Harbour. These maritime improvements were vital to the NSW economy when Port Jackson was its primary port. However, this role has now been taken over by Port Botany where all container shipping has been redirected.

The 1970's maritime improvements in Millers Point led to the demolition of some of the finer grained dwellings and laneways of Millers Point and the provision of wider roads and cuttings along Dalgety and Hickson Roads suitable for trucking and container transport and stacking, further alienating the small remnant pockets of residential areas within Millers Point. The northern end of Merriman Street is a cul de sac. It leads to Clyne Reserve, a small local park with spectacular views over Sydney Harbour and a remnant of the former knoll of Millers Point where grand merchant houses were demolished in the late 1960s. Merriman Street East retains its early 19th century housing. Similar early housing on the west side of Merriman Street was demolished by the Maritime Services Board (MSB) in the late 1960s.

2.3 Detailed Descriptions of the HCT and its environs

2.3.1 Harbour Control Tower

The State Heritage Inventory Number 4560017 describes the Harbour control tower as follows; 'The Tower was built on land cleared by the MSB in the 1960's -70's during the conversion of the finger wharves into longshore roll-on/ roll-off container terminals. The building became operational in 1974 but it was not until 1992, when operations including visual surveillance of commercial shipping at South Sydney Signal Station transferred to the Control Tower, that full centralisation was achievedTo achieve proper surveillance of the port area the Communication Tower was raised 87 metres above sea level overlooking Walsh Bay and Darling Harbour. It consists of a reinforced concrete column with an internal lift, topped by stainless steel and glass observation and operations areas (Note that Interior fitments have been removed). The reinforced concrete base of the tower is 7.6 metres by 2.9 metres deep with connected plant and pump rooms and emergency equipment storage. Foundations are embedded into rock and rock anchors penetrate 7.9 metres to provide adequate anchorage. A circular reinforced concrete shaft 4.9 metres in diameter rises from the base which houses the lift, stairs and ducting for services. The three upper floors are 10metres in diameter and cantilever from the shaft while the roof framework is 15.2metres in diameter.'

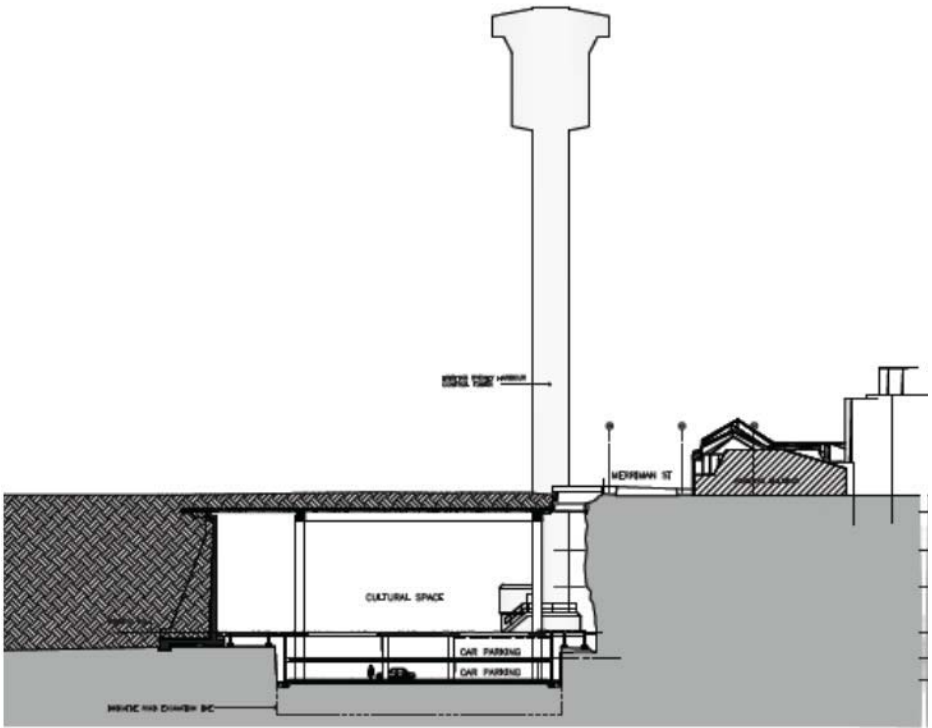


Figure 2.5 Section through the Approved Headland showing the relationship of the HCT and adjacent Merriman Street housing. (Source:HP&NC Main Works Mod 3EA)

2.3.2– Clyne Reserve

The Harbour Control Tower is located adjacent to Clyne Reserve which is currently accessed from the northern end of Merriman Street and from Dalgety Terrace and Rodens Lane. It is a surviving remnant of the former knoll of Millers Point and is grassed with native trees, sandstone walls and exposed sandstone bedrock evident amongst the grass with evidence of early post-holes from the former marine villas (demolished in the 1960s). There is a small playground and barbeque in the upper part of the Reserve with simple contemporary steel palisade fencing. Magnificent harbour views are possible in all directions and a vista of the early 19th C cottages along the east side of Merriman Street is intact evidence of the small scale and fine grain of early Millers Point housing.



Figure 2.6 Clyne Reserve



Figure 2.7 Clyne Reserve

2.3.3 – Merriman Street

The Harbour Control Tower is located at the northern end of Merriman Street in a cul-de-sac. The east side of Merriman Street is largely intact with stone kerbs and gutters along the footpath which appears to have been widened and retains intact residences dating from 1837 to 1877 under the care of NSW Dept of Housing. The west side of Merriman Street was cleared of housing in the 1960s /70s during the cliff excavation and conversion of the finger wharves of Darling Harbour into longshore roll-on / roll-off container terminals when the Headland was cut back to form the current sheer sandstone rock-face. The footpath on this side has been re-constructed above the sheer sandstone cliff with a protective cyclone wire mesh security fence.



Fig 2.8 1870s houses in Merriman Street



Fig 2.9 Early 1837 housing in Merriman Street opposite the Harbour Control Tower

2.4 – Summary of Structural Assessment Report,

Issue A by the Robert Bird Group, 21/12/12:- The report was prepared to inform the Barangaroo Delivery Authority of the relevant criteria to be considered when assessing potential adaptive reuse schemes for the tower. It included a condition audit of structural materials and elements finding the following (refer to Appendix 5) :- Excerpts are summarised below as follows;

Dynamic performance: -.....The accelerations experienced in the tower under strongwind conditions were found to be unacceptable with reference to the latest human comfort acceptability criteria.

Structural Loads: - It is to be stressed that the building was built in the early 1970s and thus it is nearing the end of its probable design life... the whole structure will need to be assessed and brought in line with present day codes of practice and standards.

The Building Code of Australia:- The tower was constructed under Ordinance 70 and the entire structure including lifts, corridor widths, amenities, fire and Access requirements would need upgrading for BCA compliance if an adaptive reuse proposal proved valid.

Lateral Dynamic Performance:- The tower's adverse performance in high winds would require expensive mitigation measures. These could include active or passive dampening to the structure.... Designers and end users will need to be cognisant of the possibilities that the structure may cause discomfort.

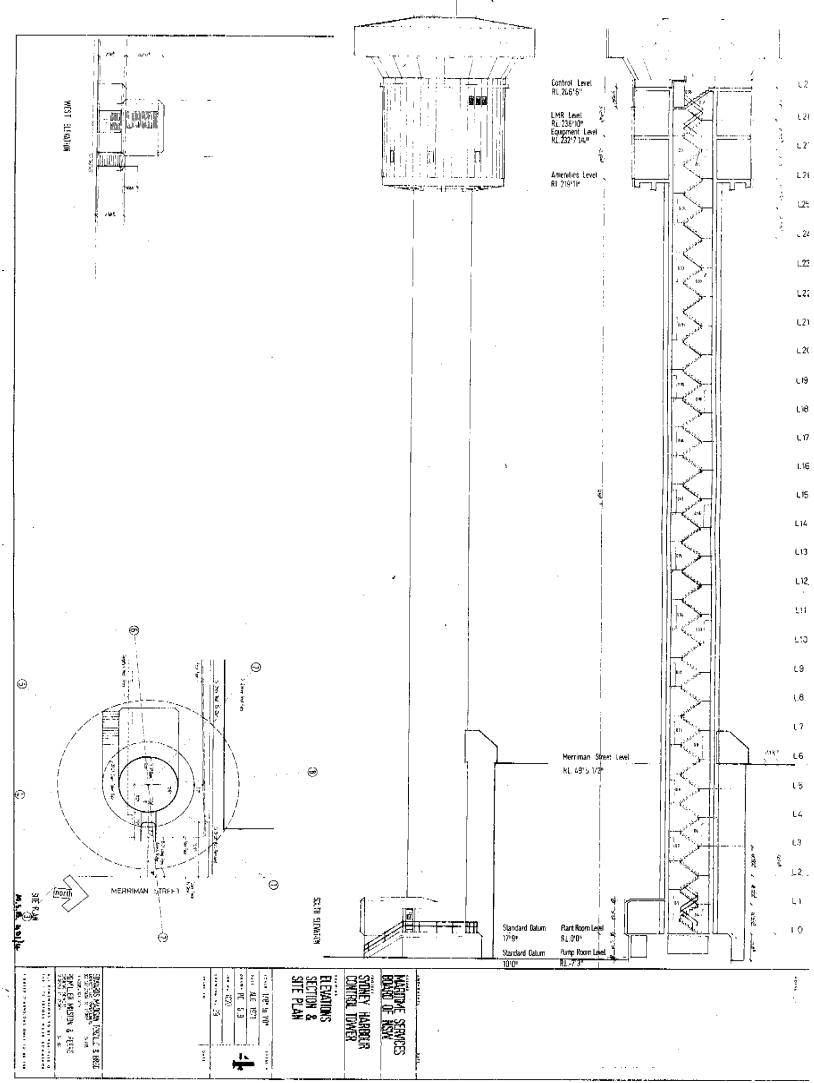


Figure 2.10 Original elevation and section through the HCT :- Sheet 4; August 1971
Designed by Edwards Madigan Torzillo & Briggs (courtesy Sydney Ports)

2.5 Identification of Important Views and Vistas

2.5.1 Views to the Harbour Control Tower from across the Harbour.

The HCT is highly visible from key harbour vantage points including Berry’s Bay, Goat Island, Balmain, Peacock Point, Pyrmont, Darling Harbour, Walsh Bay, McMahon’s Point and Blues Point. The former Sydney Harbour Control Tower was designed to maximise its surveillance over the harbour and therefore dominates the skyline both from within Millers Point and as vessels enter the western harbour below the Harbour Bridge. It is visible above the Opera House sails from Bradley’s Head as vessels enter Sydney Harbour.

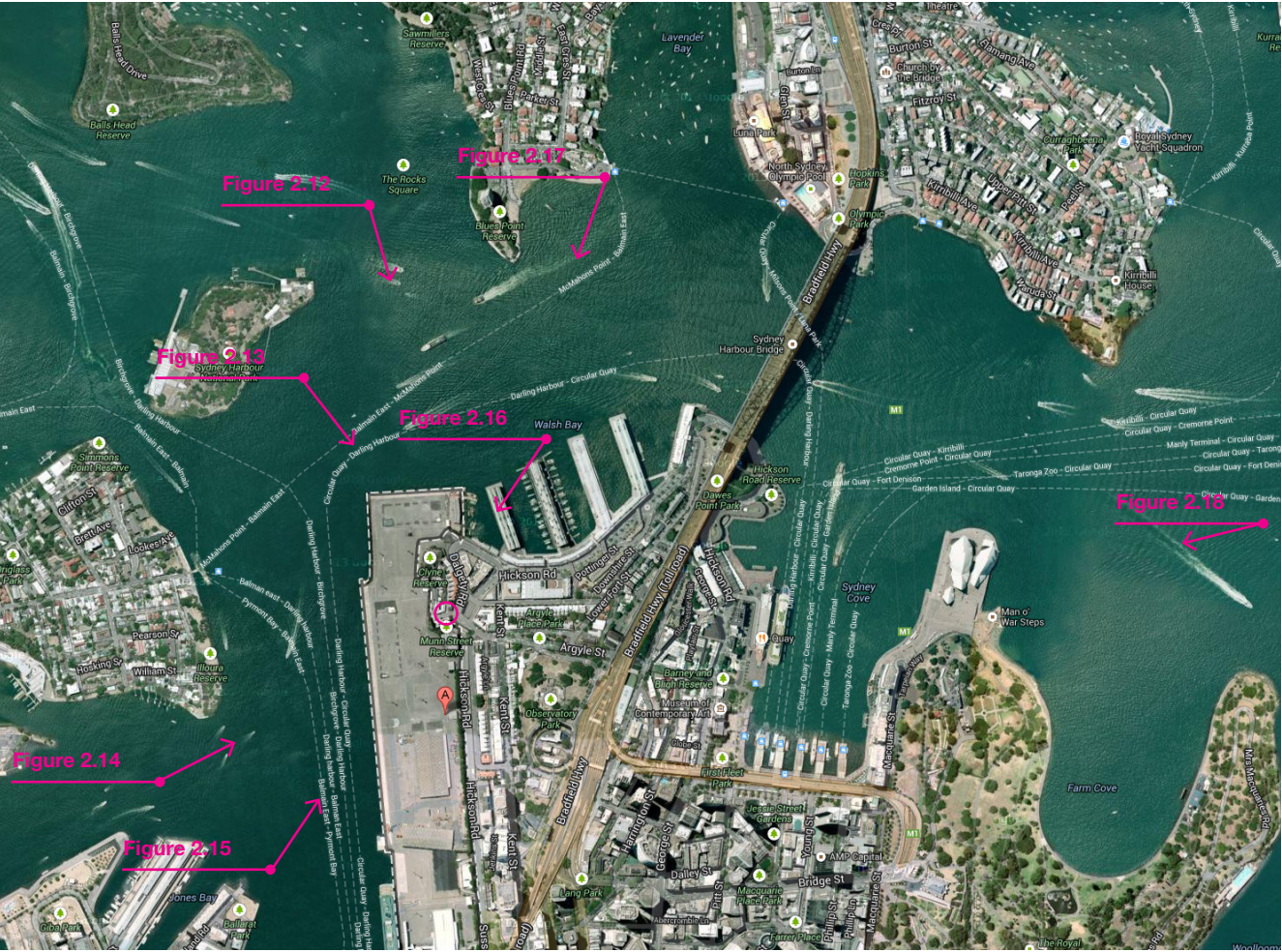


Figure 2.11 Harbour Plan indicating locations of views towards the HCT



2.12 View from Berry's Bay



Figure 2.15 View from Darling Harbour



Figure 2.13 View from Goat Island



Figure 2.16 View from Walsh Bay



Figure 2.14 View from East Balmain



Figure 2.17 View from McMahon's Point

2.5.2 Views and Vistas from land

The following photographs demonstrate the HCT's visual dominance from:

- **Berry's Bay (Fig 2.12)** where the HCT dominates the small scale texture of Millers Point and the Walsh Bay Finger wharves.
- **Goat Island (Fig 2.13)** where the HCT's impact is mitigated by the view of Sydney's multistorey towers in the background. It should be noted that Goat Island retains the original Harbour Master's House and lookout with 360 degree views.
- **Balmain** views the HCT as a dominant visual element with the Harbour Bridge and Walsh Bay finger wharves in the background and flanked to the north by Goat Island
- **Peacock Point and Pyrmont (Fig 2.14)** focus on the Harbour Bridge with the HCT in the foreground towering over the bridge with North Sydney & Blues Point Tower behind.
- **Darling Harbour (Fig 2.15)** views the HCT more obliquely with the Harbour Bridge in the background.

- **Walsh Bay views of the HCT (Fig 2.16)** are visually dominant from Wharf 9 and the Sydney Port Marine Services at the Moore's Wharf Building.

- **McMahons Point and Blues Point (Fig 2.17)** view the HCT from the north-east with the Walsh Bay finger wharves in the foreground, Balmain beyond and Blues Point Tower to the west.

2.5.3 Vista from Sydney Cove and below the Harbour Bridge

The former Sydney Harbour Control Tower was designed to project 87 metres above sea level to ensure maximum surveillance of harbour shipping between 1974 and 2009. It is therefore visible above the Opera House and the Rocks as vessels pass Fort Denison and it continues to be a visible part of the skyline below the Harbour Bridge where vessels are flanked by the HCT to the south-west and Blues Point Tower to the north- west



Figure 2.18 View of the HCT above the Opera House sails.

2.5.4 Views of the Harbour Control Tower from within Millers Point.

The HCT soars above Millers Point and can view into the small-scale houses and gardens that comprise Millers Point. It is incongruous against the fine grain and small scale of the housing.



Figure 2.19 Views from within Millers Point.



Figure 2.20 Views from within Millers Point

2.5.5 Views from the Harbour Control Tower

-The views of the harbour, city and surrounding suburbs from the HCT are panoramic and spectacular but are not publicly accessible. It is notable that the HCT cannot see vessels entering the Sydney Heads. This view is blocked by Bradley's Head which may account for the retention of the South Head Signal Station until 1992.



Figure 2.21 Views from the top of the Harbour Control Tower



Figure 2.22 Views from the top of the Harbour Control Tower

2.6 Archaeological Potential

The site of the HCT has experienced massive disturbance and excavation due to the major maritime projects in the 1960s and 70s. As detailed in "The Rocks and Millers Point Archaeological Management Plan" by the *Government Architect's Office, October 2007*, the Public Domain areas of Barangaroo have generally been subject to the 'Mostly disturbed or destroyed' category.

This statement should be read in conjunction with Austral Archaeology's detailed report addressing the site and environs of the Harbour Control Tower where they have summarised that *"no further archaeological investigation needs to be undertaken within the HCT footprint or its immediate surrounding area at its base as the area has been assessed to have no archaeological potential."*

3.1 A Brief History of Millers Point and Barangaroo

Millers Point retains much of the character of its colourful past as an early maritime village due to the rugged topography of The Point which isolated it from The Rocks. Until the Argyle Cut was cut by convicts in 1843, the only way for the early colonists to reach the area to gather oysters, cockles and shells for lime was by water or by climbing over the rocky knoll or around the oyster-fringed shoreline. The shores of Cockle Bay or Darling Harbour as it became known, were an important source of cockles and oysters for both the indigenous and European populations.

Indigenous Occupation

Large shell middens and numerous rock engravings close to the site of Barangaroo indicate indigenous occupation dating back around 6000 years.

The traditional owners of Coodye (Millers Point) were the Cadigal people while the Wangal people were recorded as living to the west of the Cadigal people and included Goat Island where Bennelong (a member of the Wangal Clan) and Barangaroo (a member of the Cammeray Clan) spent some of their time together. Barangaroo was a powerful indigenous woman and the second wife of Bennelong. When Barangaroo died in 1791, she was buried in Governor Phillip's garden, in the area of Circular Quay.

An idyllic lithograph from 1823 looking towards Millers Point shows two windmills, a few small buildings, sailing vessels and Aboriginal people continuing their traditional lifestyle as cattle and sheep graze around them.

Colonial Settlement 1788 – c1840: Convicts, Quarries and Shipping

The massive middens of shells in Cockle Bay provided the perfect source of lime for the new colony and the shells were collected, crushed and burnt in kilns to produce quicklime. Stone quarrying was a notable early industry providing building materials for early Sydney buildings and gradually re-shaped the topography of Millers Point. An 1831 plan of the Point shows one of John (Jack the Miller) Leighton's mills at the crest of the Point and a track leading to the properties of Munn and Bettington (ship-builder and wharf -owner) on the south-western corner of Millers Point where lime kilns were built into the side of the escarpment. Munn Street and Bettington Street are named after these early land-holders. Millers Point was named for the windmills, the first being a government windmill in 1797. By the first decade of 1800 three further windmills were built by John Leighton and Nathaniel Lucas. Windmill Street continues to lead to the promontory of Millers Point.



Figure 3.1: Cockle Bay, now Darling Harbour c1821, attributed to James Taylor, ML941. Courtesy of City of Sydney.



Figure 3.2: Millers Point, Sydney 1842 – John Rae.



Figure 3.3: 1845 water colour by Eugene Delessert of Millers Point.

The sandstone of the Point provided building material for early Colonial buildings and the little streets and laneways of Millers Point were gradually formed through quarrying. As Millers Point became more accessible, jetties, wharves and warehouses were built to service the thriving whaling and sealing industries of the 1830s. The resultant oil production was unpleasant and pungent but provided essential fuel for lamps and cooking.

On the 1st January, 1838 a Building Act was introduced to control the spread of fire and disease in dense residential areas, the transportation of convicts to NSW ended and along with a drought and the 1840s economic depression, the Colonial Period effectively came to an end. From this time, the ever-increasing wool trade began to displace the whale, seal and South Seas trades as the predominant cargo on the Millers Point wharves.

By the 1840s, workers' cottages appeared near the wharves while the fine houses of the wharf owners and merchants were built near Clyne Reserve where they enjoyed panoramic views over their wharves and warehouses. Of the merchants' houses, only the grand terraces at 7-13 Dalgety Terrace have survived.

Windmill Street was 'the high-street of shipping interests' with commanding views over the harbour but by the 1840s was filling up with ship's chandlers, sail-makers, carpenters and block and tackle makers as well as boarding houses, a brothel and a pub. Millers Point continued to remain relatively isolated from the disreputable Rocks until the Argyle Cut was completed in 1846.

Victorian Economic and Maritime Expansion c1840 – c1890: Gold, Wool and Wheat

By the 1850s, Millers Point was recognised as a prosperous area with schools and churches. The 1851 Gold rush generated both a shortage of labourers and a flood of immigrants and by the 1860s, the earlier mix of worker and merchant housing began to be overtaken by commercial premises. New residential Late Victorian housing in Lower Fort Street, Argyle Place and Kent Street was constructed along with boarding houses for temporary accommodation.

Specialised firms began to replace the general mercantile firms as the major shippers of wool and gold bullion. The ships also became highly specialised with the introduction of the fast clipper ships. By the 1880s, most of the Darling Harbour wharves and jetties were in a dilapidated condition and the water highly polluted from sewage, rubbish and industrial waste. The Government recognised that all of the wharfage from Darling Harbour to Millers Point would

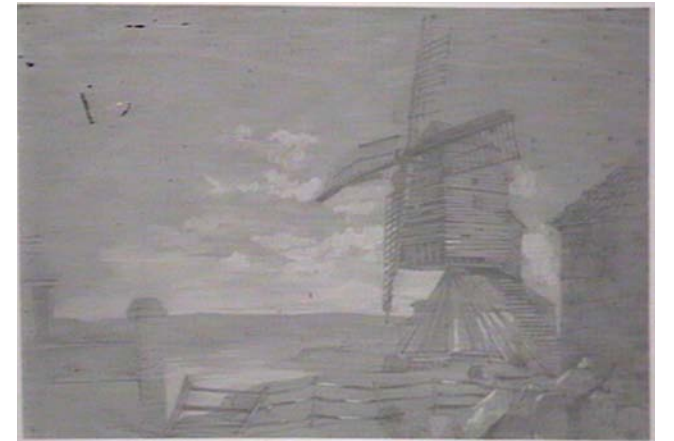


Figure 3.4: Millers Point Windmill – Samuel Elyard..



Figure 3.5: North View of Macquaries Sydney – Joseph Lycett.



Figure 3.6: Cuthbert's shipyard 1873 – Holtermann.

need to be re-constructed as shipping changed from sail to steam and hydraulic lifting became more common. During the late 1870s, Cuthbert's shipyard on the western edge of Millers Point was redeveloped to handle large scale wharfage and goods storage followed by further jetties in the 1880s. Government resumption of wharfage commenced in 1889 with owners finding government purchase an attractive option without the need to upgrade their ruinous jetties and buildings.

Inflation caused rents to treble and workman's wages to increase. In 1872 The Sydney Labouring Men's Union was formed by waterside workers and brought the shipping trade to a standstill in 1882 and again during the Great Strike of 1890.

Federation and Early Twentieth Century 1890 – 1939; Plague, Hunger, Government Resumption and The Great Depression

With the declining conditions, the Millers Point community became unstable and stigmatised as 'rough', with unemployed and unskilled bachelors making up a large part of the community. Problems of sanitation and squalid surrounds, the threat of disease and the formation of larrikin gangs such as the Rocks Push added to the degeneration of the area. The 1892 Land & Financial Crash effectively ended the Victorian Period as the 1880s land and financial boom collapsed. The new century brought Federation to Australia and the introduction of Federation and Edwardian architecture.

The outbreak of bubonic plague in 1901 resulted in The Rocks, Millers Point and Darling Harbour being quarantined and heralded the wholesale resumption by the Sydney Harbour Trust of large portions of the foreshore and Millers Point. This enabled the commencement of modernisation of the commercial waterfront and to clear the way for the construction of Sydney Harbour Bridge which necessitated the demolition of Dawes Battery.

Demolition of properties was ordered between the back of Kent Street and Munn Street, Wentworth, Clyde and Hart Street and much of the housing of the original Jack the Millers Point was razed. Of the 803 properties resumed by the Trust, 71 were condemned with the remainder rented with the state acting as landlord. Radical redevelopment included work on Dalgety's wharf and the construction of the Walsh Bay finger wharves. Both old and new housing was tenanted by maritime workers and Millers Point essentially became a "Company Town". New construction included flat buildings, shops and 12 residential buildings at Munn Street and 32 model houses on Windmill Street, Gloucester and Lower and Upper Fort Streets.



Figure 3.7: Windmill Street – View of cottages taken during cleansing operations 1900.



Figure 3.8: Construction of Munn street to Argyle Street.

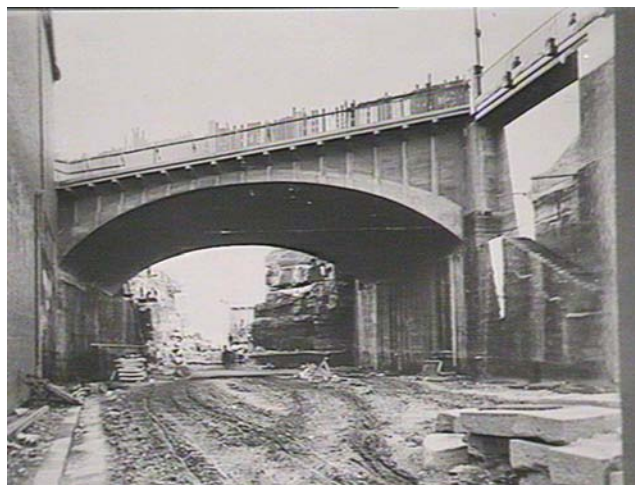


Figure 3.9: Overbridge over Hickson Road.

Immediately prior to World War 1, a process of street realignment and reconstruction saw the renaming of Cumberland Street as York Street along with its extension over the newly widened Argyle Cut to link to Dawes Point.

The task of the Harbour Trust in updating shipping and wharfage resulted in a vast amount of construction work. The first major work to be completed in Millers Point was a refurbished Dalgety's Wharf and associated stores warehouses on the point itself. The wharves were double decked and connected to two levels of roadways; Hickson Road at the lower level and Munn, Argyle and Windmill Streets at the upper level due to the 1910 construction of two overbridges across Hickson Road.

After the war, imports and exports rose rapidly but from 1928 until 1936, the effects of a major international depression were compounded by droughts. Conditions for workers were extremely difficult. It was during the Great Depression that Hickson Road came to be known as "The Hungry Mile" from the men who went from wharf to wharf in search of work.

The Twentieth Century and World War Two 1939 – 2000

The area remained largely tenanted by waterside workers creating a deepening solidarity within the Millers Point community. The gradual improvement in waterfront and shipping employment conditions during World War II prompted a rise in social conditions and placed pressure on the limited housing available in Millers Point. Stability reigned through the 1950s and 1960s until the Millers Point locals banded with the residents of The Rocks in opposition to the high-rise development proposed for The Rocks by the Sydney Cove Redevelopment Authority established in 1968.

As a direct outcome of this protest, new development within Millers Point was limited. However, some demolition occurred on the west side of Merriman Street and to the majority of housing in Munn Street when changes were made to the wharf structures in 1964. The nineteenth century merchant shipping mansions on west Merriman Street were demolished to permit the construction of the Harbour Control Tower in 1974.

Containerisation of shipping created the most dramatic modification of the wharves when, in the 1960s, a large concrete apron built for this new method of shipping caused the demolition of almost the entire previously built environment. This is the concrete apron that defines the Barangaroo site today. Changes to shipping technology and the inability to create heavy freight rail access to the site made it unsustainable as modern ships require more space and direct access to freight rail.



Figure 3.10: Maritime Services Board Control Tower constructed in 1974.

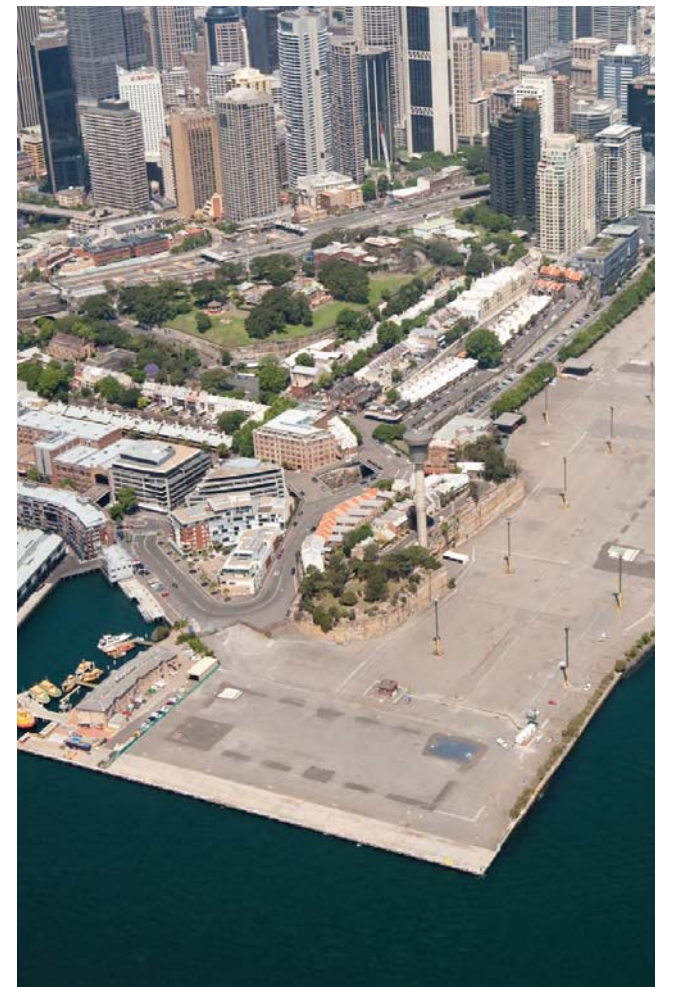


Figure 3.11: 2011 site layout.

By the mid-1970s, only limited amounts of cargo were being processed at the wharves and with social opposition to further development supported by Green Bans, the New South Wales Heritage Act was introduced in 1977 enabling the conservation of Millers Point.

The 21st Century and Barangaroo

In 2003, the State Government announced that the stevedoring wharves at east Darling Harbour would be transformed into a new urban precinct.

Barangaroo is being transformed into a vibrant mixed use waterfront precinct comprising commercial, residential, leisure, tourist, retail and community uses. It will be a place for Sydney to celebrate and enjoy as it provides the missing link in a 14km Sydney Harbour Circle Walk.

The huge concrete tarmac of the former container wharves has been designed into three themed areas – the Headland Park, Barangaroo Central and Barangaroo South:

- The recreation of the Headland will restore the natural features of the Point within 6 hectares of new naturalistic parkland in which the people of Sydney can relax and enjoy the Harbour. Angophoras and Port Jackson figs will be planted to reflect the other natural headlands around Sydney Harbour and a broad water-edge promenade will continue the length of the site from Walsh Bay to Darling Harbour.
- Barangaroo Central is the heart of the site. As a home for creativity and innovation, Barangaroo Central will also be a cultural and civic focal point for recreation, events and entertainment.
- Barangaroo South will be the commercial centre of the site with a proportion of residential apartments that will ensure the site is vibrant and active seven days a week.

3.2 Historic Background on the Operations of the Port of Sydney in Millers Point

Captain Arthur Phillip was overjoyed in 1788 when he entered Port Jackson describing it as “one of the finest harbours in the world”.

In 1790, a signal station was established at South Head with Robert Watson as its signalman. Watson was appointed as Sydney’s first pilot in 1805 and later as Sydney’s first harbourmaster. In 1833, the Port of Sydney was declared a free port so that foreign vessels were allowed to trade. Sydney’s first Water Police Station was built on Goat Island in 1838. The Marine Board of NSW was established in 1871.

Throughout the 1800s, Sydney’s wharves were privately owned and their ramshackle development contributed to the outbreak of Bubonic Plague in 1900. A Royal Commission was appointed to enquire into the management of the then Marine Board which was replaced in 1899 with the Department of Navigation which operated until October 1900 when the Sydney Harbour Trust was established operating under three commissioners. As well as the administration of the port facilities, the Trust now controlled the housing called the Darling Harbour Resumption Area in the immediate vicinity of the wharves. This enabled the Trust to demolish houses in order to construct stores and facilities behind the wharves. It also paved the way for the construction of the Harbour Bridge.

The City Council argued that the government was usurping their rightful role in re-building houses which resulted in a Public Works Advisory Board set up in 1901. Plans were drawn up for a new street layout which accommodated approaches for the future bridge and railway as well as public housing. The Harbour Trust was not interested in housing but in facilitating the trade of the port and requested that further housing be transferred to them resulting in 803 properties overall. The Trust was also granted wide powers to demolish housing if it would facilitate port developments, essentially the trading lifeblood of the city.

Wharf renewal and road construction commenced on a massive scale as the Miller’s Point cliff was cut down to form Hickson Road at wharf level and the new Dalgety Wharf. As the number of houses diminished, the available employment increased, placing pressure on the Trust to provide housing for workers. 1912 legislation creating a Public Housing Authority for Sydney gave the Council the right to build within the City Council area including the state-owned Millers Point. Between 1908 and 1915, the bulk of new housing had been erected by the Trust and Public Works. The outbreak of WW1 marked the end of residential expansion in Millers Point. From

1910 - 1921 new double-sided finger wharves between Millers Point and Dawes Point were commenced as the building of Hickson Road continued into the late 1920s.

The Great Strike occurred in 1917 and from that time the Unions began initiating improvements for workers. However, the Great Depression followed which caused enormous brutality and hardship to port workers when a ‘hungry mile’ of workers often formed looking for work. By 1935, 83% of shipping was still coal-fired and thousands of workers were still out of work on the waterfront. By WW11 the people of Millers Point had formed a more close-knit community than any other in Sydney due to shared hardship.

In 1936, the Sydney Harbour Trust was reconstituted as the Maritime Services Board and as shipping increased during the war, an urgent need to maintain order and achieve rapid turnaround was required. But by 1950, the MSB was reporting that ships were waiting off-shore for berths and that turnaround time was slow due to labour shortages & stoppages. Cargo was stored in Hickson Road and the lack of worker housing caused families to ‘double up’ in the available housing.



Figure 3.13 – 1937 photograph of the Point (Fitzgerald & Keating)
Figure 3.14 - Reconstruction of the Point in the 1970s (Fitzgerald & Keating)

Between 1957 and 1961, a strategic review of the port's needs was completed by the MSB with its main conclusion being that a second port would be required to accommodate Sydney's long-term trade growth.

Attention finally focused on Botany Bay with broad proposals for the new port as well as a master plan for future changes in Sydney Harbour, published in 1966. Not only did container cargo need broad wharves but they needed ample flat space behind the wharves to stack the cargo and an efficient road or rail transport system.

The MSB recognised that containerisation would emerge in Australia within 2 years of the report and that Port Botany could not realistically be ready by that date. The master plan for Sydney Harbour essentially addressed urgent immediate requirements for containerised shipping in an attempt to make the best use of existing opportunities in the Port of Sydney while building the new Port of Botany. Botany Bay container terminals began operating in 1979.

Consequently, during the late 1960s, Millers Point lost some of its Harbour Trust houses as well as older Victorian mansions on the Point and cottages on Crown Street, Dalgety Terrace, Munn Street and Merriman Street west. This followed the decision by the MSB to convert the finger wharves of Darling Harbour into longshore roll on/roll off container terminals with excavation, demolition and construction commencing from 1964. The cliff face was further cut back to facilitate the new wharfage and the Harbour Control Tower (known as 'The Pill') was constructed by 1974. As stated in Fitzgerald and Keating's book, *Millers Point* from which this brief historic background of the Port of Sydney has been summarised "It's (the HCT's) incongruity when viewed above the roofs of the houses in Dalgety Road or in conjunction with the Merriman Street cottages is so enormous that subsequent studies of the area tend to ignore it altogether, as if disbelieving that it is actually there."

The Botany Bay container facilities are now fully operational and as the East Darling Harbour Wharves became redundant, the site was acquired by the Government for Barangaroo.

3.3 Historic Background of the Harbour Control Tower.

The excerpt below is taken from 'Historical Notes' in Sydney Ports Corporation (replacing the MSB since 1995) s.170 listing (SHI 4560017) for the Ports and Operations Centre (HCT), Merriman Street, Millers Point.

Construction of the Tower at Darling Harbour in 1973-74 continued the quest by maritime authorities to provide awareness of shipping movements and to ensure that traffic flowed in and out of Port Jackson as efficiently and safely as possible. This quest started within two years of the first European settlement when a lookout was established at South Head to notify the settlement of approaching ships. On 10th February 1790 a flag was hoisted for the first time announcing the arrival of the brig "Supply". In 1793 the first recorded use of a navigation light occurred there when a signal fire was used to mark the Harbour entrance (See South Head Signal Station No4560011).

The first Harbour Master was appointed in 1811. Growing Port traffic and changing technology led to the establishment of an increasingly sophisticated system of signal stations, lighthouses, buoys and the pilotage service. Port control was also enhanced by the establishment of the Sydney Harbour Trust in 1890, then the Maritime Services Board in 1935-36. In 1952 the Board's Port Operations and Communications Centre opened at the then Head Office. When the time came to re-equip and expand the facility in the 1970's, a priority was to provide operators with a good view of Port traffic and commercial wharves.

A tower on MSB land at Millers Point was the solution.

The Tower was built on land cleared by the MSB in the 1960's -70's during conversion of the finger wharves at Darling Harbour into longshore roll-on/roll-off container terminals. Earlier it had been the site of the Dalgety's wool store. The building became operational in 1974 but it was not until 1992, when operations including visual surveillance of commercial shipping at the South Head Signal Station transferred to the Control Tower, that full centralisation was achieved.

Construction of the new Operations Centre at Port Botany commenced in October 2008 and was operational Christmas 2009. The HCT had effectively completed its transitional role and the tower was sold to the Barangaroo Delivery Authority on 25 July 2012.

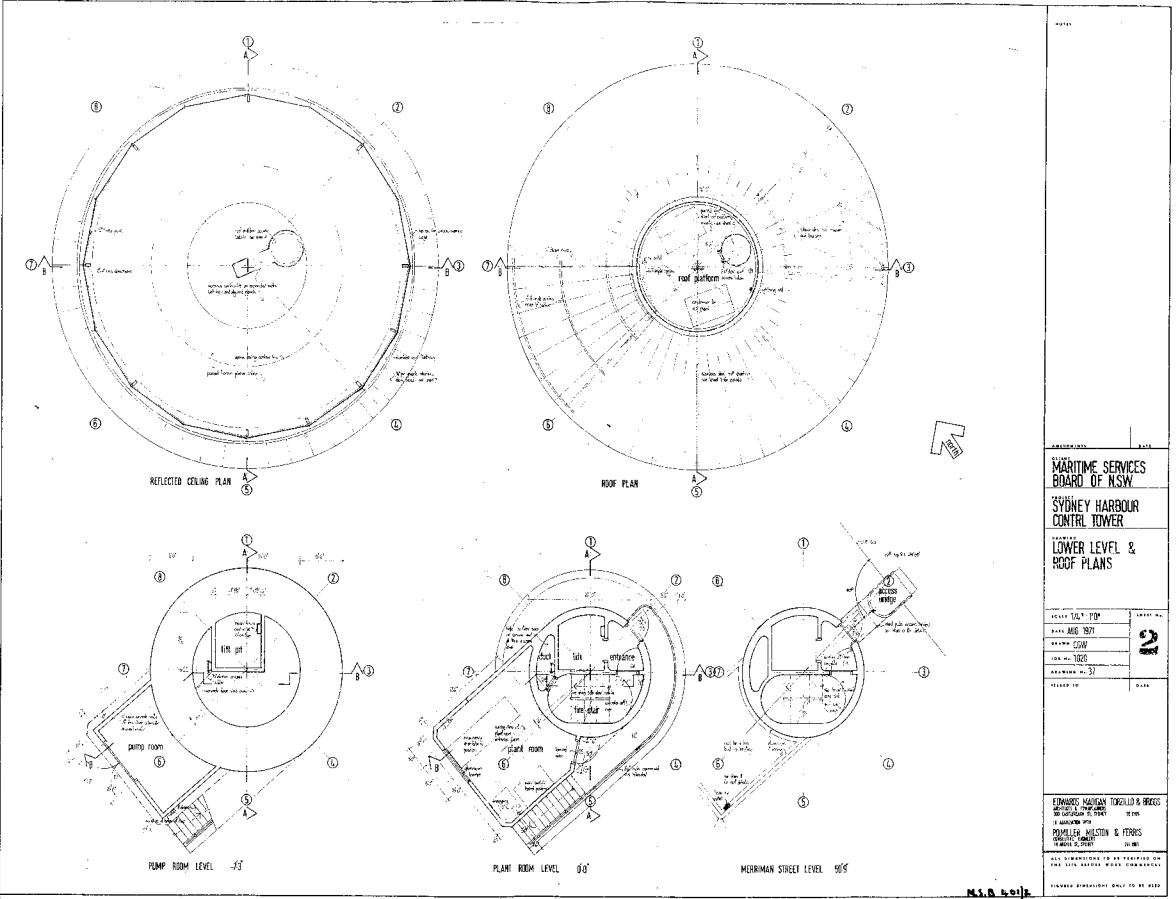


Figure 3. 15 - Lower level & Roof Plans; Sheet 2; Edwards Madigan Torzillo & Briggs; August 1971

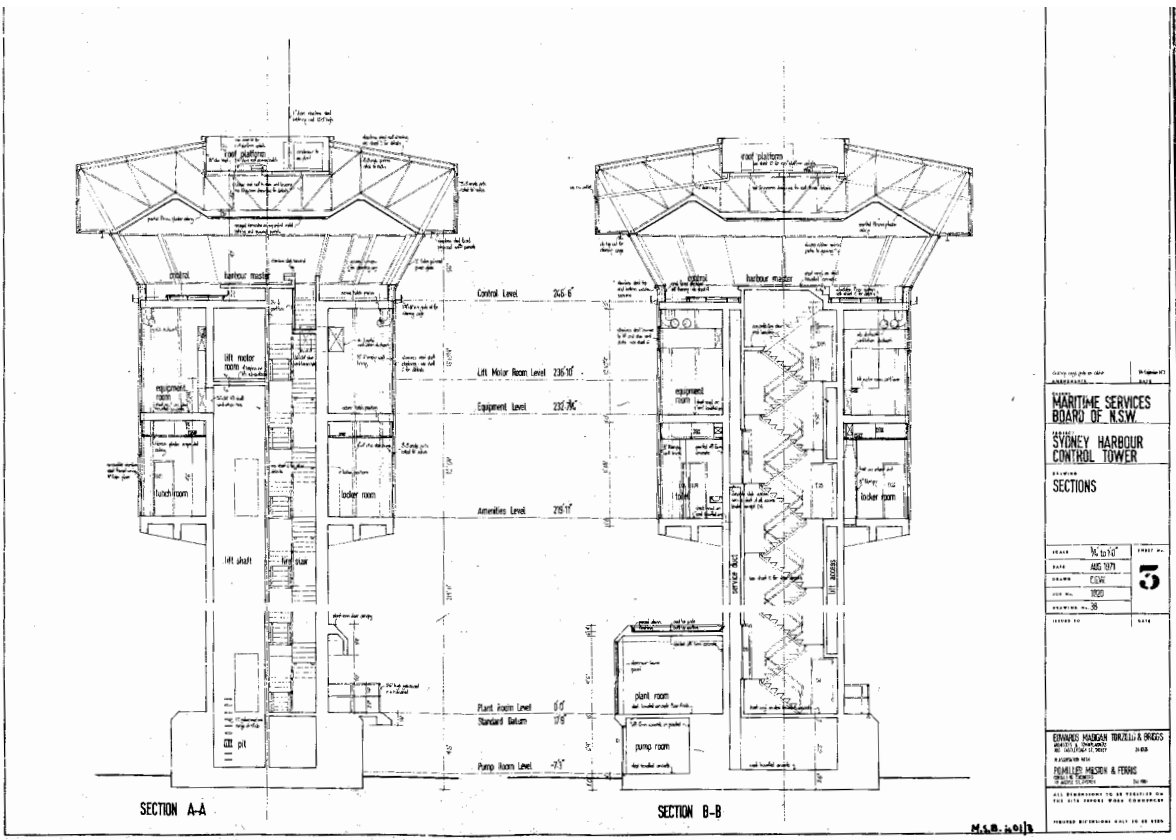


Figure 3.16 :- Sheet 2; Original sections through the Harbour Control Tower designed in 1971 by Edwards Madigan Torzillo & Briggs

4.1 General

The following heritage listings are relevant to the Sydney Harbour Control Tower and its environs and are protected by heritage provisions and requirements under the relevant planning instruments. It should be noted that all items and elements within the Millers Point Conservation Area are designated as being of State Significance including Merriman Street and Clyne Reserve (Crown Land). The Harbour Control Tower is located [on the west side of Merriman Street but is not included in the defined Millers Point Conservation Area by the City of Sydney or NSW Heritage. The Tower is located within the Barangaroo site and is not listed on any statutory instruments apart from its 2009 listing on the Sydney Ports Corporation Section 170 Register from which it was transferred in 2012.](#) The relevant Statutory Listings are summarised in Section 5:- Planning Constraints and opportunities.

[Identified areas and items of heritage significance are set out below including a detailed application of all relevant Criteria for Assessing Significance as requested by the NSW Heritage Council on 30/05/14 including:-](#)

- [1. A detailed assessment of the Harbour Control Tower in accordance with the NSW heritage assessment criteria and](#)
- [2. A summary statement of significance for the Harbour Control Tower as a potential heritage item and](#)
- [3. An assessment of the Harbour Control Tower's level of Heritage Significance](#)

4.2 Millers Point Conservation Area

In 2003 Millers Point and Dawes Point were listed on the State Heritage Register as a village precinct in recognition of the history and social values of this community as well as its heritage buildings. The area has been described as ‘probably the most significant historic urban place in Australia.’ The Aboriginal name for the Point is ‘Coodye’ but the area has been called Millers Point for over 175 years. This name is associated with ex-convict John ‘Jack the Miller’ Leighton whose windmills were early Sydney landmarks on the Point.

As stated in the City of Sydney Data Form, Millers Point and Walsh Bay Heritage Conservation Area is of State significance for its ability to demonstrate, in its physical forms, historical layering, documentary and archaeological records and social composition, the development of colonial and post- colonial settlement in Sydney and New South Wales.

State Themes include Environment-Natural Culture, Aboriginal Cultures, Convict, Ethnic Influences, Migration, Commerce, Communications, Cultural Landscape, Events, Exploration, Fishing, Health, Industry, Pastoralism, Science, Technology, Transport, Accommodation, Land Tenure, Defence, Utilities, Government and administration, Towns suburbs and villages, Labour, Education, Law and order ,Welfare, Creative endeavour, Leisure, Religion, Social institutions and Persons.

Full details of the NSW Environment & Heritage Listing for the Millers Point Conservation Area can be reviewed in Appendix 3 of this report. The Listing includes detailed analysis of Historic Themes and Assessment of Significance under the NSW Heritage Assessment Criteria.

The following Statement of significance is an excerpt from the Listing:-

‘Millers Point Conservation Area is an intact residential and maritime precinct of outstanding State and National significance. It contains buildings and civic spaces dating from the 1830s and is an important example of nineteenth and early twentieth century adaptation of the landscape. The (remnant) precinct has changed little since the 1930s’.

4.2.1 Significance of Clyne Reserve.

Clyne Reserve is crown land which falls within the Millers Point Conservation Area (refer to Sydney LEP 2012- Heritage Map 13) and provides dramatic evidence of the 1900s and 1960s-70’s massive excavation by maritime authorities which left the natural topography of the Point cut off from the Headland by a sheer rockface. The native planting and exposed sandstone bedrock of Clyne Reserve provide a quiet landscaped area within Millers Point with spectacular panoramic views to Sydney Harbour. Remnant footings are evident in some of the exposed sandstone from the former grand merchant mansions which once crowned Millers Point and boasted commanding harbour views over the wharves below. The remnant mansions were demolished in the 1960s to permit further rock excavation of the Point for the construction of the container wharves and the Harbour Control Tower.

4.2.2 Significance within Merriman Street

Merriman Street contains State Significant intact early housing (1837 – 1877) on the eastern side of the street with the Sydney Ports Corporation’s former Sydney Harbour Control Tower (non-operational since 2009) on the western side of the street. The west side of Merriman Street is bounded by the sheer rockface created in the 1960s – 70s maritime upgrade to construct the roll-on/ roll-off longshore container wharf. The adjacent former Harbour Control Tower is located within the Barangaroo site and is not included in the Millers Point Conservation Area. Crown Road (later re-named Merriman Street) was created in the 1837 subdivision of Long and Wright’s land at Miller’s Point. It is noticeable that the eastern footpath retains its stone kerb & guttering while the western side is concrete. Significant panoramic views are available from Merriman Street. Crown Road (at the end of Merriman Street) was removed in the late 1960s when the Point was further excavated for the construction of container wharves. [The west side of Merriman Street including the Merriman Terraces and the Dalgety Store was demolished at this time.](#) The small-scale intimate and intact vistas down the narrow laneways of Millers Point are historically and aesthetically rare and include Rodens Lane, Bettington Street and the west side of Merriman Street.

4.2.3 Merriman Street residences

The houses are intact and provide tangible evidence of early household and domestic life and comprise the following:-

- 14 Merriman Street c 1837-44. The cottage may have been built by James Curtis, a Carpenter . It subsequently had a long history of occupation

by Blacksmiths. It is the earliest surviving building on Jack the Miller’s Point and historically, a rare surviving example of an early 19th C residence of Miller’s Point. Aesthetically an important remnant early Victorian free standing cottage in what was once the dress circle of Miller’s Point. It is an important termination point between the streetscape and Clyne Reserve.

- 18 Merriman Street c 1847 – 51. The house was probably built by Charles King, a stonemason who sold the property to a licensed victualler in 1853. Historically, a rare surviving example of a modest 19th C residence and aesthetically a rare surviving example of an early free-standing cottage.
- 20 -26 Merriman Street 1867- 1870. Preceded by brick and timber cottages which were demolished to construct this row of four two-storey Georgian style mid-Victorian terraces. Historically significant as new terraced houses replacing earlier cottages and typical of investment by local publicans. Architecturally significant within the streetscape.
- 28 -34 Merriman Street 1868 -1870. Built for Peter Davis, grocer, Nos 28 -34 comprised four two-storey Victorian Georgian style brick and stucco terraces. Historically significant as new terraced houses by a local resident replacing earlier cottages and architecturally significant within the streetscape.
- 38 -38 Merriman Street 1870 -71. A pair of two-story mid Victorian Georgian style brick and stucco terraces built by Peter Davis, grocer. Historically significant as new terraced houses by a local resident replacing earlier cottages and architecturally significant within the streetscape.
- 40 - 42 Merriman Street 1871 -73. A pair of two-story mid Victorian Georgian style simple brick and stucco terraces built for Francis Downes, a landholder. Historically significant as new terraced houses by a local resident replacing earlier cottages and architecturally significant within the streetscape.
- 44 -48 Merriman Street, 1877 built for James Parle, builder. A row of 3 two-storey Victorian painted brick terraces with cantilevered timber verandahs with cast iron balustrades. Historically significant as new terraced houses by a local resident replacing earlier cottages and architecturally significant within the streetscape.

4.3 The potential significance of the former Sydney Harbour Control Tower

The Tower is no longer in use by Sydney Ports and transferred to the Barangaroo Delivery Authority on 25 July 2012. Internally, the tower has been stripped of communications equipment and furnishings. It is currently barricaded with a cyclone wire fence on Merriman Street. The tower falls within the Barangaroo area with its base 18M below the street entrance. It is not listed as a heritage item within the State Heritage Inventory or within the City of Sydney LEP 2012. However, the NSW Heritage Council has notified of its intention to consider listing on the State heritage register (2 July 2014). Following a request from the NSW Heritage Council on 30/05/14, a detailed application of all relevant Criteria for Assessing Significance follows:-

4.3.1 Assessment of Significance against NSW Heritage Significance Criteria

The NSW Heritage manual guideline Assessing heritage significance and supplement Levels of Heritage Significance set out the basis for the assessment of the heritage significance of an item by evaluating its significance against specific criteria which can apply to items of national, state or local levels of significance.

The NSW heritage management system recommends a 3-step approach in the assessment of heritage significance:-

1. Investigate significance:- the history, context, themes and fabric of the Harbour Control Tower (HCT) has been investigated and included in Sections 2.0 and 3.0 of this report. (A Comparative Analysis of similar towers, signal stations and lighthouses by City Plan Heritage for Mod 3, 26/09/2006 is attached in Appendix 7 of this report.)

2. Assess significance:- The SOHI has researched and summarised the current statutory heritage status of the HCT, its previous uses, its current structural condition and its potential to meet BCA compliance (access) and occupational health and safety requirements.

3. Manage significance; analysis of constraints and opportunities and owner and user requirements.

• **Criterion (a):- Historical Significance;** *An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the area):-*

The Harbour Control Tower (HCT) was constructed in 1974 by the Maritime Services Board as part of its 'Darling Harbour Reconstruction Scheme, involving replacement of the finger wharves with the longshore

form of quay-face backed by landfill' (Chapter 3, Sydney Ports Centenary Book). The Darling Harbour longshore wharves for general cargo and container shipping 'addressed transitional requirements in an attempt to make the best use of existing opportunities while building the new port of Botany Bay' (Chapter 3, Sydney Ports Centenary Book). The 1974 Port Operations and Communications Centre (HCT) was constructed at 87 m height for surveillance of the Darling Harbour, Glebe Island, White Bay and Blackwattle Bay shipping movements. It became 'fully operational in 1992, when operations including visual surveillance of commercial shipping at the South Head Signal Station were transferred to the Control Tower' (SPC S170 listing). Its operations were made redundant after the new Sydney Ports Operations Centre at Botany Bay became operational in 2009. The Tower has since been transferred to the Barangaroo Delivery Authority.

The HCT is associated with the late 20thC interim provision of longshore roll-on/roll-off container terminals in Darling Harbour while Port Botany was in the process of planning and construction. Its associated former Darling Harbour stevedoring wharfage was disposed of in 2006 to form the Barangaroo site. Other remnants from that period include the massive Millers Point Headland Cutting, the Hungry Mile and a substantial section of intact longshore wharfage at Barangaroo Central extending to the King Street Wharf.

The Harbour Control Tower is assessed as being of Local significance to the Darling Harbour and Walsh Bay areas.

Criterion (a) is assessed as having Local significance

• **Criterion (b):- Historical Significance (people)** - *An item has strong or special association with the life or works of a person, or a group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);*

The Harbour Control Tower was associated with the Maritime Services Board (MSB), who were both landlords and employers of the Millers Point maritime community. The MSB dissolved in 1995 to create the Sydney Ports Corporation. This is of local social significance.

Criteria (b) is assessed as having Local significance.

• **Criterion (c):-Aesthetic & Technical significance** *An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);*

There are divergent views about the aesthetic significance of the Tower. The Sydney Ports s170 register stated, 'the Port Operations and Communications Centre is a prominent landmark and part of the skyline of Sydney Harbour. It is a significant element of the maritime landscape.'

The Tower is aesthetically distinctive as a 1970s tower designed by Edwards Madigan Torzillo & Briggs.. The Tower is a custom-designed maritime structure whose use is now redundant. The Tower is a dominant local landmark with an intrusive impact upon the intimate streetscape vistas within the State Significant Millers Point. Structural Engineering was by Miller Milston & Ferris as a reinforced concrete structure (no tensioning) constructed using a slipform technique. These were not innovative techniques at the time but due to the accelerations and incline of the Tower under wind loadings and its human comfort effects, two engineering papers were subsequently published (1992 & 2000) regarding the tower's wind-induced dynamic response

Criterion (c) is assessed in the context of four aspects as follows:-

1. Architecturally of Local significance

2. Structurally of Local technical significance .

3. Landmark quality of Local significance

4. Intrusive in its Local context (due to the Tower's adverse impact upon the adjacent state significant Millers Point Conservation Area).

• **Criterion (d) :- Social Significance ;** *An item has a strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;*

The Harbour Control Tower was part of the maritime facilities which were operated by the Maritime Services Board for 38 years and facilitated ongoing work and accommodation for the Millers Point community.

Criterion (d) is assessed as having Local social significance.

• **Criterion (e):- Research potential;** *An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history(or the cultural or natural history of the local area);*

Due to a highly disturbed and excavated site, there is little possibility of archaeological potential.

Criterion (e) is assessed as not relevant.

• **Criterion (f) :- Rarity;** *An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);*

The Tower demonstrates Sydney's interim late 20thC containerised shipping phase. This is also represented by the massive 1960s headland cutting at Millers Point that was required to back up the roll-on/roll-off wharves and a substantial remnant section of longshore stevedoring wharfage retained intact with caissons and mooring bollards at Barangaroo Central. The tower is not a rare remnant of this phase of maritime history. The Tower itself is not assessed as a rare building form of this time as comparable tower structures exist in Sydney as indicated in Section 4.3.2 of this report.

Criterion (f) is assessed as having Local significance.

• **Criterion (g) :- Representative ;** *An item is important in demonstrating the principal characteristics of a class of NSW's*

- Cultural or natural places
- Cultural or natural environments

The tower has landmark qualities as a former maritime observation tower but is not the sole remnant of this phase of maritime history.

At the same time, the tower is intrusive within the small-scaled historic streets of Millers Point. It has lost its original function and association with longshore wharfage.

Criterion (g) is assessed in its context as follows:-

- Local representative significance

- **Intrusive** (due to the Tower's adverse impact upon the adjacent state significant Millers Pointn Conservation Area).

4.3.2 Comparative Analysis

4.3.2.1 Similar tower structures

In order to establish the aesthetic and technical values of the Harbour Control Tower a desktop research of similar towers (including signal stations and light houses) was undertaken by City Plan heritage in 2006 for the Barangaroo Concept Plan (MOD3) as summarised below and as attached in Appendix 7. This research has identified two similar heritage items in the NSW State Heritage Inventory Database – South Head Signal Station and Nobbys Signal Station at Newcastle.

South Head Signal Station is a sandstone tower with connected watch keepers quarters built in the early 1840s and designed by the Colonial Architect Mortimer Lewis. The statement of significance for the Station states the following: ‘A dominant Sydney landmark which appears to have been in continuous use since the 1840s as a controlling point for shipping entering and leaving Port Jackson. The building complex, designed by the Colonial Architect Mortimer Lewis in the early 1840s, is an architecturally important example of an early Victorian public work associated with port activities.



South head Signal Station continued to control shipping into Sydney Harbour until 1992 (Sydney Ports s.170 listing)

Comparable tower structures were found in Queensland and the Port of Melbourne. The tower in Caloundra, Queensland was constructed in 196 e tower due to its light being obscured by the high rise development. The 1967 lighthouse tower is a concrete construction with a 52m high tower. Its operations ceased in 1992. Shipping is now largely controlled electronically and observation towers are no longer required for visual observation.



Caloundra Light House Melbourne Harbour Tower



Although they are not port control towers, the Sydney Airport Control Tower and Sydney Tower are further examples of 20th C tower architecture which provide a comparison to structures of a similar design.



Sydney Airport Control Tower



Sydney Tower

4.3.2.2 Other scenic lookouts in Sydney

Other scenic towers and lookouts which currently provide an established ‘high-level’ scenic view of Sydney include Centrepont Tower and BridgeClimb.

4.3.2.3 Items of State heritage significance in the locality

Items of State Heritage Significance in the vicinity of the HCT include the Millers Point, Dawes Point & the Rocks Conservation Areas, the Sydney Harbour Bridge, Circular Quay wharves, the Opera House, Fort Denison and Goat island. Sydney Ports included the Harbour Control Tower (HCT) within their s170 register. When the register was endorsed by the Heritage Council in 2009, the HCT was not nominated for individual listing as a State Heritage Item. While not listed on City of Sydney’s LEP2012, the Tower is obviously recognised as a local landmark in the Walsh Bay and Darling Harbour areas.

4.3.2.4 Items of Local heritage significance in the locality

Landmark items of Local heritage significance include the Mooore’s Wharf Building (SPC s.170), Blues Point Tower (NSLEP), and general wharfage about Goat island (Goat Island CMP), these three items are recognised landmarks in the Walsh Bay and Darling Harbour area.

4.3.2.5. Previous control and observation posts in Sydney Harbour

Previous Harbour Observation Posts include the South Head Signal Station, the first Water Police Station (1860) and Harbour Master’s residence (with lookout) which was constructed 1901 by the Sydney Harbour Trust on Goat Island with panoramic views in all directions and operational until 1993. In 1952, the new Maritime Services Board (MSB) head office was opened at Circular Quay. In 1968, the opening of the transitional roll-on/roll-off container facilities at Darling Harbour became operational as Botany Bay was planned (approved in 1969). The HCT officially opened in 1974 but was not fully operational until 1992 (SPC s.170 listing). In the meantime, a lookout into Darling Harbour was established at the end of Bettington Street (still evident).. When the stevedoring wharves and the HCT became redundant, they were transferred to the Barangaroo Delivery Authority in 2012.

4.3.3 Summary Statement of Significance for the Harbour Control Tower

The Harbour Control Tower has been a visibly dominant feature of Darling Harbour and Walsh Bay for 40 years as a landmark and associated element of the transitional roll-on/roll-off bulk cargo and container terminals. Both the stevedoring wharves and the tower have now been disposed of by Sydney Ports following the establishment of the Port of Botany Bay for container and bulk cargo shipping. There are many historic maritime relics in the vicinity of the tower including the Walsh Bay and Pyrmont finger wharves, the Millers Point headland cutting, large remaining sections of the container stevedoring wharves, the Munn’s Slipway, the Moore’s Wharf Building, Goat Island and Millers Point itself. These are tangible surviving memories of Sydney Harbour’s maritime history which has been evolving over a period of 200years.

Remnants from the late 20thC bulk cargo and container phase include the massive sandstone rock-face lit from overhead and featured as a backdrop within the Cultural Space, the Harbour Control Tower, a major section of the original container wharf retained in Central Barangaroo extending to the King Street

wharf with associated caissons, mooring bollards and interpretation. Interpretive signs and an interpretive maritime time-line are proposed to reveal the stories of this phase. The remnant wharf, headland cutting and Harbour Control Tower all represent the late 20thC container phase and are of Local significance.

4.3.4:- Level of Heritage Significance

As stated in the NSW Heritage Council’s guideline supplement to Assessing Heritage Significance (2008) in Appendix 8., the Heritage Council recognises four levels of significance for heritage in NSW: -Local, State, National and World. “These levels indicate the context in which a heritage place is important. A Level of Significance is not about ranking, it’s about context.” (NSW Heritage Council’s guideline supplement: Assessing Heritage Significance).

Currently, the Tower is recognised as ‘contributing to the character and significance of the locality’ by the City of Sydney but not included in LEP 2012 and as a ‘local landmark’ by the National Trust in their Industrial Heritage Site Listing Report. Both of these statements infer a current and recent perception of the Tower’s Local significance. The Millers Point State Significant Conservation Area curtilage specifically excludes the footprint of the Tower as does LEP 2012. The Heritage Division has advised that there is a small overlap of the observation deck above the Millers Point Conservation area which may require a separate s.60 application.

The Director General’s Requirements (9 Sept 2013) for the Demolition of the Tower required that a Statement of Heritage Impact be prepared. This is the level of supporting information generally required for an item of Local Heritage Significance.

Previous heritage consultancies have arrived at a similar conclusion in 2006 when the Barangaroo Concept Plan (MOD3) was submitted and approved and which indicated the possible demolition of the tower.

The Tower is not listed on any statutory instrument apart from the 2009 Sydney Port’s s.170 Register prior to its change of ownership and transfer.

There were 41 items listed in the 2009 Sydney Port’s s.170 register, 16 of which were part of a collection of navigation marks, light towers and light stations (including the Harbour Control Tower) all of which were noted as State Significant. Six are listed as Sydney Harbour heritage items on the SREP 2005 Heritage Map but the Tower is not included. However, the 2009 Sydney Ports Corporation s170 assesses the Moore’s Wharf Building as of Local Significance.

The Harbour Control Tower’s context is of Local Significance

4.3.5 Discussion related to the Sydney Ports former s.170 listing for the Port Operations and Communications Centre

The initial assessment of potential State heritage significance for the Tower was made within Sydney Ports Section 170 Register (SHI 4560017) dated 27/08/08 and is discussed below:-

The s.170 listing stated:- The Port Operations and Communication Centre is significant in the history and operation of the Port of Sydney. Since 1790 the European settlers struggled to gain visual communication across the uneven topography of the harbour. These efforts culminated in the construction of the tower which provided, for the first time in over 150 years, visual oversight of major wharfage areas and the operations of Sydney Harbour. It is significant in its own right but also as an item in a collection of light towers and light stations which, together with the Communications Centre, provide evidence of the long process of establishing visual control and guidance over maritime operations in the Port of Sydney.” The following themes were established:-

Themes: *National Theme State Theme Local Theme*

3. Economy Communication (none)

3. Economy Transport (none)

Criterion a) and c) were assessed as relevant to the Harbour Control Tower and it was entered into the Sydney Ports Corporation Section 170 Heritage and Conservation Register as being of State significance.

In comparison, the 1837 Moore’s Wharf Building (item 4560018) quarried from the adjacent sandstone cliff was assessed by Sydney Ports as being of Local significance in this register..

With reference to the statement in the s.170 listing ‘for the first time in over 150 years, visual oversight of major wharfage areas and the operations of Sydney Harbour” was provided, additional investigation has revealed that visual oversight of major wharfage areas has occurred since 1790. The South Head Signal Station was constructed in 1790 (rebuilt in the 1840s to a Mortimer Lewis design). Its visual surveillance role was transferred to the Control Tower in 1992 when the tower became fully operational (Sydney Ports s.170 listing 4560017) In 1838, the first Water Police Station on Goat Island was prominently sited for its visual surveillance of major wharfage areas in Port Jackson as was the Harbourmaster’s residence and lookout (1901 – 1952). The Control Tower continued this role overlooking the interim Darling Harbour container wharves as a fully operational observation and control tower from 1992 – 2009 until the Port Botany Operations Centre became operational.

The Harbour Control Tower was transferred from the Sydney Ports s170 register on 26 July 2012. It is also relevant that the disposal of the stevedoring wharves and the harbour control Tower have divorced them from their industrial maritime setting.

4.4 Millers Point headland cutting :- No listing but potential for State significance. The headland cutting will remain tangibly evident and its role in the container phase of Millers Point explained and interpreted.

4.5 Darling Harbour stevedoring wharves –late 20thC :- No listing but potential for Local significance. The remnant stevedoring wharves with intact caissons and mooring bollards in Central and South Barangaroo will be interpreted to explain their role in Darling harbour’s over 200 years of maritime history.

4.6 Sandstone sea wall on the west of Millers Point:- The sandstone seawall c 1903 is listed in the Sydney Ports Section 170 Register as having Local significance. It has been retained and will be interpreted.

4.7 SPS14 :- The MWS&DB Substation (Sewage Pumping Station No 14) is listed on the Sydney LEP 2005, Sydney Water Section 170 register and former Sydney Ports Section 170 Register prior to its transfer. It is listed as having Local significance. The superstructure of SPS14 has now been relocated intact to its new location and both the superstructure and buried sub-structure will be interpreted.

4.8 Moore’s Wharf building:- The 1837 Moore’s Wharf Building is listed with the NSW Maritime Authority Section 170 Register and the Sydney Ports Section 170 Register. It is noted as having Local heritage significance.

4.9 Significant Views and Vista

Although not specifically listed as significant heritage elements, the views of Millers Point have been celebrated by paintings and sketches from the 1800s onwards and with photographs from the 1850s onwards. The small scale stepped dwellings rising up the headland fringed by shipping, sheds, wharfage and the harbour with city and bridge backdrops have provided an exciting view from many vantage points including Balls Head, Berry’s Bay, Goat Island, Balmain, Darling Harbour, Walsh Bay, Milsons Point and McMahons Point. The HCT has visually dominated these views to Millers Point since 1974. These views are of high significance historically, socially and aesthetically. Iconic views of the World Significant Opera House and the State Significant Sydney Harbour Bridge are affected by the height and dominance of the Harbour Control Tower as referenced in the 2014 View Study.

4.10 Archaeological Significance

Refer to the detailed Archaeological Assessment and Statement of Heritage Impact for the demolition of the tower by Austral Archaeology which has concluded that there are no known impacts in the immediate vicinity of the HCT due to the high level of disturbance in its vicinity.

5.1 Heritage listings

The following heritage listings are relevant to the Sydney Harbour Control Tower and its environs and are protected by heritage provisions and requirements under the relevant planning instruments.

It should be noted that all items and elements within the Millers Point Conservation Area are designated as being of State Significance. The relevant Statutory Listings are summarised below and include the following:-

Conservation Area	Statutory Listing	Significance
Millers Point Conservation Area	– NSW Environment & Heritage State Heritage Register – listing Number 00884 – Database 5001049	State & National
Millers Point/Dawes Point Heritage Conservation Area	– Sydney LEP 2012 Schedule 5 Environmental Heritage – Map 13	State
Millers Point & Dawes Point Village Precinct	– NSW Housing Section 170 Register	State
Individual Heritage Items		
Merriman Street		
Residences - 20, 22, 24, 26, 28, 30, 32, 34, 36, 38, 40, 42, 44- 48 Merriman Street.	– NSW Environment & Heritage – State Heritage Register – LEP 2012 – NSW Dept of Housing s.170	State
Georgian Style Victorian Terrace; 20, 22, 24, 26 Merriman Street	– NSW Dept of Housing s.170	State
Stone cottage & wall, 14-16 Merriman Street	– NSW Environment & Heritage – State Heritage Register – NSW Housing Section 170 Register – LEP 2012	State
18 Merriman Street	– NSW Environment & Heritage State Heritage Register – NSW Dept of Housing s.170	State
Port Operations & Communications Centre (Former)	Sydney Ports Corporation – transferred to BDA 25/07/13	Transferred from Sydney Ports s.170 Register

5.2 Relevant Heritage Planning Instruments

5.2.1 The State Heritage Register:-

It should be noted that all items and elements within the Millers Point Conservation Area are designated as being of State Significance and individual listings should not detract from this fact. Under the NSW Heritage Act, inclusion on the State Heritage Register requires Heritage Council approval for most works apart from specific exemptions. The Heritage Council has the power to delegate approval for minor works to the City of Sydney. *It should be noted that the HCT is not listed as a State Heritage Item nor is it within a Conservation Area. However, Clyne Reserve and Merriman Street are within the Millers Point Conservation Area.*

5.2.2 Section 170 Heritage and Conservation Registers

State agencies including the Department of Housing and Sydney Ports are required under the NSW State Heritage Act to maintain an s.170 Heritage and Conservation Register. These registers require management commitments by the relevant owners of the listed properties. *Sydney Ports transferred the Harbour Control Tower to the Barangaroo Delivery Authority on 25 July 2012 and the tower is now within the Barangaroo site. Sydney Ports notified the Heritage Branch of this transfer on 26 July 2012. A Statement of Heritage Impact is required to accompany the modification application for the demolition and removal of the Harbour Control Tower.* It should be noted that the Barangaroo Delivery Authority is required to establish a Section 170 Register for heritage items which exist within its area.

5.2.3 Register of Aboriginal Sites- NSW National Parks and Wildlife Services

All Aboriginal sites are protected under the NPWS Act 1974. It is an offence to knowingly deface, damage or destroy a relic or Aboriginal place in NSW without obtaining the written consent of the Director of the NSW NPWS. *The assessment of archaeological potential considered this unlikely due to the massive excavation that has occurred in the area of the Harbour Control Tower.*

5.2.4 City of Sydney LEP 2012 -Heritage Schedule

Millers Point is a designated Conservation Area (SHI 5001049) in the City of Sydney LEP 2012 which includes specific management objectives for Millers Point. This includes Merriman Street and Clyne Reserve (Crown Land). The Tower is not listed in Schedule 5 – Environmental Heritage. However, it is adjacent to the State Significant Millers Point Conservation Area and to the State Significant cottages along Merriman Street east (5 separate listings).

5.2.5 Register of the National Estate

The Australian Heritage Council is a Commonwealth Authority which maintains the Register of The National Estate. No statutory obligations are triggered by those listings.

5.2.6 Register of the National Trust of Australia

The National Trust has no statutory power but is an influential force on environmental heritage matters.

5.3 Barangaroo Statement of Commitments-Relevant Heritage Provisions

The approved (and amended) Barangaroo Concept Plan includes a Statement of Commitments by the Barangaroo Delivery Authority with relevant heritage provisions including the following:

- 56,58 & 60....Views to Millers Point Conservation Area are to be retained. ‘ The key attributes to be retained are:-

- 1) views to significant tracts of water
- 2) the junction of Darling Harbour and the Harbour proper,
- 3) the opposite foreshores
- 4) panoramic qualities of existing views, and
- 5) the most distinctive views to landmark structures’

These are to be demonstrated/assessed as part of any relevant development application/ project application.

- 68 - 71....Archaeology . A separate report will address this issue where ‘at the stage of any development or project application involving surface disturbance’.

- 72 &73.... Interpretation:- This ‘Plan will explore various cultural, social and environmental themes related to the site’....’prior to commencement of any works on the site including any demolition or excavation works.’

- 75....Archival recording :- ‘ A photographic and archival recording of all affected heritage items....will be undertaken prior to the commencement of any construction activity.’

- 77...’ Notification of any Section 170 Heritage Items’ ‘the Director of the Heritage Branch to be notified in writing within 14 days of the demolition...”

5.4 The Barangaroo Concept Plan (MOD 3)

The design intent for the Headland Park has been to reinstate a naturalistic headland.

The MOD 3 (2006) Determination allowed for the demolition of the Tower. At that time, the NSW Heritage Branch raised no objection to the Tower’s removal.

6.1 Proposed Demolition Methodology

The proposed works are for the demolition and removal of the Harbour Control Tower (HCT) in Merriman Street, Millers Point.

The demolition methodology has been determined by a specialist as being one of ‘Structural Dismantling’ to minimise impact upon adjoining public areas. It is proposed to dismantle the tower into craneable components. A Tower Crane is proposed to be installed within the roundabout at the end of Merriman Street avoiding the area of the former Merriman Terraces where trucks will be loaded with dismantled components. The crane may require the length of Merriman Street for its construction.

A hoarding is proposed immediately to the west of the original stone kerb and gutter which remains intact on the east side of the Merriman Street footpath. No excavation is proposed below the street surface.

The site establishment area will include the provision of protection measures for Merriman Street and Clyne Reserve in order to protect heritage fabric.

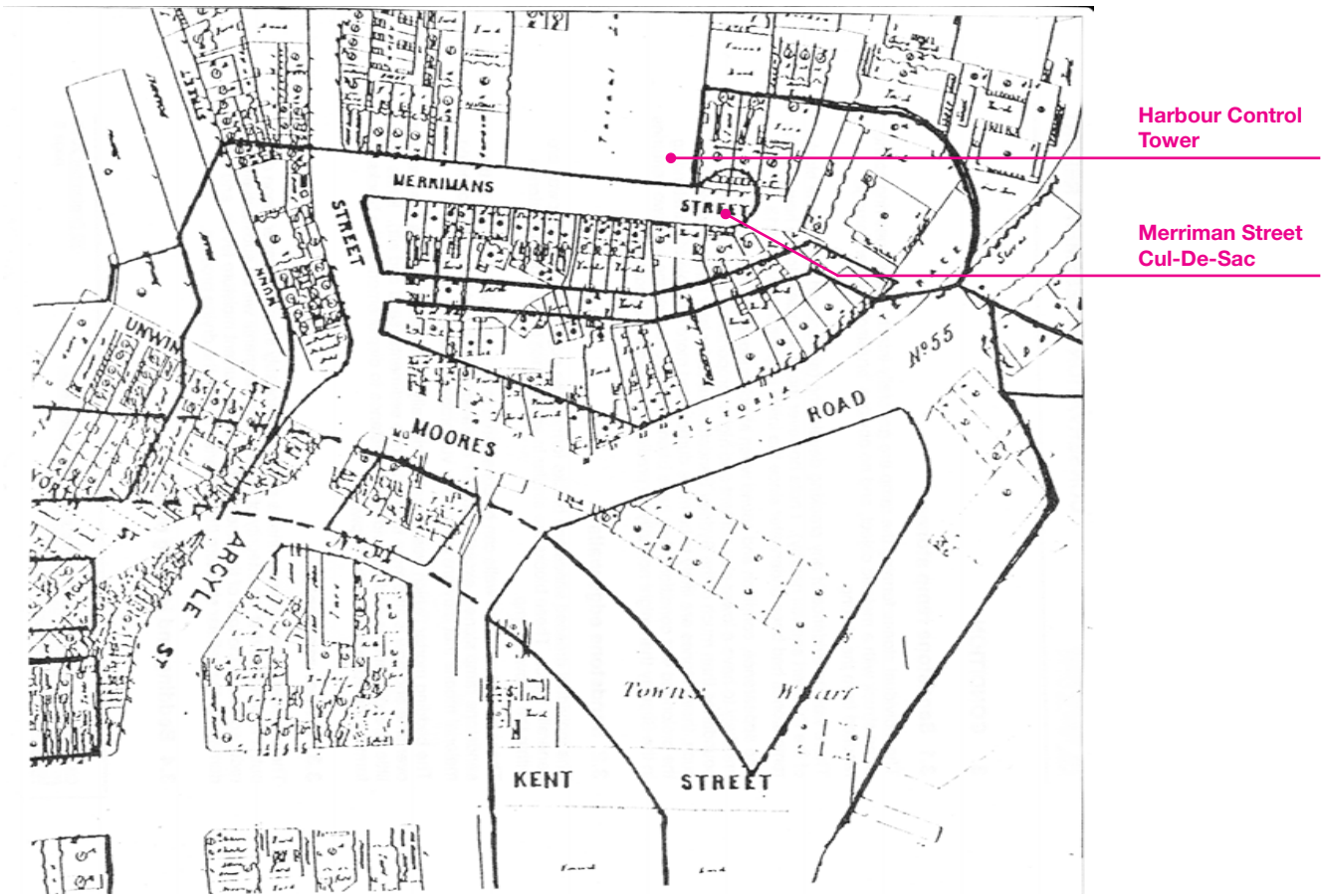


Figure 6.1 Fitzgerald & Keating's "The new Millers Point, 1920s, superimposed on Dove's 1880s map. This indicates the footprint of the former Merriman Terraces in relation to the Merriman Street roundabout.

7.1 Introduction

The proposed demolition and removal of the former Sydney Harbour Control Tower has been assessed below in terms of its individual heritage significance and its associative values with the State Significant Millers Point, Walsh Bay, the Harbour Bridge, Sydney Harbour and the World Significant Opera House. A summary of potential Impacts can be found in Section 7.10.

The Barangaroo Concept Plan allows for the demolition of the tower subject to specific planning approvals as noted in the Director General's requirements as follows:-

In accordance with the Director Generals' Requirements; Application MP10_0048 MOD4 dated 8 September 2013, this statement of heritage impact identifies the following:-1 why the item is of heritage significance (Section 4.0)

2) what impact the proposed works will have on its significance

3) what measures are proposed to mitigate negative impacts and

4) why more sympathetic solutions are not viable.

This assessment will be in accordance with the NSW Heritage Manual guidelines document 'Statements of Heritage Impact' and its supplement 'Levels of Heritage Significance' and will review the following aspects for each area, item or element with potential for heritage impact:-

- a) What aspects of the proposal respect or enhance the heritage significance of the study area?
- b) The aspects of the proposal that could detrimentally impact on heritage significance. The reasons are explained as well as measures taken to mitigate impact.
- c) The following sympathetic solutions have been considered and discounted for the following reasons

7.2 Potential heritage significance of the Harbour Control Tower

A detailed assessment against the NSW heritage Assessment Criteria has been undertaken in Section 4.0 of this SOHI following a request from the NSW Heritage Council on 30/05/14. The conclusion from that assessment is that the Harbour Control Tower is of Moderate Local Significance while identifying that its landmark quality from Darling Harbour and Walsh Bay is regarded as being of High Local Significance.

7.3 Application of NSW Heritage Act criteria

Criteria a) and c) of section 33(2) of the Act are relevant to the issue of the proposed demolition of the Harbour Control Tower and the current notification by the NSW Heritage Council of its intention to consider listing of the Harbour Control Tower on the State Heritage Register. These criteria are discussed below:-

Criterion a) a submission that the item the subject of the proposed recommendation should not be subject to listing on the State Heritage Register by reason that it is not of State heritage significance. The following assessments in this section have clearly established that the Tower is potentially of Local significance. This is confirmed by the fact that the Tower is not currently listed on any statutory item apart from its former listing on the Sydney Ports Corporation's s.170 Register. The Tower is now detached from its former maritime industrial use following its disposal by the Sydney Ports Corporation..

Criterion c) a submission that the item the subject of the proposed recommendation should not be subject to listing on the State Heritage Register by reason that listing would render the item incapable of reasonable or economic use;

The Tower was a purpose-built transitional maritime structure which is difficult to adaptively reuse due to its small shaft size and floor-plate, its poor performance in windy conditions and its requirement for a major BCA upgrade if any public use is considered. Details of a range of proposed uses and their economic forecasts are detailed in the 'Harbour Control Tower Assessment Report by Value Network, July 2014' which accompanies this revised SOHI.

7.4 Assessment of Heritage Impact upon the Millers Point Conservation Area :-

Impact upon the adjacent State Significant Millers Point Conservation Area due to the demolition of the Harbour Control Tower;

a) Aspects of the proposal that respect or enhance heritage significance:-

Heritage Setting; The Harbour Control Tower is not a harmonious presence within Millers Point's small-scale historic village setting. It has a negative impact upon the State Significant Millers Point Conservation Area. The Tower's removal would enhance the heritage character of Millers Point and remove its adverse impact.

Scale; The HCT dominates not only its immediate small scale streetscapes but the entire of Millers Point and the future Headland Park due to its extreme height. Its demolition and removal will permit other historic structures to regain their

visual importance in the context of Millers Point and its two centuries of maritime history.

Materials; The materials of the HCT are concrete, stainless steel and glass which increases its visual dominance within an intact 19thC heritage conservation area comprised of small-scale sandstone and painted stucco domestic dwellings.. Its removal will enhance and restore the visual predominance of the heritage landform and historic buildings of Millers Point.

Views and Vistas; The dominant height of the HCT intrudes upon many small scale and intimate historic streetscapes within Millers Point. Its removal will enhance not only intimate vistas from within Millers Point and historically significant views of Millers Point from the harbour and adjacent headlands. Views from McMahons Point (Blues Point), Pyrmont, Balmain East, Darling Harbour, Walsh Bay will also be improved. Iconic views towards the Harbour Bridge and Opera House will be greatly enhanced by the removal of the HCT. Refer to photographs in Figures 2.11 to 2.22. The Tower's landmark qualities within Darling Harbour and Walsh Bay have been noted as important by the City of Sydney and the National Trust.

Interpretation; The demolition and removal of the Harbour Control Tower presents an opportunity to interpret not only the role of the tower in the late 20thC but the complete story of the evolution of the Port of Sydney and Australia's oldest working harbour. The Sydney Harbour Trust, the Maritime Services Board and Sydney Ports Corporation have instigated extraordinary measures to enhance trade and shipping over 150 years to ensure that Sydney remains a viable economic entity. It is an opportunity to tell not only the late 20thC story but also the stories of the colourful 19th century shipping and shipbuilding that took place in the 19th century maritime village of Millers Point. The deepwater wharfage potential that remains adjacent to Barangaroo retains the ability to moor ships for special events such as the Fleet Review which tangibly brings to life Darling Harbour's maritime past. The major section of stevedoring wharf with intact caissons and mooring bollards in Barangaroo Central and Barangaroo South are proposed to be interpreted as is the massive Millers Point headland cutting which will be sky-lit from overhead with a 'Wall of memory' within the proposed parkland. It should be noted that general shipping (including cruise liners, cement and oil tankers) still occurs within Sydney Harbour at White Bay, Blackwattle Bay, Rozelle Bay, Gore Cove, tall ships within Darling Harbour, Tugs, Pilot boats and Lighters at Mort Bay and from Navy activity. The frequency of cargo and container shipping within Sydney Harbour was at its peak in the 1980s but diminished as Port Botany came on line. Sydney Harbour has continued

as a working port currently evolving into a world class tourist destination for passenger liners with associated passenger terminals and infrastructure.

b) Aspects of the proposal that could detrimentally impact on the heritage significance of the Conservation Area and measures to mitigate impact.

History and Operation of the Port of Sydney; The HCT is remnant but very visible evidence of the former bulk cargo and container port operations of Sydney Harbour in the late 20thC. Despite the Tower's short-term fully operational role (1992 – 2009) (Sydney Ports s.170 listing), its removal will diminish tangible evidence of the massive changes that were required in the late 1960s and 1970s to construct an interim roll-on/roll-off wharf while Port Botany was being constructed. However, the Tower is now detached from its former maritime industrial use and its context is diminished.

Mitigation measures would include a detailed photographic archival record and substantial interpretation. A separate Interpretation Strategy accompanies this Statement of Heritage Impact which identifies interpretive devices to tell the story of the Harbour Control Tower individually and as part of a timeline explaining the container phase in the context of over 200 years of maritime history in Darling Harbour and Millers Point. Other surviving remnants of the container phase are proposed to be retained and interpreted. These include a large section of stevedoring wharf with intact caissons and mooring bollards in Central Barangaroo and South Barangaroo, the massive sandstone cutting on Millers Point which will be skylit from overhead providing a historically significant backdrop to the Cultural Space, an oculus signifying the Tower's shaft dimension with a 'wall of memory' describing the tower's role in the container phase and interpretive signs within the Headland Park telling the story of the Tower and the landform changes to The Point undertaken in the 1900s and 1960s to accommodate massive maritime changes. In conclusion, the two centuries of history of the Port of Sydney and its rich maritime past are not evident from the retention of the Harbour Control Tower alone, particularly now that it is divorced from its associated setting of stevedoring wharves. The Australian National Maritime Museum located across Darling Harbour tells the story of Australia's maritime development nationally but an understanding of the physical changes to the landform of Millers Point over the 19th and 20th centuries will be best understood and interpreted from the Headland Park lookout near Merriman Street in Millers Point.

Landmark prominence;

The removal of the Harbour Control Tower will remove a landmark from Millers Point. Other prominent landmarks in the vicinity of Walsh Bay will regain more importance. The Moore's Wharf Building (1837) is also recognised as a dominant landmark both from the harbour and from Town's Place. The new headland will become a major landmark when viewed from Darling Harbour. The small scale terraces and stone warehouses of Millers Point will regain their historic and visual importance which has been celebrated in numerous paintings and photographs from the early 19thC onwards. The loss of the Tower's presence will improve the visual presence of other landmarks.

Historic note:- The design of the Harbour Control Tower as an observation tower with the required visual overview to the former container wharves and shipping lanes has resulted in this large structure being out of context within the historic village of Millers Point. The Maritime Services Board acknowledged in their 1966 document summing up the dilemma faced by Sydney's port planners regarding container wharfage as follows; "provision of deep water is no problem in the Sydney Harbour....however, the steep foreshores present a problem in the provision of flat land adjacent to the wharves....time-consuming reclamation would be required and here the deep water becomes a decided disadvantage". It was noted with urgency in the 1966 MSB report that container traffic would enter the Australian Trade within 2 years and that Botany Bay could not realistically be developed in that period. The late 1960s and 1970s then saw the urgent major changes to accommodate container shipping that affected Millers Point and Darling Harbour, all of which have now become redundant and eventually de-commissioned as the Port of Botany came on line from 1979 onwards. The Harbour Control Tower's fully operational role (SPC' s.170 listing) from 1992 to 2009 has essentially been a transitional role as confirmed within chapter 3 of the Sydney Ports Centenary Book (refer to Appendix 6). A more holistic view of Millers Point's and Darling Harbour's maritime history is currently proposed which has the potential to bring alive the Port of Sydney's maritime evolution from the 1820s until the present.

Proposed deconstruction of the Tower:- Extreme care is proposed to be taken to avoid unnecessary damage or impact upon Merriman Street and Clyne Reserve, both of which are within the Millers Point Conservation Area. The individually listed 19th century heritage houses within Merriman Street will be protected from adverse effects including but not limited to vibration, fallage, dust, noise, heavy vehicle traffic etc. The Site Establishment Plan, the placement of dismantling equipment, demolition method and impact

from the loading of trucks will need to be reviewed and assessed for potential impacts by the City of Sydney, an Archaeologist & Heritage Consultant.

7.5 Assessment of Heritage Impact upon a potential heritage item, The Harbour Control Tower:-

Impact upon the Harbour Control Tower due to its proposed demolition. The Tower has been assessed in section 4.0 of this report as having potential Local significance.

a) Aspects of the proposal that respect or enhance the Tower's potential heritage significance:-

Interpretative measures are proposed to explain the Tower's role in the interim container phase of Darling Harbour. A separate Interpretation Strategy accompanies this Statement of Heritage Impact which identifies interpretive devices to tell the story of the Harbour Control Tower both individually and as part of a timeline explaining the container phase in the context of over two centuries of maritime history in Darling Harbour. Other surviving remnants of the container phase are proposed to be retained and interpreted. These include a large section of stevedoring wharf with intact caissons and mooring bollards in Central & South Barangaroo, the massive sandstone cutting on Millers Point which will be skylit from overhead providing a historically significant backdrop to the Cultural Space, an oculus signifying the Tower's shaft dimension with a 'wall of memory' describing the tower's role in the container phase and interpretive signs within the Headland Park telling the story of the Tower and the landform changes to The Point undertaken in the 1900s and 1960s to accommodate massive maritime changes.

b) Aspects of the proposal that could detrimentally impact on the potential heritage significance of the Tower and measures to mitigate that impact.

Proposed demolition and removal:- The proposed demolition of the Tower is a detrimental impact to its potential heritage significance. Measures to mitigate this impact include an archival record and substantial interpretive measures. The proposed oculus signifying the tower's shaft dimension will light the Cultural Space below with a proposed 'Wall of Memory' addressing not only the container phase of Darling Harbour but over 200 years of maritime history.

c) Alternative discounted sympathetic solutions

Adaptive reuse:- Adaptive reuse options have been assessed in the July 2014 Options Assessment by Value Network ranging from 'No use but maintain into the future' through to 'Demolition & Removal'. These are reviewed and assessed as follows:-

1) Retain in present form with no use. Allow for corrective maintenance, annual and cyclic maintenance with required OH&S upgrades including an urgent upgrade to the window-cleaning rail and cage and possibly the replacement of the lift, fire and security measures. Public safety issues would include anti-corrosion measures to the HCT's roof frame, cladding and glazing and corroded fixings and seals where identified.

Impact to Tower: No change - Neutral

Impact upon design intent of the recreated naturalistic headland: High

Impact upon Millers Point Conservation Area: No change, but remains Intrusive.

This option was not preferred due to the high ongoing costs of backlog, annual and cyclic maintenance, scaffolding costs, OH&S issues and potential public safety issues.

2) Reuse the Tower at its current height for cultural or commercial reuse. In addition to the maintenance and OH&S upgrades outlined in 1), allow to upgrade for public use with full BCA and Access compliance. This will include but not be limited to a new lift, amenities, services including air-conditioning, possible movement dampening and some external modification for a compliant fire escape stair. The built area at the base of the shaft to be removed to permit a clear view of the excavated rockface.

Impact to Tower: High

Impact upon design intent of the recreated naturalistic headland: High

Impact upon Millers Point Conservation Area: High (increases visual intrusion).

This option was not preferred due to potential high capital outlay [in addition to those expenses outlined in 1)] with no interest indicated by commercial leisure operators. Potential to create a tourist destination is not evident as panoramic views of Sydney are currently available from Bridgeclimb and the Sydney Tower.

3) Partial demolition of the tower to approximately 30 metres high above Merriman Street for a public art/landmark or sustainability reuse. Remove services and the storage areas at the base of the shaft to be removed to permit a clear view of the excavated rockface. Allow for ongoing annual and cyclic maintenance as indicated in 1).

Impact to Tower: High

Impact upon design intent of recreated Headland Park: Moderate

Impact upon Millers Point Conservation Area: Moderate (potentially reduces visual intrusion).

This option was not preferred due to a possible high to moderate capital outlay dependent upon selected artform or device. This option has the potential to enhance the headland park experience and to retain the majority of the Tower shaft as a landmark.

4) Full demolition and removal of the reinforced concrete Tower.

Impact to Tower: High

Impact upon design intent of recreated Headland Park : Low;

Impact upon Millers Point Conservation Area: Low; a positive impact.

This is the preferred approach to be mitigated by substantial interpretation works describing not only the role of the tower in the late 20thC interim container phase of Darling Harbour but within the complete story of the evolution of shipping in Port Jackson.

A multi-criteria assessment of the above options can be reviewed in the July 2014 'The Sydney Harbour Control Tower Options Assessment Report' by Value Network submitted with this revised Statement of Heritage Impact.

A Structural Assessment Report by the RobertBirdGroup 21/12/12 (refer to section 2.4 and Appendix 5 in this report) found that "The accelerations experienced in the tower under strong wind conditions were found to be unacceptable with reference to the latest human comfort acceptability criteria." and "that the building was built in the early 1970s and thus it is nearing the end of its probable design life". In addition, the entire structure including lifts, corridor widths, amenities, fire and access requirements would need upgrading for BCA compliance. The lift and fire stair within the core are noted as being of an insufficient clear width i.e. BCA non-compliant. As the tower core has a fixed diameter rising 87 metres, a compliant fire stair and lift would not

be able to be installed within the existing shaft diameter and would require external additions.

7.6 Assessment of Heritage Impact to Clyne Reserve due to the demolition and removal of the Harbour Control Tower;

a) Aspects of the proposal that respect or enhance heritage significance Reinforcement of the natural landscape; The removal of the HCT would permit the native planting of Clyne Reserve to blend into the new headland in a harmonious manner creating a smooth transition between the remnant headland and the approved headland park. The removal of the accelerated wind effects due to the tower's height will be beneficial to Clyne Reserve.

Restoration of the Headland Setting; the demolition and removal of the HCT will help to visually restore the historic setting of Coodye or Millers Point as celebrated by early 19th century paintings, drawings, lithographs and photographs.

Views: the demolition and removal of the HCT will restore the uninterrupted panoramic views available from Clyne Reserve.

Interpretation; The proposed light wells exposing the cliff face and 'Oculus' describing the footprint of the tower will leave the 1960s rockface visible for a tangible understanding of the major landform changes that have occurred within Millers Point.

b) Aspects of the proposal that could detrimentally impact on heritage significance. There are no negative impacts upon Clyne Reserve from the demolition and removal of the Harbour Control Tower apart from its de-construction process. No excavation is proposed within the Merriman Street roundabout.

c) Alternative discounted sympathetic solutions; There are no alternative sympathetic solutions.

7.7 Assessment of Heritage Impact upon Merriman Street due to the removal of the Harbour Control Tower ;

a) Aspects of the proposal that respect or enhance heritage significance

Heritage Setting; The demolition of the HCT will enhance the intimate small-scal vistas of the early streetscapes and housing of Millers Point. Scale The demolition of the HCT will restore a harmonious sense of scale to Merriman Street Materials; The materials of the HCT are concrete, stainless steel and glass which increases its visual dominance within a heritage area. Its removal will enhance and restore

the character and atmosphere of Merriman Street and its historic 19th C houses. Views and Vistas; The removal of the HCT will enhance views from Merriman Street and restore historic views towards Millers Point from the harbour and adjacent headlands. Interpretation; An opportunity to interpret the Merriman Terraces and the former cottages and the Dalgety Warehouse on the west side of Merriman Street could be researched and their location identified by inlays set flush within the new footpath.

b) Aspects of the proposal that could detrimentally impact on heritage significance. There are no detrimental impacts due to the removal of the tower apart from its de-construction phase which will be carefully managed.

c) Alternative discounted sympathetic solutions There are no alternative sympathetic solutions.

7.8 Assessment of Heritage Impact upon Sydney Harbour due to the removal of the Harbour Control Tower

a) Aspects of the proposal that respect or enhance heritage significance

Views:- The demolition and removal of the Harbour Control Tower will enhance the heritage character of Millers Point when viewed from the harbour, restoring a harmonious sense of scale. It will also enhance harbour views and vistas from McMahon's Point, Pyrmont, Balmain, Goat Island, Darling Harbour and Walsh Bay. The visual dominance of the HCT when viewed from Pyrmont and White Bay will be removed restoring an uncluttered view of the Harbour Bridge. Refer to Figure 2.14. The iconic skyline view of the Opera House as vessels enter Sydney Harbour will also be restored and uncluttered by the removal of the HCT.(refer to fig 2.18).

Interpretation :- The demolition and removal of the HCT will present an opportunity to interpret not only the transitional role of the tower during containerisation from 1992 -2009 but the complete story of the evolution of the Port of Sydney and Australia's oldest maritime harbour over its two centuries of operation.

The former container wharfage that remains at Barangaroo Central retains the ability to tie up ships for special events such as the Fleet Review.

b) Aspects of the proposal that could detrimentally impact on heritage significance.

Working Harbour:- The Harbour Control Tower is remnant but very visible evidence of the former port operations of Sydney Harbour. This aspect of the Port of Sydney's development could be interpreted within a more complete story of the Port of Sydney's

maritime development over 200years. The removal of the Harbour Control Tower which is now redundant to Sydney Ports Corporation's requirements will not impact upon commercial shipping in Darling Harbour. Shipping (including cruise liners, cement and oil tankers and occasional container ships) still occurs within Sydney Harbour at White Bay, Blackwattle Bay, Rozelle Bay, Gore Cove ; tall ships within Darling Harbour; Lighters, Tugs and Pilot boats at Mort Bay and from Navy activity. The frequency of shipping within Sydney Harbour has diminished since container shipping was redirected to the Port of Botany but the working Port of Sydney is still evident on a daily basis.

c) Alternative discounted sympathetic solutions There are no alternative sympathetic alternatives.

7.9 Assessment of Heritage Impact upon the State and Nationally Significant Sydney Harbour Bridge due to the demolition and removal of the Harbour Control Tower

a) Aspects of the proposal that respect or enhance heritage significance:- The demolition and removal of the HCT will enhance the iconic views of the Sydney Harbour Bridge from many waterways and vantage points including White Bay, Pyrmont, Darling Harbour, Peacock Point, Millers Point, Walsh Bay, Milsons Point, McMahon's Point, Blues Point, Balls Head and Goat Island.

b) Aspects of the proposal that could detrimentally impact on heritage significance. ridge due to the demolition and removal of the HCT.

c) Alternative discounted sympathetic solutions here are no alternative sympathetic solutions.

7.10 Assessment of heritage impact upon the World Significant Opera House due to the demolition and removal of the Harbour Control Tower

a) Aspects of the proposal that respect or enhance heritage significance As vessels enter Sydney Harbour, a skyline view of the Harbour Control Tower becomes apparent when it comes into view behind the Opera House 'sails' from a position between Garden Island and Fort Denison, cluttering the view of this iconic silhouette of the Opera House. The demolition of the HCT will enhance the setting of the World Significant Sydney Opera House.

b) Aspects of the proposal that could detrimentally impact on heritage significance. There are no negative impacts upon the Opera House due to the demolition and removal of the HCT.

c) Alternative discounted sympathetic solutions There are no alternative sympathetic solutions.

7.11 Summary of Impacts

The following is a summary of impacts resulting from the proposed demolition and removal of the Harbour Control Tower.

Heritage Item or Conservation Area	Heritage Status	Heritage Impact	Requirement
Millers Point Conservation Area	STATE	Major Positive Impact within Millers Point. restoring and retaining historic views from public spaces within and towards Millers Point.	In accordance with Heritage-Commitment 50 and DGRs MP10_0048 MOD4, Demolition Works Issues 1 & 3.
Harbour Control Tower	Former Sydney Ports s170 register	Minor Negative Impact due to the demolition of a landmark maritime structure. This impact is lessened by the de-commissioning of the tower as a maritime communications centre, thus negating its s170 significance.	This Heritage Impact Statement is prepared in accordance with Heritage - Commitment 59. Interpretation in accordance with Commitment 61. Archival recording in accordance with Commitment 62
Clyne Reserve (within the Millers Point Conservation Area)	STATE	Major Positive impact for Clyne Reserve, restoring a harmonious landscaped area at the top of the Point that links with the Headland Park.	In accordance with Commitment 50, panoramic qualities of existing views will be restored.
Merriman Street (within the Millers Point Conservation Area)	STATE	Major Positive Impact restoring the small scale intimate streetscapes of Millers Point.	In accordance with Commitment 50, panoramic qualities of existing views will be restored
Sydney Harbour	STATE	Major Positive Impact by restoring the dominance of Sydney's iconic Harbour Bridge.	In accordance with Commitment 50, panoramic qualities of existing views will be restored
The Opera House	WORLD	Major Positive impact by restoring an uncluttered silhouette of the Opera House sails viewed upon entry to Sydney Harbour.	In accordance with Commitment 50, panoramic qualities of existing views will be restored

7.11 Required Additional Responses:- In addition to the assessments outlined above, the NSW Heritage Manual guidelines document ‘Statements of Heritage Impact’ recommends the following questions be answered when the demolition of a heritage building or structure is proposed:-

- *Have all options for retention and adaptive reuse been explored?* This has been summarised in Section 2.4.

YES
- *Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*

NO
- *Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?* Demolition is recommended as the tower cannot be readily adaptively re-used due to structural, services, OH&S and BCA non-compliance. While works are proceeding on the approved new headland park, this will be the safest time to undertake demolition of the tower.

YES
- *Has the advice of a heritage consultant been sought?Have the consultant's recommendations been implemented?* The recommendations of Rintoul Associates are set out within this Statement of Heritage Impact.

YES

[The table below identifies the heritage impacts resulting from the proposed demolition and removal of the Harbour Control Tower.](#)

8.1 Barangaroo Statement of Commitments (December 2012)

The demolition of the Harbour Control Tower is relevant development in the vicinity of and connecting to the Millers Point Conservation Area. The proposal for demolition and removal of the Harbour Control Tower from within the Barangaroo site will require the relevant following considerations;

- 57-60 Views to Millers Point Conservation Area are to be retained. ‘ The relevant key attributes to be retained are:
1) views to significant tracts of water
2) the opposite foreshores
3) panoramic qualities of existing views, and
4) the most distinctive views to landmark structures’
- 67 ‘A Heritage Impact Statement will be prepared to assess the significance of the Harbour Control Tower. The Heritage Impact Statement will be undertaken using the State heritage register criteria for listing.
- 68-77 Archaeology . A separate report will address this issue where ‘at the stage of any development or project application involving surface disturbance’
- 73 Interpretation: This ‘Plan will explore various cultural, social and environmental themes related to the site prior to commencement of any works on the site including any demolition or excavation works.’
- 75 Archival recording: ‘ A photographic and archival recording of all affected heritage items will be undertaken prior to the commencement of any construction activity.
- 77 ‘Notification of any Section 170 Heritage Items’ ‘the Director of the Heritage Branch to be notified in writing within 14 days of the demolition.”

8.2 Director-General’s Requirements for MP10_0048 MOD4

[The DGRs for Demolition Works state under Heritage:](#)

- [Prepare a statement of heritage impact which identifies why the item is of heritage significance, what impact the proposed works will have on its significance, what measures are proposed to mitigate negative impacts, and why more sympathetic solutions are not viable.](#)
- [An archaeological assessment of likely impacts of the proposal on any Aboriginal cultural Heritage, European cultural heritage and other archaeological items and outline proposed mitigation and conservation measures.](#)
- [An interpretation strategy that includes the provision of interpretation of any archaeological resources uncovers during the works.](#)

8.3 The proposed demolition of the Harbour Control Tower

[The proposed demolition of the tower will remove its negative visual impact upon the small scale houses and streets of the State significant Millers Point. At the same time it will be a loss of part of the maritime industrial infrastructure from the Container Phase of the working Port of Sydney. Other retained elements of the former roll-on/roll-off stevedoring wharves include the massive 1960s sandstone cutting adjacent to Merriman Street, the Hungry Mile and a substantial length of East Darling Harbour container wharf with intact caissons and mooring bollards which will be retained and interpreted to tell the story of the container phase of the late 20th century. There is an exciting opportunity at Barangaroo to tell the story of two centuries of maritime history from the clippers of the 1800s, the steamships, diesel driven ships, container shipping and the cruise liners of the 21st century. These maritime themes are addressed in the accompanying Interpretation Strategy.](#)

[The Harbour Control Tower is not currently listed on any statutory instrument apart from the Sydney Ports Section 170 register \(2009-2012\) until the Heritage Branch was notified of its transfer to the Barangaroo Delivery Authority. The Sydney Ports listing included the State Themes of Economy- Communication and Transport. Both of these uses are now redundant which lessens their significance in the Tower’s current situation and context.. The Harbour Control Tower is no longer visibly associated with the former Darling Harbour stevedoring wharves and has consequently lost some of its maritime industrial context.](#)

[Following a request by the NSW Heritage Council \(30/05/14\), a further detailed assessment \(Sections 4.0\) and 7.0\) has been added to this SOHI using the NSW heritage assessment criteria to identify why the Tower is of heritage significance, what impact the proposed works will have on its significance, what measures are proposed to mitigate negative impacts and why more sympathetic solutions are not viable.](#)

[The conclusion in Section 4.0 of this assessment is that the Tower is of potential Local significance to the people of NSW and therefore in accordance with the NSW Heritage Act, the Tower should not be listed on the State Heritage Register. It is also economically difficult to adaptively reuse the Tower due to its specific design, its small floor plate , its poor performance in windy conditions and the extensive BCA and OH&S requirements for any public use.](#)

8.4 Conclusion

It is acknowledged that there exists divergent views on the Tower’s aesthetic significance and landmark qualities. However, the proposed demolition and removal of the former Sydney Harbour Control Tower will provide opportunities for the restoration of intimate streetscape vistas within Millers Point as well as restoring iconic views towards the State Significant Millers Point, Walsh Bay, the Harbour Bridge and the World Significant Opera House and improve the prominence of other local landmarks.

The former Sydney Harbour Control Tower’s role in providing visual surveillance of the container stevedoring wharves at Darling Harbour became redundant when container shipping was gradually transferred to the planned Port of Botany and the Port Botany Operations and Communications Centre became operational in 2009. Darling Harbour’s roll-on/roll-off stevedoring wharves have essentially been a transitional phase (Sydney Ports Corporation Centenary Book, chapter 3) while container shipping was relocated to Port Botany..

The dramatic and on-going evolution of shipping, cargoes and cargo –handling over the last 200 years in the Port of Sydney have driven the massive changes in wharfage, landform , infrastructure, economics and social history at Millers Point. The demolition of the tower which is part of the containerised shipping phase of Sydney Harbour will provide an opportunity to interpret two centuries of the comprehensive and colourful story of Port Jackson and its maritime trade from the 1800s to the present.