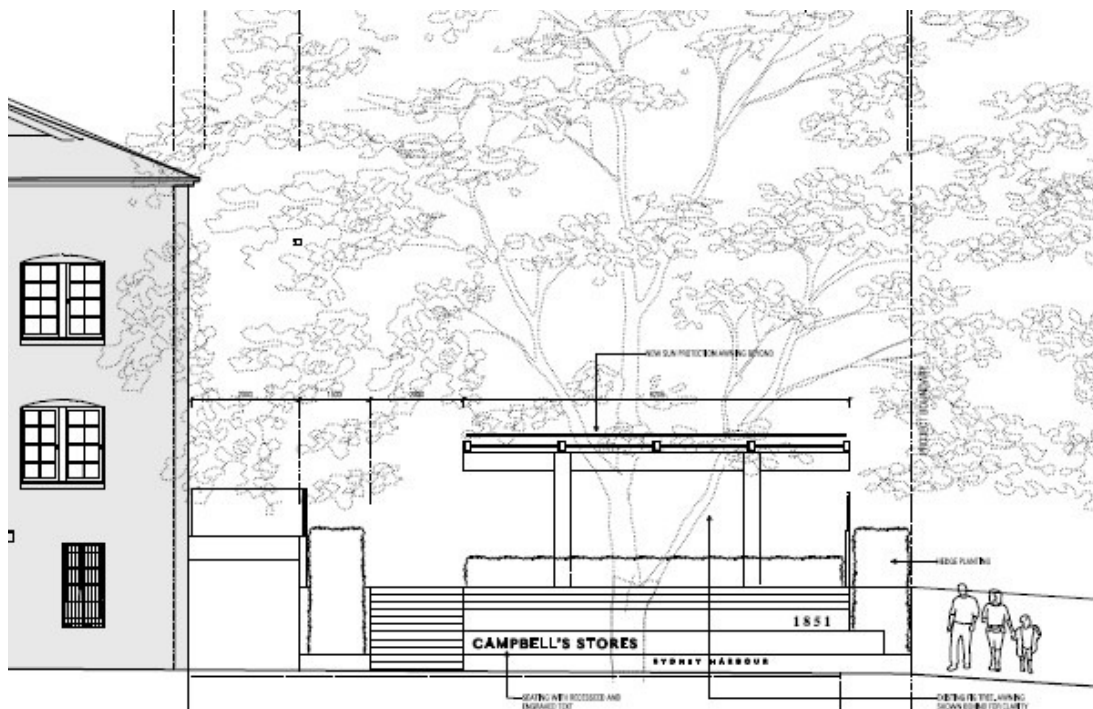


## STATEMENT OF HERITAGE IMPACT ADDENDUM TO AMENDED DA, BAY 12

7-27 Circular Quay West, The Rocks

Campbell's Stores

October 2016 Issue C



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**7-27 CIRCULAR QUAY WEST, THE ROCKS**

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# 1.0

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## INTRODUCTION

### 1.1 REPORT OVERVIEW

This report has been prepared to accompany an amendment to a development application for proposed works to the Campbell's Stores. The report evaluates the proposed alterations to Bay 12, designed by JPW, and as detailed in the following drawings:

EA-A-1001	Ground Floor
EA-A-1002	Level 01 Plan
EA-A-1003	Level 02 Plan
EA-A-3012	Section - Bay 12 North
EA-A-3012-2	Section Bay 12 South
EA-A-3013	Longitudinal Section
EA-A-4012	Detail Section 01 - Bay 12
EA-A-4013	Detail Section 02 - Bay 12
EA-A-4015	Bay 12 Detailed Plans
EA-A-4016	Bay 12 Detailed Elevations

This Addendum addresses the heritage impact of a proposed alteration to the Bay 12 configuration that replaces the previously proposed three storey building with a terrace for alfresco dining, and a sun shading awning.

As a part of the consultation process, this amended DA has been presented to the NSW Heritage Council and the senior staff of the Minister for Environment and Heritage, who recognised the change of direction and appreciated its benefits.

### 1.2 SITE IDENTIFICATION

The Bay 12 site, subject of this report, is the northern most bay of the Campbell's Stores, located at 7-27 Circular Quay West, The Rocks.

# 2.0

## DESCRIPTION OF THE PROPOSAL

The proposed development, designed by JPW, is detailed in the plans and Statement of Environmental Effects that accompany this amended application.

The proposal includes the removal of the glazed pavilion on the Bay 12 site, as per the current submitted DA. The amended DA proposes the following design:

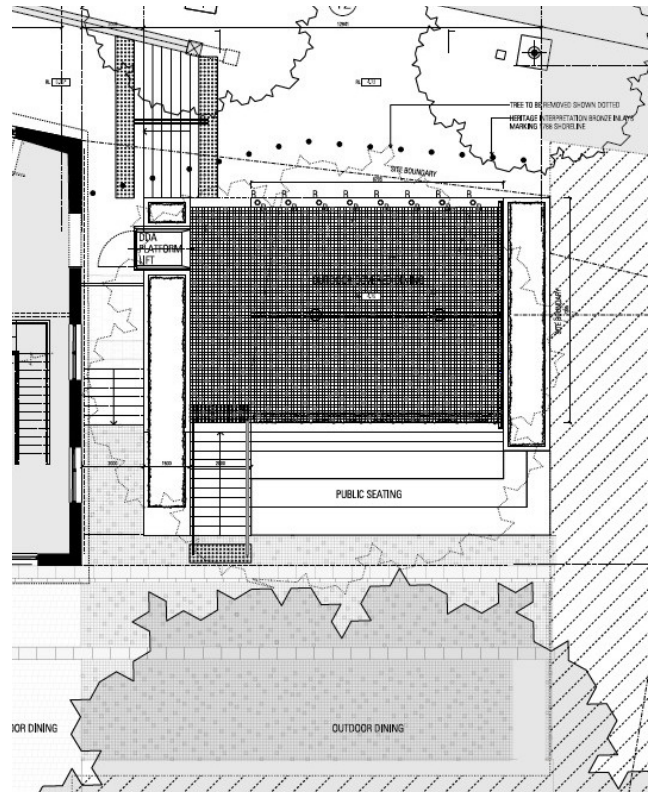
- **Ground Floor**  
The installation of services and public amenities below a proposed terrace level (Figure 2.2).
- **Level 1**  
The proposal is to provide a landscaped terrace at the approximate level of the Hickson Road footpath (Figure 2.1). The terrace is framed on both the north and south sides with hedge planting, which defines the space. A wind barrier in the form of a retractable glass screen is located along the 'inside' of the northern hedge.

A flight of stairs connects the terrace with the Campbells Stores forecourt level, and includes benched seating facing the harbour front.

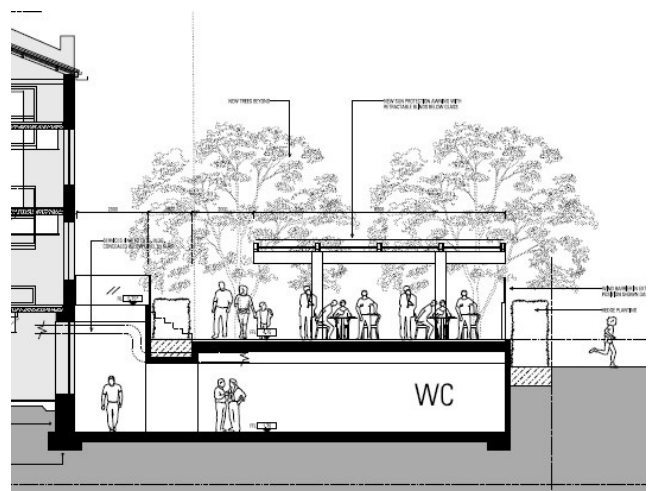
The terrace is separated from the north wall of the Stores by a recessed walkway that allows access to the sub-floor service area, as well as minimising any physical connections to the Stores. A new doorway is proposed on Level 1, replacing a window at the western end, to enable the servicing of the alfresco dining terrace.

The proposal includes a sunshading awning over the alfresco dining terrace. The awning is detailed as a steel structure with glass cover, similar in materials and details as that proposed for the Campbell's Stores forecourt.

The existing Hickson Road footpath stairs are proposed to be reconfigured to suit the proposed terrace planning, and includes a DDA platform lift.



**Figure 2.1**  
The Proposed Development, Detailed Floor plan  
Source: JPW Architects, drawing EA-A-4015



**Figure 2.2**  
The Proposed Development, Detailed Section  
Source: JPW Architects, drawing EA-A-4013

# 3.0

## ASSESSMENT OF HERITAGE IMPACT

### 3.1 CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development of a heritage item have been considered in the preparation of the following commentary, they are:

*The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:*

- Replacement of an intrusive structure with an alfresco dining terrace, which connects Hickson Road with the Campbells Cove promenade and Stores forecourt
- Enhancement of the Campbell's Stores' north elevation and presentation to the Campbells Cove promenade and beyond, with the removal of extraneous structures that currently obscure the facade
- Enhancement of the pedestrian through link between Hickson Road and the Campbells Cove promenade, including increased delineation and clarity of the north end of the Stores with the urban landscape
- Improved amenity for visitors and greater observer appreciation of the Stores building.
- Enhancing/opening views to Circular Quay and Opera House from Hickson Road.

#### Minor Partial Demolition

The following minor partial demolition is proposed as part of this amended Bay 12 development:

- Demolition of the extant Bay 12 glazed pavilion (of no heritage value)
- Replacement of one later window in the north

- elevation, Level 1 west side, with a doorway
- Demolition and minor excavation of Ground Floor structures within the Bay 12 footprint, in the area to the north of the Stores
- Removal of some stonework to the Hickson Road footpath dwarf wall, and reconstructed.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to minor partial demolition are:

- *Is the demolition essential for the heritage item to function?*
- *Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the resolution to partially demolish sympathetic to the heritage significance of the item?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

#### Comments for minor demolition:

The proposed minor demolition is of structures that either are not significant, or in the case of one window replacement, are elements that are of relatively recent construction. The windows of the north elevation are not original and date from the 1980s, as does the Hickson Road dwarf sandstone wall.

The alteration of the window to a doorway in the north elevation is essential for the functioning of the alfresco dining. The demolition of the structures within the Bay 12 footprint allows for greater exposure of the northern end of the Stores and is therefore sympathetic to the heritage item.

#### Minor / Major Additions

The following additions are proposed for Bay 12:

- The construction of an open terrace for alfresco dining in the 'Bay 12' location that facilitates the provision of ground floor level public WC amenities and plant, and includes planter boxes, a glass screen, DDA lift and connecting stairs
- The location of plant in the ground level of the new construction avoids unacceptable impacts were such plant to be located in the heritage bays of the Stores



- The installation of a steel framed sun shading awning structure to the terrace, five and a half metres from the north face of the Stores.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to minor partial demolition are:

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If no, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Is the addition sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

#### **Comments for Minor/Major Additions:**

The terrace structure is largely set away from the Bay 11 wall of the Stores by two metres, with only a connection at the western end of Bay 11. From the perspective of the most important eastern elevation of the Campbell's Stores building, the proposed terrace will present as a separate structure.

The proposed steel awning on the terrace is separated five and a half metres from the Bay 11 wall. It is a low level structure that is at the approximate height of the first floor windows. Both the terrace and awning are at an approximate level similar to the existing structures, and therefore will not dominate the heritage item.

The proposed hedge planting defines the alfresco dining space, distinguishing from pedestrian flow, and relates to the soft landscaping surrounding the large fig tree. The proposed glass screen along the north edge of the terrace assists in diner comfort and is important in the ongoing viability of the heritage item in terms of patron attendance.

The proposal is sympathetic to the urban context, relating to the Hickson Road footpath level, and provides a suitable transition down to the Stores forecourt level. The proposed awning is a steel and glass structure that will be similar in detail as the main forecourt awnings, but of a more modest scale. The proposal, including the DDA lift, will have little impact on the heritage significance of the Stores, and will have a positive benefit for visitor amenity.

The proposal allows for increased visual curtilage of the heritage item at its northern end, and is an improvement on the current intrusive pavilion.

The Bay 12 area is located in an identified archaeologically sensitive area. The amended proposal

does not involve significant additional excavation from the existing cut topography. This however will be assessed and monitored by an archaeologist.

#### **New Development in the Vicinity of a Heritage Item**

The subject site is in the vicinity of the former Mining Museum and the Metcalfe Bond Stores, which are within The Rocks precinct.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to major additions are:

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

#### **Comments on Items in The Rocks:**

The above comments with regard to the Bay 12 area impact on the subject item are also applicable to the adjacent items of the former Mining Museum and Metcalfe Bond Stores, except that there is greater separation from across Hickson Road (Figure 4.4).

The proposed terrace location between Hickson Road and the Promenade that includes alfresco dining, will have a positive impact in terms of accessible urban landscape and public activation.

#### **Impact on the Sydney Opera House World Heritage Buffer Zone**

The subject site is within the Sydney Opera House Buffer Zone of the UNESCO World Heritage listing. The subject site is located on the opposite shoreline of Sydney Cove to that of the Opera House. Given the low scale of the proposed terrace and canopy, there will be no impact on the Opera House and its Buffer Zone.



### 3.2 EVALUATION AGAINST THE ROCKS HERITAGE MANAGEMENT PLAN: VOLUME 1, SHFA

The SHFA document for the management of the heritage significance of the precinct is *The Rocks Heritage Management Plan: Volume 1* (2010). Comment is provided on the following applicable extracts:

#### Clause 4.1.5 Minimise Heritage Impacts:

*Principle: Activities which have an adverse impact on the heritage value of The Rocks should be actively managed to avoid or minimise such impacts*

#### Comment

The proposal will not impact on the heritage values of The Rocks Conservation Area, nor the listed SHR items in the vicinity, as they do not impact on their visual sensitivity or their curtilage.

#### Clause 5.4.1 Retention of Significance

*Heritage conservation includes all processes for looking after a place so as to retain cultural significance, including maintenance, preservation, restoration, reconstruction and adaptation.*

#### Comment

The amended proposal includes the removal of intrusive elements, including the interface between Bay 11 and the later glazed pavilion and associated structures, thus increasing heritage significance.

#### Clause 5.4.3 Conservation: Tangible and Intangible

*Above and below-ground archaeological resources should be actively conserved and managed.*

#### Comment

An archaeological assessment has been carried out and the recommendations will guide the management of any discovery of potential archaeological resources. The current proposal however minimises excavation with a similar footprint to the existing.

### 3.3 EVALUATION AGAINST THE 2014 CMP CONSERVATION POLICIES

The proposed development is generally consistent with the Conservation Policies of the CMP that relate to the development of the Campbell's Stores and within the Conservation precinct of The Rocks. The following is a list of applicable policies from the CMP, which relate directly to the proposed amended development, and our comments in response.<sup>1</sup>

#### Policy 1

*The future use of Campbell's Stores should be consistent with its outstanding cultural significance, should not impact on significant fabric and spaces, and should provide for public access to the building.*

#### Comment

The amended proposal of alfresco dining continues the related and current use, which the CMP has noted as acceptable. The proposal does not impact on its fabric, other than in a minor way to one of the doorways in the north elevation, which was a later alteration from the 1980s.

The terrace proposal will allow for increased public appreciation of the Stores at this northern end of the site.

#### Policy 9

*Fabric identified as Intrusive should be removed where this would recover significance, or replaced in more appropriate materials and/or finishes.*

#### Comment

Elements that have been identified as intrusive are to be demolished, in particular the Bay 12 glazed pavilion.

#### Policy 11

*External alterations or additions should be discouraged; however, if required to meet approved interpretation, re-use or cultural tourism requirements, these should be of a minor nature, and subservient to the primary architectural features and composition of the existing structure. New works should not obscure significance.*

#### Comment

The additions to the Bay 12 site are the terrace and awning, both of which are relatively minor and subservient to the Stores building. This will be of particular benefit to this end of the Stores site in terms of amenity, but also in improving access and views to and from the heritage item.

<sup>1</sup> GML, 2014, p157

**Policy 13**

*An appropriate physical and visual setting should be maintained for Campbell's Stores by allowing no development within the setting that would adversely impact on the place or on views to and from the place.*

**Comment**

The proposed terrace structure is set away from the Bay 11 north wall, and the awning is set back further, thus providing a suitable visual setting for the Stores. The associated hedge planting, glazed screen and DDA lift are minor additions and will have little impact on the significance of the listed item.

**Policy 18**

*Any new development must respect the cultural significance of the property and its setting and not destroy or obscure historical associations. The introduction of new fabric should be undertaken in such a manner that it does not result in a lessening of the cultural significance of the place. New work should be identifiable as such and should, wherever possible, be capable of being removed without damage to significant fabric or spaces.*

**Comment**

The proposed Bay 12 terrace is a visually separate, discrete element that will not only be largely physically removed from the Campbell's Stores but visually distinct.

The proposed terrace awning to the north of the Stores is also a separate item and its minimal design is appropriate for the location in maximising exposure to the heritage item, but providing amenity to patrons.

By virtue of their separation the new structures will be readily reversible without impact on the original heritage item. The design of the terrace elements is of a low level nature and will have little impact.

**Policy 25**

Any potentially encountered Aboriginal archaeological resources should be conserved in accordance with the requirements of the NSW National Parks and Wildlife Act 1979 and their potential for interpretation considered.

**Comment**

Refer to the Austral Archaeology report that addresses Aboriginal Archaeology.

**Policy 26**

*Any potential archaeological resources on the property should be conserved in accordance with the requirements of the NSW Heritage Act 1977 and their potential for interpretation considered.*

**Comment**

Any archaeological resources are to be protected in accordance with the relevant NSW NPWS Act 1979 and the NSW Heritage Act 1977, and as per the Austral Archaeology recommendations.

**Policy 27**

*Where the site is identified as having archaeological potential all excavation should be carried out under supervision by a qualified archaeologist. Appropriate permits should be sought from the NSW Heritage Council prior to the commencement of works.*

**Comment**

Refer to the Austral Archaeology report that addresses excavation and appropriate permits.

# 4.0

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## CONCLUSIONS AND RECOMMENDATIONS

### 4.1 CONCLUSIONS

The proposed amendments to the Bay 12 area are:

- Relatively minor and will not impose themselves on the heritage significance of the Campbell's Stores or its setting
- The proposal improves the spatial site link from Hickson Road to the Campbells Cove promenade, and adheres to the CMP heritage curtilage
- The proposed terrace and awning additions to 7-27 Circular Quay West will have no adverse impact on the heritage significance of the adjacent properties at 1-5 Hickson Road, and 36-88 George Street, or The Rocks Conservation Area, or the Sydney Opera House World Heritage Buffer Zone.
- Should any unexpected relics be disturbed during excavation of the site they must be managed under the Archaeological provisions of the NSW Heritage Act.

### 4.2 RECOMMENDATIONS

- GBA Heritage has no hesitation, from a heritage perspective, in recommending Council approve the application.