

STATEMENT OF HERITAGE IMPACT

Campbells Cove Promenade, The Rocks

November 2017 Issue G



CAMPBELLS COVE PROMENADE, THE ROCKS

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared as part of the Environmental Impact Statement (EIS) for State Significant Development (SSD) application number SSD 7246, for proposed alteration works to the Campbells Cove foreshore and promenade.

The Secretary's Environmental Assessment Requirements (SEARs) for this project note the following in relation to European heritage:

Prepare a heritage impact assessment for the proposed works which includes:

- An assessment of any potential impacts of the proposal on all heritage items (state and local) within and in the vicinity of the site (including Campbells Stores and the ASN co building), and any conservation areas;*
- An assessment of any aboriginal and non-aboriginal archaeological impacts, including any impacts on the overall archaeology of the rocks;*
- Detailed mitigation measures to offset potential impacts on heritage values; and*
- An assessment of the visual impacts on the historic streetscape of Hickson road and the Sydney opera house buffer zone.*

The scope of this report does not include archaeological assessment, which is carried out by others. The report evaluates the proposed development, designed by Context Landscape Architects.

This report has been updated to comment on Response to Submissions from a number of government agencies, with the following pertaining to heritage impact and as summarised.

Department of Planning and Environment (DPE)
The main matters for consideration:

- a detailed consideration of the proposed design particularly with regards to providing a more sympathetic relationship with the existing materials and colours of the precinct;*
- a Conservation Schedule of Works outlining the methodology for the proposed relocation of the cast iron gates and railings;*

- consideration of the objectives and recommendations outlined in the Conservation Management Plan for The Campbell's Stores;*
- requests further consideration be given to redesigning or relocating the boardwalk to reduce the visual and heritage impacts to the seawall.*

Heritage Council of NSW

The only applicable comments of note that warrant a response refer to the impacts on '... the character of the precinct', including the Campbells Stores:

The grey tones of the paving materials, as well as the design of the seating and light poles, present a hard, contemporary, urban character that is inappropriate to the aesthetic values of this sensitive heritage precinct. This area, as part of the recommended curtilage for Campbell's Stores, should aim to maintain and enhance the distinctive identity and character of the Precinct, including the broader Rocks Conservation area and its heritage buildings, by using existing materials and colours as a point of reference. While the proposed inflections in the paving respond to the fine grain of the Precinct, a warmer tone should be applied to better complement the area.

It is noted that the proposed stairway adjacent to Campbell's Stores is a contemporary insertion replacing the current stairs (which are identified as intrusive in the CMP). However, its colours and materials should similarly be modified to reflect the materials and colours of the Precinct.

The Heritage Council Response also makes reference to the proposal regarding the cast iron railings, the boardwalk and seawall, as above for the DPE response.

Further applicable recommendations include:

The HIS should also advise whether the works will require a referral to the federal Department of Environment under the Environmental Protection Biodiversity and Conversation Act, 1999.

A Heritage Interpretation Strategy should be prepared by a suitably qualified and experienced interpretive specialist. The strategy should address the history and significance of the site and be integrated into the development of the detailed design for Campbell's Stores project.

The City of Sydney

The extracts regarding impacts:

Paving

The City recommends that consideration be given to simplifying the design to better unify the space. Consideration should also be given to replacing the concrete boardwalk with timber to unify the edge of the cove.

Granite materials

....while the City considers it acceptable to have a predominantly granite finish around Circular Quay, inflections in the paving of a different colour/texture, should be used to highlight special moments around the Quay, such as this location. Customs House Square is an example of where inflections in the standard city palette have been used to reflect the special nature of the place. It is recommended that inflections at Campbell's Cove could be of a warmer tone to complement the sandstone heritage buildings.

Shoreline interpretation

While the proposed shoreline interpretation is legible when drawn in plan, the City is concerned that it will not be very legible as a built element given that only a small portion of it exists in the open public domain area.

It is recommended that the interpretive shoreline paving detail should be deleted and replaced with bronze inlays, as currently exists in Circular Quay East.

Levels

The proposal to lower the plaza level in front of Campbell's Stores by 490mm should be treated with caution, as it creates additional risks in the context of future sea level rise.

As above for the DPE response, the City of Sydney Response also expresses concern to the proposal regarding the cast iron railings, the boardwalk and seawall.

The revised design for the project has addressed some of these issues by:

- **Not** proceeding with the proposed relocation of the heritage listed gates, posts and railings; and
- **Not** proceeding with an extended boardwalk over the sandstone seawall.

A further review of the amended design concludes that, subject to the recommended mitigation measures, the proposal will have an acceptable heritage impact.

1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by the NSW Office of Environment and Heritage, Heritage Division guidelines, and the policies of a relevant CMP to an adjacent property. The report will also address the concerns of the DPE, the Heritage Council of NSW and the City of Sydney, summarised above from the Response to Submissions.

1.3 METHODOLOGY AND STRUCTURE

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.4 SITE IDENTIFICATION

The subject site at the Campbells Cove foreshore, is located in the area bounded by:

- The Circular Quay West round-about to the south, adjacent to the Overseas Passenger Terminal (OPT)
- The forecourt of the Campbells Stores to the west
- The Park Hyatt to the north.

1.5 HERITAGE MANAGEMENT FRAMEWORK

The area of the subject site at Campbells Cove, The Rocks is **not** listed as an item of heritage significance in any statutory instrument. However, it is located in *The Rocks Conservation Area*, listed as a conservation area of State significance under the Heritage Act, s.170 of the NSW State agency heritage register of the Sydney Harbour Foreshore Authority (SHFA, now Government Property NSW).

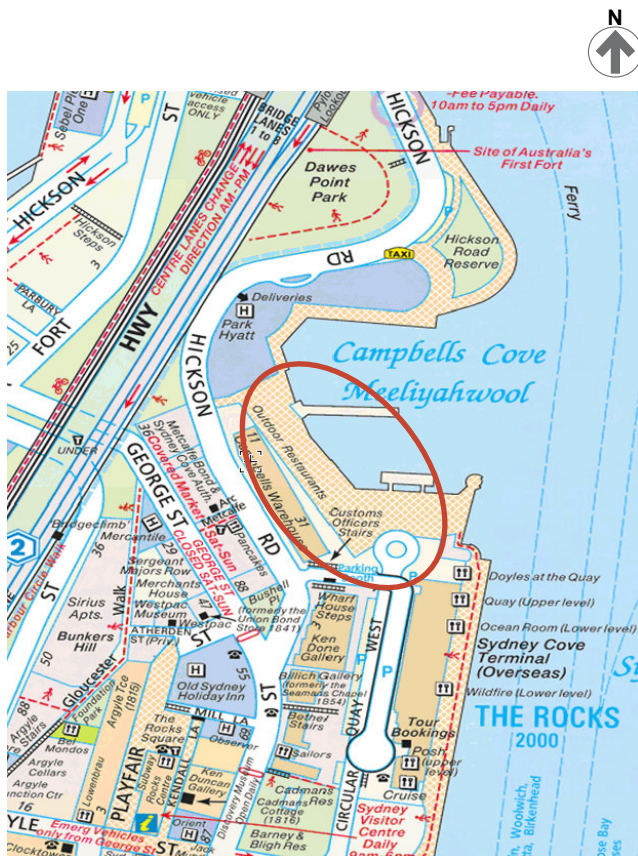


Figure 1.1
Location map showing the subject site marked with a red circle
Source: Street-Directory.com

The subject site of Campbells Cove contains cast iron railings and gates, located on the foreshore that are listed as items of heritage significance under the Heritage Act, s.170 of a NSW State agency register of SHFA, as well as on the State Heritage Register.

The subject property is located in the vicinity of the following items listed on the SHR under the Heritage Act, with the closest being:

- The Campbell's Stores
- The ASN Co Building
- The Mining Museum.

Campbells Cove falls within the buffer zone of the World Heritage listing of the Sydney Opera House under the EPBC Act.

The above heritage listings are detailed below under the respective legislation.

Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The *EPBC Act* provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places — defined in the *EPBC Act* as matters of national environmental significance.

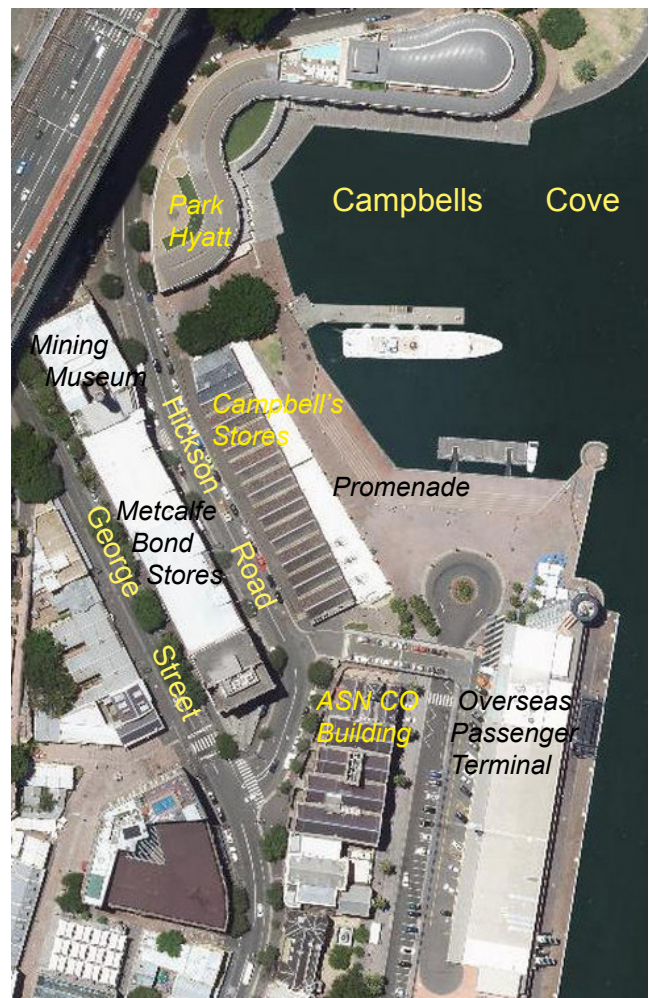


Figure 1.2
Aerial photograph of the Campbells Cove precinct
Source: SIX maps

The seven matters of national environmental significance to which the *EPBC Act* applies are:

- world heritage sites
- national heritage places
- wetlands of international importance (often called 'Ramsar' wetlands after the international treaty under which such wetlands are listed)
- nationally threatened species and ecological communities
- migratory species
- Commonwealth marine areas
- nuclear actions.

In addition, the *EPBC Act* confers jurisdiction over actions that have a significant environmental impact on Commonwealth land, or that are to be carried out by a Commonwealth agency (even if that significant impact is not on one of the seven matters of 'national environmental significance').

As the subject site is not included on the World Heritage List, National Heritage List or Commonwealth Heritage List there are no heritage approvals required under the *EPBC Act*. However, as noted, the subject site falls within the buffer zone of the Sydney Opera House, and therefore an assessment is required of the potential visual impact of the proposed development.

Under the *EPBC Act* the following are the applicable guidelines to be considered for assessment:

A person proposing to take an action must refer a proposed action if it has, will have, or is likely to have a significant impact on the world heritage values of a declared World Heritage property.

The Significant Impact Guidelines state that an action is likely to have a significant impact on the National Heritage values of a National Heritage place if there is a real chance or possibility that it will cause:

- *one or more of the National Heritage values to be lost*
- *one or more of the National Heritage values to be degraded or damaged*
- *one or more of the National Heritage values to be notably altered, modified, obscured or diminished.*

Australian Heritage Council Act 2003

The *Australian Heritage Council Act 2003* established the Australian Heritage Council, as an independent expert advisory body on heritage matters. The Australian Heritage Council is the principal adviser to the Australian Government on heritage matters. The Council assesses nominations for the National Heritage List, the Commonwealth Heritage List and the List of Overseas Places of Historic Significance to Australia.

As the subject site is not included on the World Heritage List, National Heritage List or Commonwealth Heritage List, and the development is not being undertaken by a Commonwealth agency there are no provisions of this *Act* applicable to the proposed development.

NSW Environmental Planning and Assessment Act 1979 (EP&A Act)

The Secretary's Environmental Assessment Requirements (SEARs) for SSD 7246 note the EIS is to be consistent with the requirements of the *Environmental Planning and Assessment Regulation 2000* (Regulations).

Clause 228(2)(e) of the Regulations requires consideration of *"any effect on a locality, place or building having aesthetic, anthropological, archaeological, architectural, cultural, historical,*

scientific or social significance or other special value for present or future generations".

As such, assessment of this application must take into consideration the potential impact of the proposed development on the heritage significance of the site and Non-Aboriginal heritage items within the area.

The SEARs for this application require that all relevant statutory provisions, policies and guidelines be addressed, and include a list of EPIs to be addressed in particular.

The *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* is the only EPI specified that includes heritage provisions. The subject site itself is part of one of a number of sites excluded from the *Sydney LEP 2012*.

The *Sydney Development Control Plan (DCP) 2012* has also been included in the list of guidelines to be considered.

The subject item is not listed on Schedule 5 of the *Sydney LEP 2012* as an item of local heritage significance.

The application is a State Significant Development (SSD 7246) and is subject to the heritage provisions of the *NSW Heritage Act*, under the *Environmental Planning and Assessment Act 1979*. The consent authority must take into consideration the potential impact of any proposed development on the heritage significance of the heritage item.

NSW Heritage Act 1977

The *NSW Heritage Act 1977* (Amended) is an Act to conserve the environmental heritage of New South Wales. The *Act* established the Heritage Council of NSW, and the State Heritage Register.

The subject site is contained within a conservation area listed on the s.170 Agency heritage register of SHFA, and also includes an item listed on the State Heritage Register. Accordingly the Minister of Planning and Environment is the consent authority, however SHFA are to be consulted, as the property owner, for any proposed DA submissions.

Heritage approvals are required under the *NSW Heritage Act 1977* for archaeology and these are considered in the Austral Archaeology report.

1.6 AUTHORSHIP

This report has been prepared by Garry McDonald, Associate Director, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.7 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement. Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report and has been addressed by Austral Archaeology Pty Ltd.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

The report uses the abbreviated term 'Cove' for Campbells Cove, and 'Stores' for Campbell's Stores.

1.8 COPYRIGHT

Copyright of this report remains with the author, GBA Heritage.

2.0

HISTORICAL SUMMARY

2.1 BRIEF HISTORY OF THE LOCALITY AND SITE

Sydney Cove has been occupied for millennia by the Darug language group of the Gadigal people, with the most recent and profound layers of change occurring within the last 200 years. Sydney Cove has been at the centre of this layering of the cultural landscape, with the foundation of the colony and from where development and exploration has emanated.

The place now known as Campbell's Cove, located on the western shore of Circular Quay, is easily recognised on the first published map of Sydney Cove (Figure 2.1). The April 1788 "sketch and description" is attributed to the convict, Francis Fowkes.¹

Robert Campbell, eventual merchant, pastoralist, politician and philanthropist, was born in Scotland in 1769. The youngest surviving son of John Campbell, laird of Ashfield, Robert arrived in Sydney, via India, in 1798.² Rapidly assessing the potential of the newly established colony, he bought a parcel of prime water-front land on the west side of the harbour, and proceeded to set himself up as a trader.

The land where Robert Campbell built his first warehouses and wharfage facilities is located on Fowkes' map between the position of the General Hospital and Garden (CC) and Lieutenant Ball's House and Garden (BB). The development of Sydney Cove by about 1800 is also evident in a panorama of the western shoreline of Sydney town (Figure 2.2).

Beginning in 1801, and following his marriage in the same year to the eligible Miss Sophia Palmer, Robert Campbell began laying the foundations of what would become a thriving international trading business. He commenced with the construction of his family home (Wharf House), a series of storehouses, a stone retaining wall and a small wharf (Figure 2.2). The initial construction of his buildings would have involved the levelling or benching of the site, that is cutting into the sandstone topography.

Recognition by Governor Macquarie of Campbell's business acumen and valuable civic contribution to the infant colony led to Campbell being formally granted these 3 acres.³

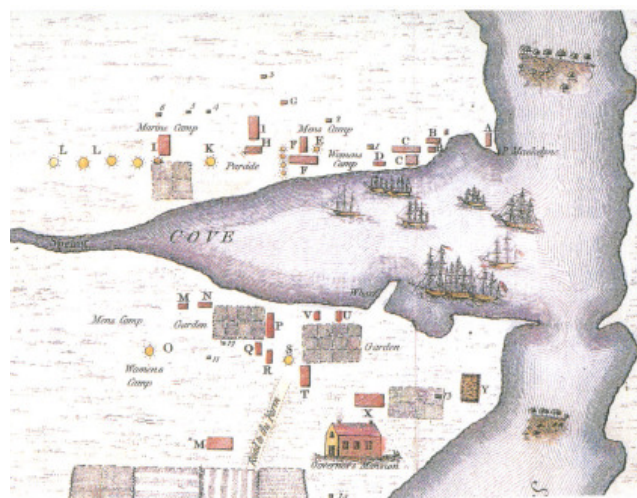


Figure 2.1
Francis Fowkes' 16 April 1788 sketch and description of the Settlement at Sydney Cove Port Jackson

Source: McCormick, Tim et al, *First Views of Australia: 1788–1825*, David Ell Press, 1987, p37.



Figure 2.2
1804 watercolour of showing Campbell's house, wharfage and retaining walls, plus the original stores

Source: Detail of an 1804 watercolour "possibly drawn by Eyre", *First Views*, p. 115.

¹ This map is the first published pictorial work relating to the English Settlement at Sydney. *First Views*, p. 37.

² Margaret Steven, 'Campbell, Robert (1769 - 1846)', *Australian Dictionary of Biography*, Volume 1, Melbourne University Press, (1966), pp 202-206

³ The grant was dated 29 June, 1814. *Conservation Plan* (1996), Godden Mackay, p. 5, *Conservation Management Plan* (2004) Godden Mackay Logan, p. 5.

Campbell's two sons, John and Robert, followed in their father's footsteps, successfully nurturing and expanding the family's highly successful merchant trading operations. Eventually, they created what was a vibrant industrial export hub, servicing an international trading empire.

In 1876, John Campbell, by then sole owner of the business (following the death of his younger brother, Robert 1859) sold the stores and wharfage, as well as *Wharf House* and the Dawes Point land, to the Australian Steam Navigation Company (ASN Co) for £100,000.⁴

By May 1887, the Australasian Steam Navigation Co Ltd, then in liquidation, had offered Campbell's Wharf to the government for £300,000. The ASN Co had sold all of its ships and most of the wharf was described as leased. By October of that year, the government had purchased the whole site and facilities for the sale price of £275,000.⁵

Following the government's purchase from the ASN Co in 1887, other than the Campbell's Stores, most of the adjacent buildings were demolished to make way for the construction of a Navigation Board slipway. An 1895 survey showed the Government Printing Office, constructed in brick and currently known as Bay 11, abutting the northern-most Bay 10 of the Stores.

In 1901 the precinct and infrastructure was taken over by the Sydney Harbour Trust, which proceeded to demolish large parts of Millers Point and The Rocks for redevelopment of the wharf areas, and included the re-alignment of roadways.

Hickson Road was re-built in 1914 at a higher level, taking into account the 'benching' topography, and appears to have included the 'back-filling' of the road against the rear wall of the Campbell's Stores.

The post-WWII period saw the western side of Sydney Cove begin to alter from commercial activity to one of tourism, as evidenced with the construction of the Overseas Passenger Terminal. This involved the demolition of the southern bay of the Campbells Stores, in 1958 to erect the elevated roadway connecting Hickson Road with the passenger terminal.

After the conservation of the Campbells Stores during the 1970's, the Sydney Cove Redevelopment Authority (SCRA) redeveloped the site to enable their current use as a restaurant venue.

In the mid-1980s, substantial works were undertaken in the area of Campbell Cove as part of the bicentenary celebrations that included the removal of some of the wharfage.

This work included the landscaping of the Circular Quay foreshore including the promenade in front of the Stores with the closure of Circular Quay West as a roadway.

With the construction of the Park Hyatt Hotel in 1990 to the north side of the Cove (Figure 2.7), the promenade boardwalk was incorporated into the development, making a significant connection with Dawes Point. Interpretation of the boardwalk included visibility of a stonework slipway below a section of the hotel restaurant.

A small glazed pavilion was built to the immediate north of the Stores, c.1990, as a function centre and is currently used as a part of the Italian Village restaurant.

In 1998, the Sydney Harbour Foreshore Authority (SHFA) assumed control of the area, including Campbell's Stores.⁶

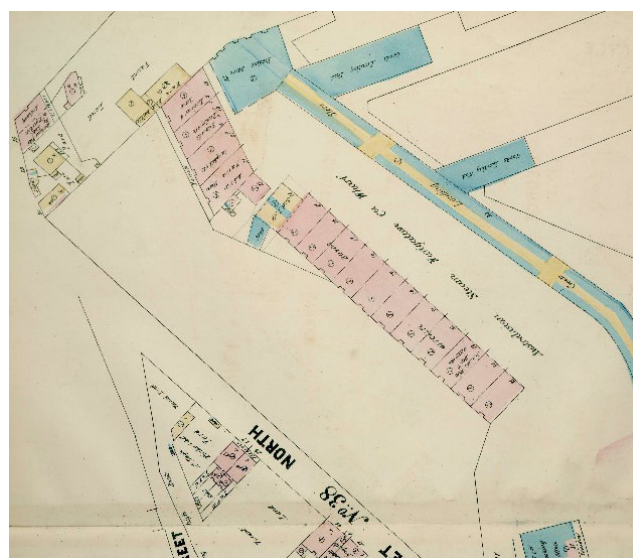


Figure 2.3
c.1880 Percy Dove plan showing the area of Campbells Cove and wharves, as well as Campbell's Stores, known as 'Metacalfe Bonds' as eleven bays and a timber shed 'sail loft' at the northern end (Bay 12). Note the first stage of the ASN Co building at bottom right

Source: City of Sydney Historical Atlas

4 McCallum, H., 'Campbell, John (1802 – 1886)', Australian Dictionary of Biography, Vol. 1, Melbourne University Press, 1966, p. 199.

5 GML CMP pp15-16,28, 29

6 GML CMP (2004) p18



Figure 2.4

c.1870 Campbell's Cove from Dawes Point battery, with the two storey Campbell's Stores on the right. Note the original stores building closer to the wharf edge, and the roof of Wharf House visible just above the Campbell's Stores roof

Source: SLNSW 40180



Figure 2.5

c.1950s photograph before the construction of the Overseas Passenger Terminal, and before the southern bay of the Campbell's Stores was demolished. Note the Circular Quay West roadway that joins to Hickson Road on the right

Source: National Library of Australia



Figure 2.6 above

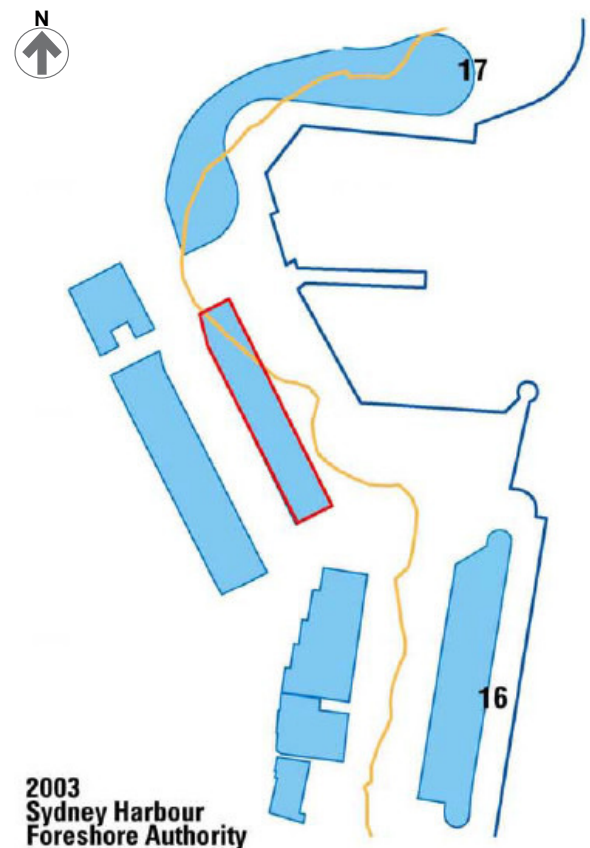
c.1970s Campbell's Stores with the former Circular Quay West roadway, and before the stairway, south of Bay 1 on the left

Source: SHFA

Figure 2.7 right

Figure from the CMP with the numbers on the sketch representing: No 16 the Overseas Passenger Terminal, and No 17, the Park Hyatt Hotel. Note the line (orange) of the original shoreline

Source: Built form sketches from Godden Mackay Logan's *Conservation Management Plan 2014*, Figure 3.2, page 97.



3.0

SITE DESCRIPTION

3.1 URBAN CONTEXT

Campbells Cove is located on the western shore of Circular Quay, opposite the Sydney Opera House (Figures 3.1 & 3.2). The Cove provides a significant component to the harbour's edge and is a part of the pedestrian promenade that extends from Circular Quay to Dawes Point, as well as providing an urban amphitheatre foreshore to The Rocks precinct. (Figure 3.3).

The inlet form of the Cove is a significant element in the topography in this part of the harbour, which allows for the berthing of sailing ships and other historic maritime vessels (Figure 3.5).

In the urban context and historically, the Cove provides an important component in the timeline of development as one of the earliest places of European occupation in the colony from 1788. Within the cultural precinct of Campbells Cove, the 'amphitheatre' is formed by (Figures 1.2 & 3.3):

- The Campbell's Stores (1851-1915) facing the western edge of the Cove
- Metcalfe Bond Stores (1912-1916) to the west, across Hickson Road from the Stores, are five storey brick buildings
- Bushells Warehouse (1886-1912) to the south-west and next to the Metcalfe Bond Stores, is a seven storey brick clad building
- ASN Co Building (1884-85) to the south, across the elevated roadway to the Overseas Passenger Terminal, is a four storey brick building with a landmark tower
- The Overseas Passenger Terminal
- Park Hyatt Hotel (1989), to the north, is a four storey pre-cast concrete clad building.

These buildings that line the perimeter of the Cove, form a backdrop that defines the inlet, thus reinforcing its shape and presence within the harbour and precinct. Otherwise the form of the Cove would not be as evident.

3.2 VIEWS TO AND FROM THE SITE

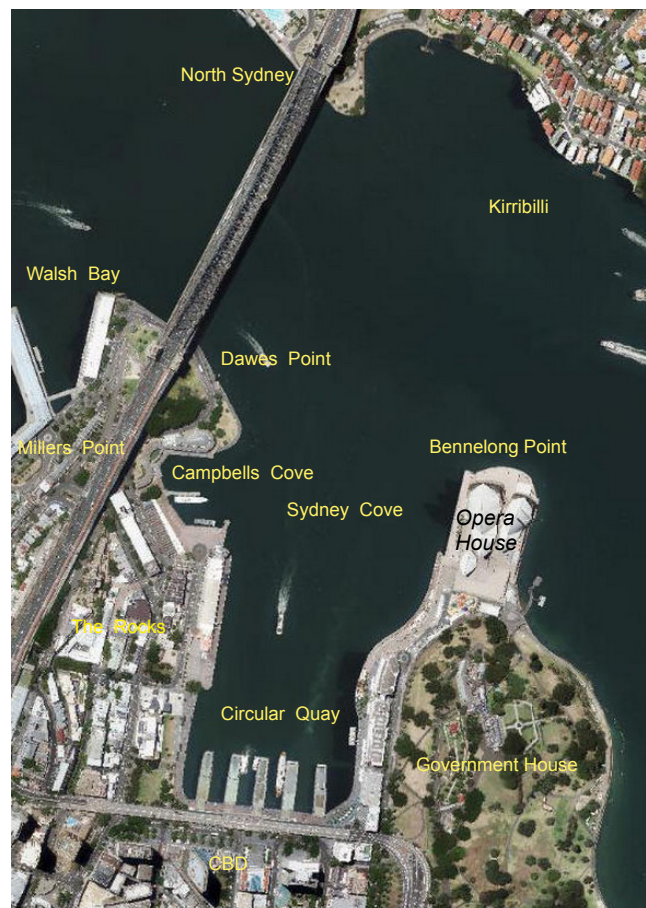
The location and configuration of the Cove is an important visual element for the harbour foreshore.

The gable fronted facade of the Campbells Stores provides a distinctive background marker for the Cove, which can be viewed from around Sydney Cove and beyond. Although a low rise building of three storeys, its length of 100 metres, and its repetitive facade elements, provide a distinctive frontage to the foreshore promenade and a landmark foreground to The Rocks precinct (Figure 3.2).

Thus the form of the Cove, including its perimeter structures, is visible from:

- The Circular Quay precinct
- The Opera House directly opposite
- The north east section of the harbour and north shore
- The Dawes Point reserve
- The Harbour Bridge
- The Overseas Passenger Terminal
- various vantage points within The Rocks.

Figure 3.1
The context of Campbells Cove
Source: *SIX.com*



From Campbells Cove itself, there are commanding views to the Opera House and beyond (Figure 3.4), with an almost uninterrupted 180 degree vista of the harbour, including the Harbour Bridge. The inlet form of the Cove allows for multiple vistas from differing vantage points:

- Towards the south and the CBD
- To the east with the Botanic Gardens and Bennelong Point
- To the distant harbour and north shore
- The steel structure of the Cahill Expressway and the Harbour Bridge.



Figure 3.2
Campbells Cove from the harbour with the gable fronted facade of Campbells Stores that provides a backdrop to the promenade



Figure 3.3
The context of Campbells Cove, from the Overseas Passenger Terminal, the tower of the ASN Co building on the left, the Metcalfe Bond stores behind Campbell's Stores, and the Park Hyatt in front of the Harbour Bridge

Source: JPW presentation report 2015



Figure 3.4
From Campbells Cove to the Opera House with the SHR listed railings in the foreground



Figure 3.5
From Campbells Cove to the CBD past the Overseas Passenger Terminal and the tower of the ASN CO Building on the right

4.0

ESTABLISHED HERITAGE SIGNIFICANCE OF THE SUBJECT SITE

4.1 ESTABLISHED SIGNIFICANCE OF THE ROCKS CONSERVATION AREA

The subject site is located within the boundaries of *The Rocks Conservation Area*, which is listed as an item of heritage significance under the Heritage Act, s.170 of a NSW State agency heritage register of the Sydney Harbour Foreshore Authority (Figure 4.1).

The following Statement of Significance for *The Rocks Conservation Area* has been sourced from the NSW Heritage Inventory, database entry number: 4500458, Name: *State Government*

Statement of Significance:

The Rocks is a major visual element of Sydney Harbour and Circular Quay, with a dramatic setting at the narrowest point in the Harbour. Visible layers of change are founded on the sandstone topography which gives the precinct its name. Less tangible aspects such as harbour sounds and breezes and water views are crucial to The Rocks' sense of place on the foreshore.

The Rocks is important in a world context as a foreshore port settlement and historic focus of social and economic activity, commencing in Australia's colonial period. The Rocks remains as one of the few places in Australia where authentic early convict evidence is accessible to the public.

The Rocks is the place of first sustained contact in the continent between Aboriginal people and European settlers. Physical evidence of pre-European Aboriginal culture at The Rocks has been largely destroyed. The lack of such evidence is a poignant reminder of loss to current and future generations. Aboriginal cultural sites which may have survived such impacts are of great significance to the Aboriginal community of Sydney who consider their continued experience and association with The Rocks as symbols of endurance.

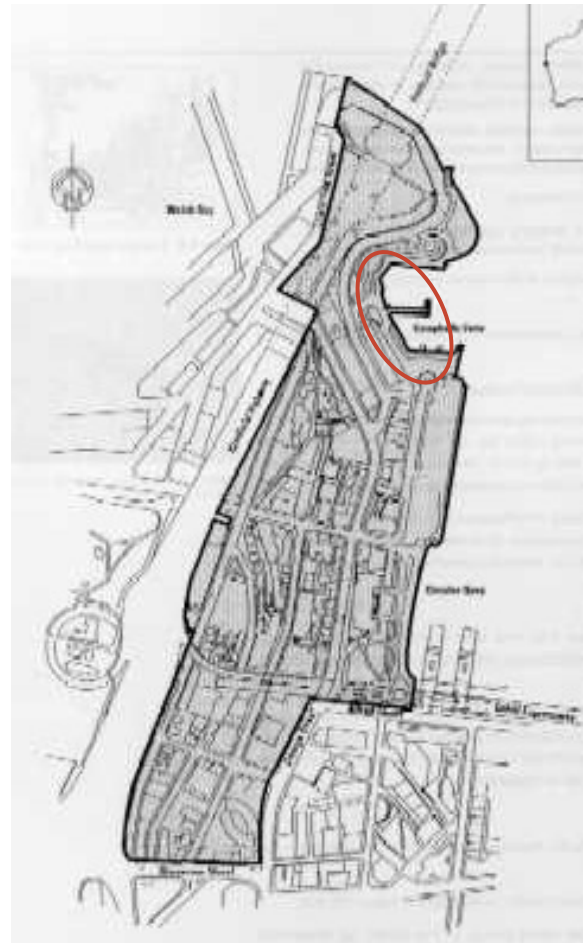


Figure 4.1

Map of SHFA listing for The Rocks Conservation Area, with the subject site circled in red

Source: SHFA, *The Rocks Heritage Management Plan*, Volume 1, 2010

The Rocks contains a rich accumulation of features that demonstrate layers of Australian history from 1788 until the present. The precinct displays an unparalleled diversity in townscape and building style, form and texture. Distinctive low-rise scale and fine grain textures in The Rocks contrast with, yet complement, the imposing built forms and modern architecture of the city centre beyond.

The Rocks landscape, urban form, built structures and subsurface archaeological features, in conjunction with extensive documentary records, provide a physical chronicle of outstanding research potential.

The Rocks and adjacent areas of Millers Point and Dawes Point are symbols of community survival, with the associated present-day communities representing and connected to the processes of struggle, perseverance and change that have shaped these places.

Owned and managed in the public interest for over a century, The Rocks has been the stage for Government innovation in public works, town planning and social engineering. It is known for major historic events such as the 1901 plague, slum clearances and green bans. It has become a showcase for conservation practice and is an example of public land ownership and sustainable urban management under one Government agency.

The Rocks is an important Australian tourist icon presented as the birthplace of Australia and representing significant story lines. The Rocks symbolises a powerful statement about who we are as Australians.

4.2 ESTABLISHED SIGNIFICANCE OF CAST IRON GATES & RAILINGS

The subject site also contains cast iron railings and gates that are listed as items of heritage significance under the Heritage Act, s.170 of a NSW State agency register of SHFA. They are also listed under the SHR register under *Railings, Sydney Cove*. They are located on the foreshore of Campbells Cove, adjacent to the entrance to the timber finger wharf.

The following *Statement of Significance* for the *Cast iron railings, palisade fence and gate*, has been sourced from the NSW Heritage Inventory, database entry number: 4500439, Name: State Government

Statement of Significance:

The railings at Sydney Cove and site are of State heritage significance for their historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

The railings have historic significance as part of the urban improvements undertaken at Sydney Cove at two phases: by the Sydney Harbour Trust as part of its urban improvements at the turn of the century, and by the Maritime Services Board at Circular Quay Concourse as part of the refurbishment of the Wharves in the 1950s. They are aesthetically significant as prominent and attractive urban features of the Cove. (see item no. 4500458).

Additionally, the gate posts and fences at Campbells Cove have historic significance as part of the urban improvements undertaken at the turn of the century by the Sydney Harbour Trust. They are aesthetically significant as prominent features of Campbell's Cove and Circular Quay West.

Description

Much of the sea wall at Sydney Cove is edged by cast iron fencing comprising vertical posts of two alternating patterns joined by horizontal railings at top and bottom with diagonal bracing and a central medallion at the cross point between.

This fencing continues from around Dawes Point along Circular Quay West to the main concourse giving access to the ferry wharves, and resumes at Circular Quay East, terminating at the Portobello Café. The fencing at Campbell's Cove is slightly different to the majority and is discussed below.

The posts are of cast iron while the rails are in steel. The fencing was reproduced and extended for the improvements undertaken in the Bicentennial of 1988. In addition, when they were damaged they were replaced over the years. It is noted that the same railing pattern has been used in the fencing at Pyrmont Point Park, completed in 1997. The Circular Quay Concourse has a different style of fencing with smaller posts and vertical railings enclosed by horizontal railings at the top and bottom, with the top two horizontal rails decorated by a sea horse set in a circle with a sea horse motif. It is noted that sea horses form part of the ironwork decorative scheme of the railway station at Circular Quay. These railings continue along the concourse and return for 2-3 metres at the access to each ferry wharf.

Campbell's Wharf is fenced by palisade fencing and gates flanked on each side by two cast iron gateposts with decorative copings, and are approximately 2m high. The taller, central posts have the date 1899 on their landward side and the letters VR on the seaward side, while the smaller, flanking posts are inscribed with the letters CQ facing the harbour.

There are two similar gateposts at the mooring point at the north end of the Overseas Passenger Terminal, both having a medallion at their base inscribed "J Connolly Engineer and Blacksmith Cowper Wharf", and have the letters "VR" facing towards the water. The palisade fencing in this location is approximately 1m high and appears to be new.

There are a series of similar gate posts and palisade fences and gates to the south of the Overseas Passenger Terminal, all 2m high.

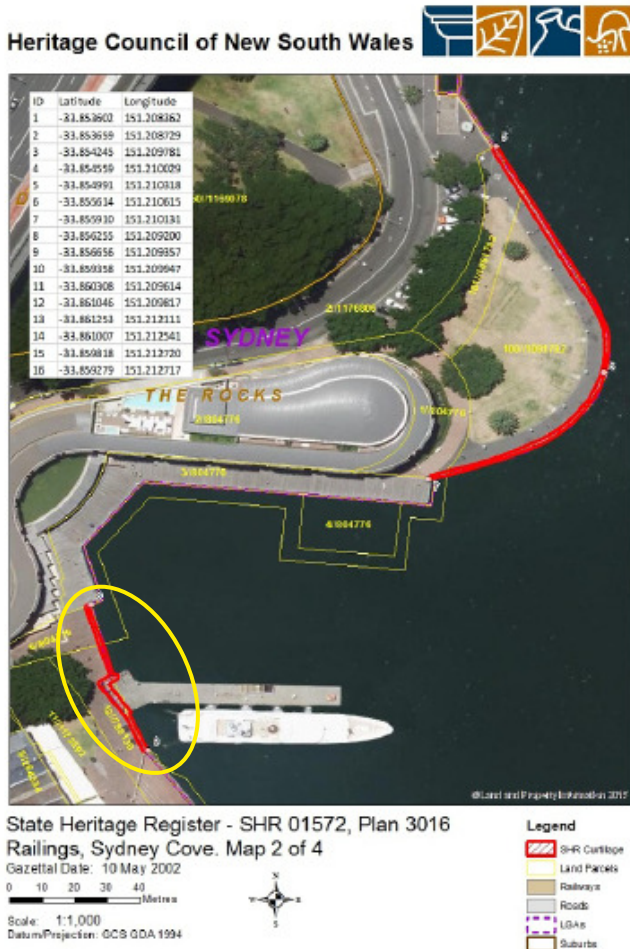


Figure 4.2
 Map of SHR listing for Railings, Sydney Cove, with the subject items indicated in red and circled in yellow
 Source: www.environment.nsw.gov.au



Figure 4.3
 The SHR listed gate posts and palisade gates with 'crossed' railings to both the right and left

4.3 ESTABLISHED SIGNIFICANCE OF HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE

The subject site is located in the vicinity of a number of heritage items:

- The Campbell's Stores at 7-21 Circular Quay West to the west of the subject site, and
- The ASN Co Building to the south of the site, and
- The Mining Museum, fronting Hickson Road.

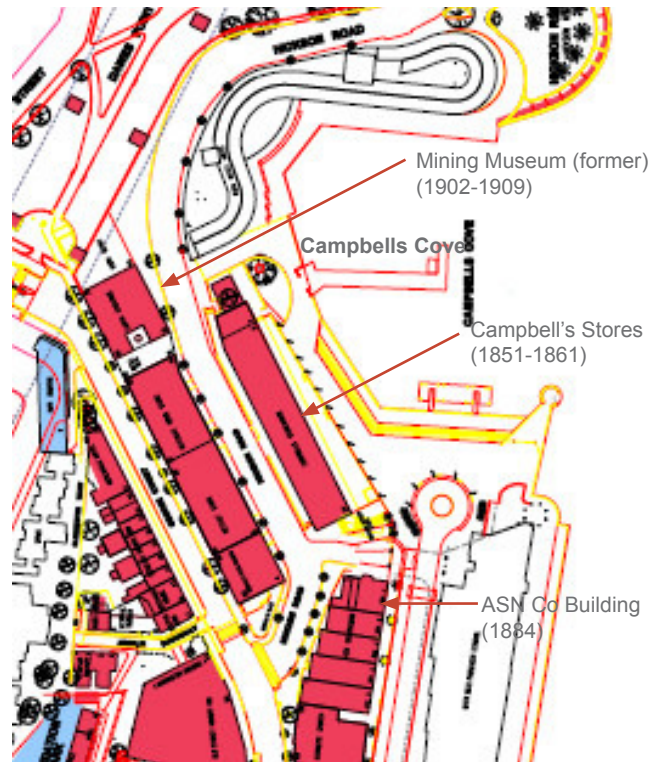


Figure 4.4
 Map of Heritage Listings in The Rocks, Appendix B, *The Rocks Heritage Management Plan: Volume 1*
 Source: Sydney Harbour Foreshore Authority

4.3.1 The Campbell's Stores

The following *Statement of Significance* for the Campbells Stores, The Rocks has been sourced from the *Conservation Management Plan*, 2014, prepared by Godden Mackay Logan:

Statement of Significance:

Campbell's Stores is a superb example of mid-nineteenth century warehouse buildings, now rare in Sydney. It is the only warehouse of its type remaining on the foreshore of Sydney Cove, the hub of commerce and international shipping transport until the late nineteenth century. As a memorable landmark in The Rocks, visible from a wide area of Sydney Harbour, it is a symbol of mid-nineteenth century Sydney.

Campbell's Stores has historic significance for its association with the Campbell family, one of the most influential families in early Colonial Australia. It is the surviving element of a complex of wharves and stores that began in 1801 with the construction by Robert Campbell of the first privately-owned wharf in Australia. Later significant associations include the Australasian Steam Navigation Company, one of the most important commercial shipping and transport companies in Australia, and the Sydney Harbour Trust, established by the Government following the bubonic plague scare of 1900.

Campbell's Stores is significant for its association with commercial Bond and Free store usage for over one hundred and twenty years, with each successive owner (including the Sydney Harbour Trust and Maritime Services Board) leasing sections of the Stores to a variety of merchant companies.

The changes made to Campbell's Stores provide evidence of the changing commercial fortunes of maritime Sydney. The construction of the first five bays demonstrates economic growth following the 1840s depression and the additional six bays demonstrate further economic growth following the 1850s gold rushes. The construction of the third level by the ASN Co in the mid-1880s demonstrates a further period of economic growth and also of a change in the functional operation of the Stores, as evidenced by the inter-connection of the top floor spaces. The adaptive reuse of the building in the 1970s represents an early approach to the conservation of historic buildings. The continued subsequent use of the building for a series of restaurants demonstrates the changing uses of Sydney Cove from industrial purposes to largely tourist-related purposes.

The design, form and materials of Campbell's Stores contribute to its aesthetic significance as a complex of buildings of high visual and sensory appeal. Their design elements reflect their original function in a simple but dignified manner. Their form is a coherent whole, made up of repetitive gabled bays combined with an undulating rhythm of door and window openings. The consistent use of sandstone, brick and slate materials reinforces this visual coherence and provides an appearance of solidity and quality.

Campbell's Stores represents a surviving example of mid-nineteenth-century style warehouses; a building type once common around Sydney Cove, but now rare. The gabled

bay form, cathead beams, hoists, goods aprons and doors are evidence of an older warehouse style. The form, bars on openings and lack of internal connections between bays evidence the security required for bond store use.

Campbell's Stores has technical/research significance because of its potential to contribute further to our understanding of the early maritime activity around Sydney Cove and, in particular, within the Campbell's Wharf complex. It also has the ability to contribute further to our understanding of the use and operations of mid-nineteenth-century warehouse buildings, particularly in relation to goods handling and the changes in technology that occurred over time.

The remnant hoisting equipment of the Campbell's Stores building provides evidence of the changes of technology in goods handling and haulage that occurred during the nineteenth and twentieth century. The hydraulic hoisting equipment and the winches in particular are evocative of the industrial nature of the site and the hydraulic hoists are prominent examples within the Sydney area. They demonstrate the scale and efficiency of the industrial processes undertaken at Campbell's Stores during its use as dockside goods storage.



Figure 4.5

Campbells Cove from the north with the gabled roof of the Campbell's Stores and the ASN Co Building to its left

4.3.2 The ASN CO Building

The following *Statement of Significance* for the ASN Co. Building, The Rocks has been sourced from the NSW Heritage Inventory, database entry number 5053141, Name: *Heritage Office*

Statement of Significance:

ASN Co Building and site are of State heritage significance for their aesthetic, historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

The former ASN Co warehouse and office building was built in 1884. The site has a long history because of its prominent location in the Rocks area, situated on the edge of the Quay and adjacent to the various wharfs, within the main commercial maritime centre. It is associated with the famous early merchant, Robert Campbell. No later store of this construction type was built in the area.

The building was designed by the very prominent architect, William Wilkinson Wardell, who chiefly practiced in Victoria. He was an outstanding architect of the nineteenth century who was prolific and best known for building churches, including St Mary's Cathedral in Sydney, public buildings, including the Treasury building, the Mint and Government House in Melbourne, banks including the English Scottish and Australian Bank in George St, The Rocks as well as warehouses.

The architectural style of the building is a rare intact example of the Pre-Federation Anglo Dutch style. It is a very rare and fine Victorian example of an office and warehouse development in Sydney. The mix of office and warehouse, each exhibit the same architectural style to varying degrees which forms a pleasant whole. Wardell allowed the site shape to partially dominate his design, which is an excellent example of his style. Each bay was a different length, stepping down the site. Although there were other buildings of similar style that existed in Sydney, none of them incorporate such picturesque facades with this type of layout nor do they mix office and warehouse design together. When it was completed it was one of the most prominent buildings in Sydney, and remains an extremely prominent landmark, being visible from Port Jackson and the North Shore and being part of an important vista from Circular Quay to Campbells Cove and beyond. (Tropman 1990: 15- 21)

It was one of the last substantial warehouses with a timber structural system built in Sydney, from 1885 cast iron columns were used instead of timber. The construction method of the building is possibly the earliest surviving example of the use in Sydney of steam cranes imported from

England. The importance of steam shipping to the colony's economy is strongly reflected through the high architectural style and the prominent waterfront location of the building.

The building is significant as a Landmark building, from its original construction to the present day in Sydney. It holds significance in its associations with The Rocks, Campbell Cove and Circular Quay and is part of a historical precinct that includes Cadmans Cottage, Mission to Seaman Chapel and the Sailors Home which together strongly illustrate this former maritime neighbourhood. It contributes strongly to the character of The Rocks and is an area that is well visited by residents and tourists. Its inclusion on the registers of the National Trust and the National Estate demonstrate the esteem the building is held in by the broader community.

It is a benchmark building form capable of providing information about the special relationship between its design and function, being a very rare example of a mix of office and warehouse. It has research and scientific potential in the information that its fabric displays and retains, including the very early sprinkler system. It is possible that the sprinkler system is a rare surviving example, with cast iron pipework and 1929 sprinkler heads still intact. The remaining early sprinkler pipework is probably part of the original sprinkler system, possibly being installed when the water tower was constructed between 1892 and 1894.

4.3.3 The Mining Museum

The following Statement of Significance for the former Mining Museum. The Rocks has been sourced from the NSW Heritage Inventory, database entry number 5053178, Name: Heritage Office.

Statement of Significance:

The Mining Museum and site are of State heritage significance for their historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

The former Mining Museum and Chemical Laboratory site and building is principally significant for its historical and aesthetic significance. It demonstrates the continuous significant human activity of collecting mineral and geological objects of economic and intellectual interest, carried out for almost 90 years on this

site. It is an excellent example of the Federation Warehouse style with good proportions and distinctive Romanesque and Art Nouveau detailing. It was designed by a very prominent Federation Period architect, Walter Liberty Vernon, who was the first NSW Government Architect. The design is a well considered and executed approach to the site. The building reflects the early 20th century development phase of The Rocks after the Government resumption. It is significant as an early 20th century museum building illustrating important external and internal design features. It is a very distinctive building with landmark qualities to the local area, The Rocks and Circular Quay. The place is also significant because: It is associated with numerous significant historical events at world, national and state level. It is representative of an educational and research activity that was continuous from the turn of the century to recent times in NSW. The chimney stack is a rare surviving feature in Sydney and has a high level of integrity. The building is a rare example of and inner city building that was originally designed and partially constructed as a power station and then redesigned and completed as a Museum and Chemical Laboratory. The building was associated with electricity generation supply and distribution in Sydney. It is representative of the decision to generally change from direct current (DC) supply to alternating current (AC) supply in NSW.

(Tropman 1996: 15)



Figure 4.6

Looking west, the Mining Museum in the background across Hickson Road, with the Park Hyatt on the right and the large fig tree next to the Campbell's Stores on the left

4.3.4 Campbells Cove Sea Wall

The sandstone sea wall that lines the western side of Campbells Cove has been identified by a 2012 draft assessment by SHFA as an original wharf wall dating from the time of the Campbell's establishment in the 1830s, and is noted as highly significant (Figure 4.7).¹

However reference to the Austral Archaeology report indicates that there appears to be a later change in the alignment of this wall, as well as the differing types and layers of sandstone blockwork, which indicates various time periods of construction.²



Figure 4.7

Looking west, to the Campbell's Stores, with the sea wall in the foreground right side. Compare with Figure 4.8



Figure 4.8

Looking west, to the sea wall between the finger wharf on the left and the Park Hyatt on the right (out of image). Note the layering of the sandstone blockwork that indicates different periods of construction

¹ SHFA, *Campbell Cove Initial Archaeological Assessment*, draft, 2012

² Austral Archaeology, *Aboriginal and Historical Archaeological Assessment*, 2016, Figures 5.7 - 5.11

4.3.5 Sydney Opera House World Heritage Listing

The placement of the Sydney Opera House on the UNESCO World Heritage (2005) register includes a nominated *Buffer Zone*, which covers West Circular Quay and The Rocks (Figure 4.9). The nomination document includes the following description of the Buffer Zone: 3

The buffer zone centres on the inner waters of Sydney Harbour. It includes places around Sydney Harbour within a radius of 2.5 kilometres that have been identified as offering critical views to and from the Sydney Opera House that contribute to its World Heritage significance.

The following are excerpts from the description included in the nomination:

Inaugurated in 1973, the Sydney Opera House is a great architectural work of the 20th century that brings together multiple strands of creativity and innovation in both architectural form and structural design. A great urban sculpture set in a remarkable waterscape, at the tip of a peninsula projecting into Sydney Harbour, the building has had an enduring influence on architecture. The Sydney Opera House comprises three groups of interlocking vaulted 'shells' which roof two main performance halls and a restaurant. These shell-structures are set upon a vast platform and are surrounded by terrace areas that function as pedestrian concourses. In 1957, when the project of the Sydney Opera House was awarded by an international jury to Danish architect Jørn Utzon, it marked a radically new approach to construction.

All elements necessary to express the values of the Sydney Opera House are included within the boundaries of the nominated area and buffer zone. This ensures the complete representation of its significance as an architectural object of great beauty in its waterscape setting.

4.4 CURTILAGE ANALYSIS

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication *Heritage Curtilages*⁴ defines 'heritage curtilage' as the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage can be classified as one of four types:

- **Lot Boundary Heritage Curtilage:** for places where the legal boundary of the allotment is defined as the heritage curtilage. The allotment should, in general, contain all significant related features, for example outbuildings and gardens, within its boundaries.
- **Reduced Heritage Curtilage:** for places where an area less than the total allotment is defined as the heritage curtilage. Applicable where not all parts of a property contain places associated with its significance.
- **Expanded Heritage Curtilage:** for places where the heritage curtilage is larger than the allotment. Particularly relevant where views to and/or from a place are of significance.
- **Composite Heritage Curtilage:** for larger areas that include a number of separate related places, such as heritage conservation areas based on a block, precinct or whole village.

As the subject site covers a number of allotments and its urban context with significant views is critical, the appropriate curtilage for Campbells Cove is an *Expanded Heritage Curtilage* that recognises its harbour foreshore location, and the relationship to Sydney Cove and beyond.

By virtue of proximity to other SHR listed buildings as well as being within the *The Rocks Conservation Area*, the subject site can also be regarded as having a *Composite Heritage Curtilage*. The curtilage of the Campbell's Stores and the ASN Co building for example overlaps, or is mutually beneficial with the curtilage of the Cove.

The 2014 CMP for the Campbell's Stores has identified its expanded heritage curtilage that 'protects' the visual context of the Stores on the eastern side forecourt, between the Overseas Passenger Terminal and the Park Hyatt (Figure 4.10).

The proposed Stores' CMP curtilage that extends to the line of the foreshore, recognises the significant relationship between the Stores and the harbour promenade, the visual sensitivity of the harbour front with views from the direction of the Opera House and Dawes Point, and the harbour in general. It also recognises the urban importance of the Campbells Cove 'amphitheatre' as a gathering point for events and pedestrian perambulation.

3 Sydney Opera House Nomination Document, UNESCO website
4 Warwick Mayne-Wilson, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

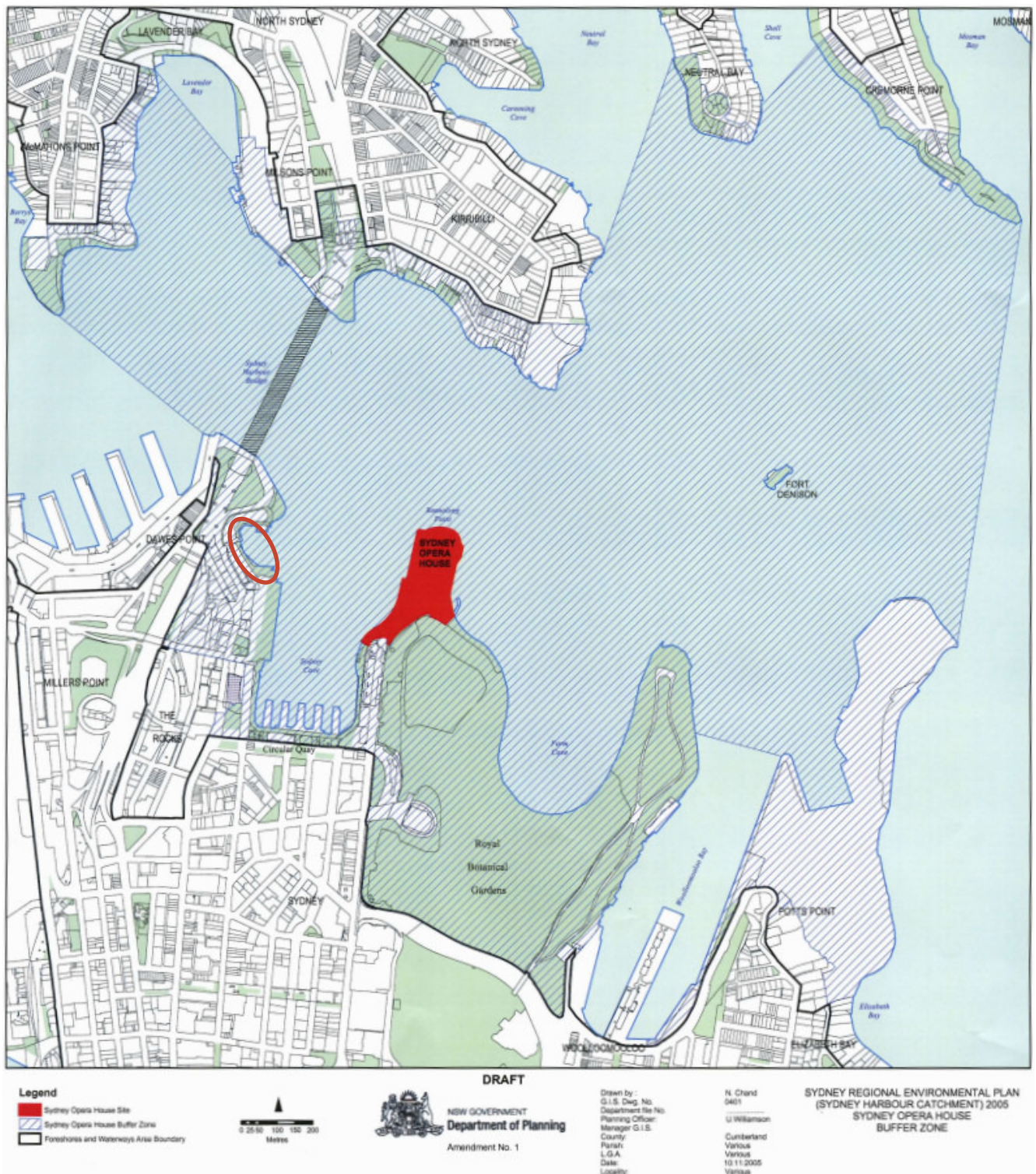


Figure 4.9
Plan of the Sydney Opera House Buffer Zone, cross hatched, with
the subject site circled in red
Source: UNESCO World Heritage website

4.5 ARCHAEOLOGICAL POTENTIAL

The 2014 CMP by GML has referred to the potential for archaeological sensitivity, primarily in two areas that may be applicable to the proposal:

- The area to the north of Bay 11 and the existing pavilion
- The forecourt area east of the subject building.

A recommendation by the CMP is for an Archaeological Assessment to be carried out before any approvals so as to determine the requirements for further investigations.

As such, Austral Archaeology Pty Ltd have been engaged and have prepared an *Aboriginal and Historical Archaeological Assessment*, with the following summarised conclusions:

- Reference to the AHIMS database returned no evidence of aboriginal objects and the study area can be described as 'disturbed'.
- There is potential for early European occupation and land reclamation processes.

The report provides recommendations for archaeological management of potential resources.

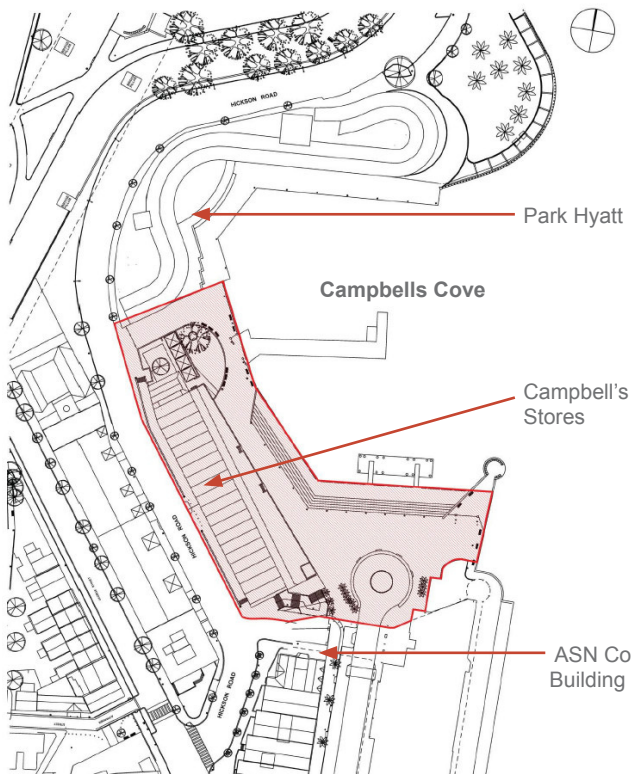


Figure 4.10

The 2014 CMP proposed curtilage, shaded pink, extends to the foreshore to the east, the Overseas Terminal to the south, and the Hyatt Hotel to the north
Source: GML CMP 2014, p127



Figure 4.11

Areas of archaeological potential within the study area of Campbells Cove and Stores

Source: Austral Archaeology Pty Ltd: *Campbells Promenade, Campbell's Cove, Sydney, NSW, Aboriginal and Historical Archaeological Assessment*, p46

5.0

DESCRIPTION OF THE PROPOSAL

The proposed development, designed by Context Landscape Architects, is detailed in the plans and Statement of Environmental Effects that accompany this application. References for the development include:

- Design Response to Submissions (September 2017) by Context Appendix B Proposed Design Amendments
- Design Report, June 2017 by Context including architectural drawings (Revision issue A).

In response to submissions the design proposal has deleted the proposal to relocate the heritage listed gates, posts and railings, and not to extend the timber boardwalk from the Park Hyatt, over the seawall, that is north of the finger wharf.

The proposed development, includes for (Figure 5.1):

- Measures to improve stormwater drainage that currently impacts on the Campbells Stores building
- A defined public thoroughfare, ten metres wide, from Circular Quay West near the Overseas Passenger Terminal (OPT) to the Park Hyatt. The ground level in this area will be lowered so that the current sunken dining area in front of the Campbell's Stores will be eliminated, thus improving the outlook from the Stores to the harbour
- An upgrade of the foreshore that includes new paving with lighter coloured inflections and street furniture with recessive colours, including with a bronze finish where metal elements are to be used.
- A civic square adjacent to the OPT including a new palisade fence and gates fronting the OPT wharf, to match the fencing at the southern end of the OPT. The current turning circle remains as is, subject to a future Stage 4 works.
- Improved east-west links to Hickson Road at each end of the Stores building, which includes the reconfiguration of the stairway between the Stores and the OPT vehicular bridge.

- Interpretation of the original foreshore by the use of different coloured stone paving as well as bronze markers, to distinguish the area of reclamation. This will also continue the same interpretation of the foreshore that is proposed for the Stores forecourt lease area.

The heritage listed cast iron gates, posts and railings are to be retained in their current position, as an entrance to the finger wharf. However, in order to maintain public safety in an area of changes in level, it will be necessary to extend the length of the railing with components to match the exiting.

The aim of the proposal is to provide improved pedestrian amenity and recover the heritage setting of the Campbells Stores, currently sunken below the level of the promenade. This will be achieved by the removal of the current high pavement level of the promenade that has resulted in a detrimental impact on the physical fabric of the Stores, as well as the legibility of the Stores' eastern elevation.

The proposal will improve the outlook of the restaurant patrons seated in front of the Stores, where currently they have reduced visibility to the harbour and Opera House. Pedestrian movement will also be enhanced from the Hickson Road level down to the promenade level of the Cove.

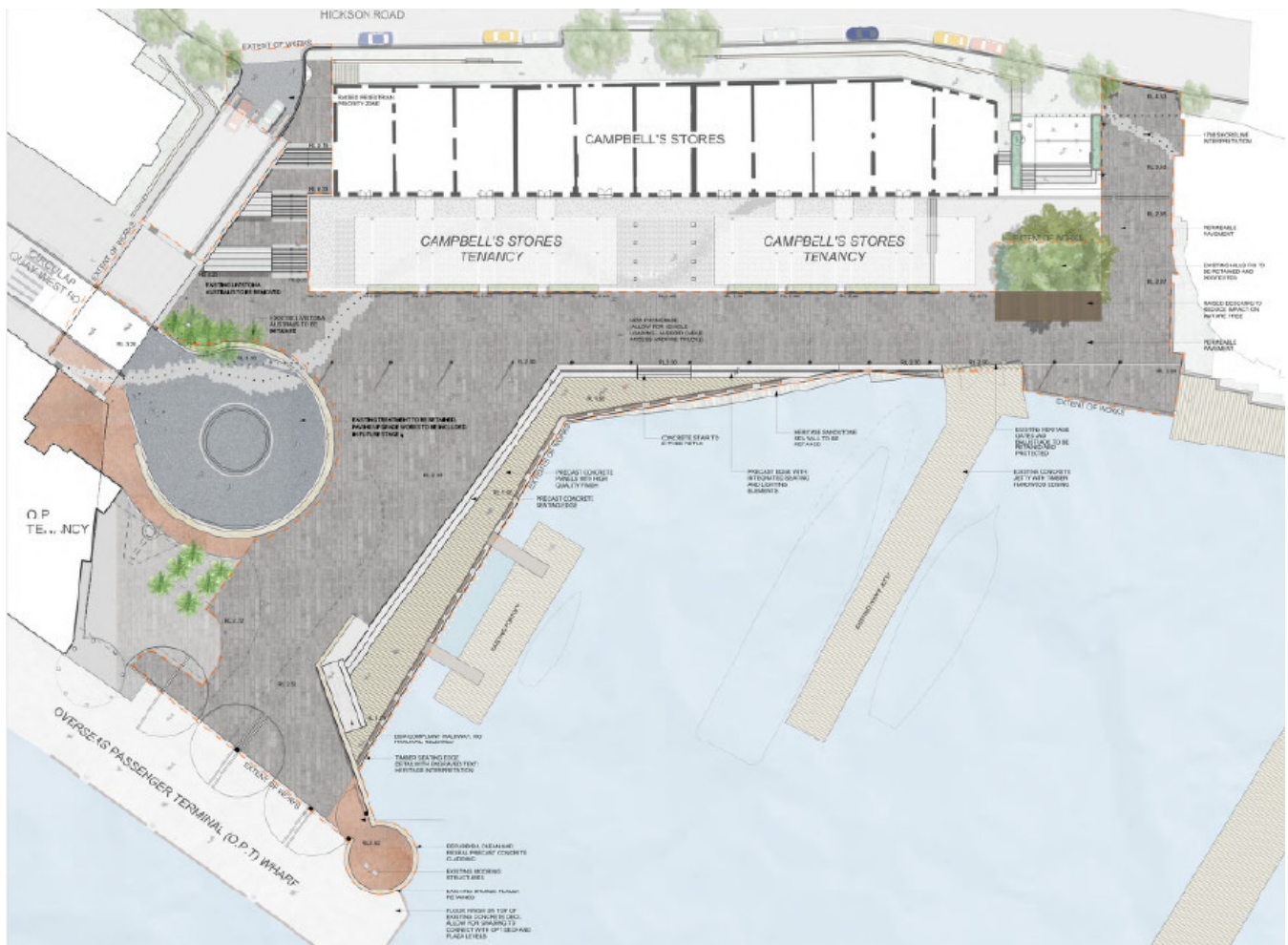


Figure 5.1
The Proposed Development - Landscape Plan
Source: Context Landscape Design, Drawing No. C2, Issue A

6.0

ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria of the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site, as well as comment on the Response to Submissions, with regard to heritage.

6.2 RESPONSE TO SUBMISSIONS

In reference to the requested matters for consideration by the DPE, as well as the Heritage Council and City of Sydney, a common concern is the use of materials and colour for paving and associated items of street furniture, in the context of The Rocks precinct.

The City of Sydney response correctly identifies the wider context in the use of paving materials:

... it is important that Campbell's Cove forms part of a holistic Circular Quay public domain approach. This is consistent with the City's vision for a legible Harbour Walk around the foreshore, as reflected in the SHFA public domain strategy and manual which applies to the area.

In light of the above, while the City considers it acceptable to have a predominately granite finish around Circular Quay, inflections in the paving of a different colour/texture, should be used to highlight special moments around the Quay, such as this location. Customs House Square is an example of where inflections in the standard city palette have been used to reflect the special nature of the place. It is recommended that inflections at Campbells Cove could be of a warmer tone to complement the sandstone heritage buildings.

The Heritage Council response in this matter does not provide adequate commentary on this broader context, nor does it distinguish between the heritage fabric of the buildings in terms of material and colour,

from that of roadways, footpaths (often traditionally of bitumen) and civic space paving that inevitably alters over decades.

Clarity of heritage approach is provided by the example of the forecourt to Customs House, of visually distinguishing the materials of the heritage listed building with the application of a generally darker paving that is more successful in providing a strong ground plane, in contrast with the lighter colour of the sandstone. As noted by the City of Sydney response, this has been modified by the introduction of lighter tone inflections.

Consistent with the City of Sydney comments, the revised design continues to use the material palette of that approved for the forecourt to the Campbells Stores, but with the use of lighter colour inflections and as noted below.

The City of Sydney response refers to reducing the level of the promenade with caution, in terms of potential rising sea level. However one of the primary reasons for reducing the ground plane of the promenade in front of the Campbells Stores, to below floor level, is the identified adverse impact that the current levels have on rising damp in the sandstone walls of the Stores. This adverse impact on the fabric of the Stores requires immediate remediation. The current promenade is not designed to address a seawater buffer zone.

The Context design response has addressed the general concerns of the Response to Submissions by:

- Simplified paving design and introduced warmer colour inflections into the paving. The paving base colour will be predominately recessive, in contrast with the sandstone and brick colours of the adjacent heritage buildings, using neutral colours to allow attention to be drawn to the heritage items.
- Necessary for consistency with the Stores forecourt, the design maintains the use of paving for the foreshore interpretation, including the use of bronze markers. However the colour of the foreshore paving is proposed to be lighter than the general paving in order to be more visually definite.
- Similarly introduced materials such as the wall to the side of the south stairs, against the overpass to the Overseas Passenger Terminal, would also

be recessive and neutral in colour to ensure clarity of colours and materials, distinguishing between the heritage buildings and the contemporary insertions into the landscape.

- The relocation of the heritage listed gates, posts and railings is no longer proposed in the scope of works.
- Comments on the Campbells Stores CMP are referred to in section 6.5.
- The proposed extension of the timber boardwalk from the Park Hyatt is no longer proposed in the scope of works.

6.3 OVERVIEW OF THE POTENTIAL HERITAGE IMPACTS

The proposal and heritage impacts are summarised as follows:

- Lowering the paving level of the Stores' forecourt in front of the dining area, and delineation of a through link promenade:
Positive impact
(subject to archaeological assessment)
- Upgrade of the paving with granite as well as street furniture of recessive colours:
Positive impact
- New reconfigured stairs to the southern end of the Stores building:
Positive impact.

6.4 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', provided below, have been considered in the preparation of our assessment:

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

- The conservation area will be improved by the renewal of the whole site and precinct, providing a more coherent urban landscape, including visual legibility between heritage structures and contemporary landscape upgrade

- Heritage values of the adjacent heritage listed Campbells Stores' eastern elevation will be increased by the lowering of the promenade level, and increasing the visibility of the building
- The view from the Stores to the harbour will be improved by the lowering of the promenade
- Enhancement of the eastern forecourt of the Stores with improved accessibility and amenity for patrons
- Through site links between The Rocks and Campbells Cove, in accordance with SHFA policy
- Interpretation of the original foreshore line, indicated with different coloured paving and bronze markers, consistent with the Stores' forecourt lease area.

Minor Partial Demolition

- *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?*

Comment

It is proposed to demolish and lower the promenade paving level, which has no heritage value, as part of this development. This work is an important element in the conservation of the Stores building as the existing hard landscape levels have an adverse impact on the condition of the sandstone walls of the building.

No important features of the conservation area are to be removed as part of the proposed demolition.

Refer to the Austral Archaeology Pty Ltd report for potential archaeological impacts.

New Development Adjacent to a Heritage Item

- *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?

Comment

The subject site is in the vicinity of the Campbells Stores, the ASN Co Building, the former Mining Museum, and is within the Buffer Zone of the Sydney Opera House.

The proposed landscape works will have a positive impact on these items, particularly the Stores as it will improve the visibility of the building, and generally improve the amenity of the precinct.

Given the nature of the landscape works and the distance involved, there will be no adverse visual impact on the Sydney Opera House and its Buffer Zone. Reference to the guidelines under the *EPBC Act* (section 1.5 above) indicates that there will be no 'significant impact' on the National Heritage values of the item, and therefore a Referral under the Act is not required.

Refer to the Visual Impact Assessment prepared by others.

An archaeological assessment has not been made as part of this report, however a separate assessment has been carried out by Austral Archaeology Pty Ltd.

New Landscape Works and Features

- How is the impact of the new development on the heritage significance of the existing landscape been minimised?
- Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?
- Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?
- Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?
- How does the work impact on views to, and from, adjacent heritage items?

Comment

The existing hard landscape does not have any heritage significance as it was a part of the late 20th century refurbishment of the area.

The proposed landscape works of adjusting the Stores forecourt to a single level, with new paving and street furniture will have a positive impact on the amenity of the Campbells Cove promenade and improve the presentation of the Campbells Stores.

The new metal street furniture is to be bronze coloured, a recessive colour, which will be more compatible with the masonry colours of the area, in preference to the use of stainless steel.

The proposed works include the addition of a new cast iron railing, to the length of the existing heritage railings, at its south end. The new railing is to match the existing cast iron components in material and detail. The new railing will have no adverse impact on the original item, and measures should be put in place to ensure protection of the item during construction.

6.5 EVALUATION AGAINST THE 2014 CMP POLICIES OF CAMPBELL'S STORES

The following commentary evaluates the proposed development against any applicable conservation policies of the *Campbell's Stores, The Rocks Conservation Management Plan (CMP)*, prepared by Godden Mackay Logan in 2014, and endorsed by the Heritage Council of NSW:

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.

An applicable guideline under this policy is:

- The area of eastern forecourt that is used for external restaurant seating does not have particular heritage significance as its shape has been created post-1970s. The level of the eastern forecourt is the original ground level and this level should ideally be extended across the forecourt to the harbour.

Comment

The Campbells Stores' CMP has identified a curtilage that covers the subject site as identified in Figure 4.10. The CMP Policy 13 therefore, is to be addressed in terms of potential impacts on the setting of the Stores' building.

The proposed lowering of the promenade paving will increase the visibility of the Stores' eastern facade, and remove a cause of detrimental sub-surface moisture impact, thus improving the heritage values of the building and its long term maintenance.

The proposal will also provide considerable benefit to user amenity and appreciation of the setting. With the lowering of the promenade, views to and from the Stores will have a positive impact. The re-design of the paving and its levels will provide a clearer delineation of the area with an improved forecourt that relates to a significant heritage building. The proposed palette of colours for the promenade paving are consistent with those approved for the Stores forecourt and will provide a distinct ground plane.

7.0

CONCLUSIONS AND RECOMMENDATIONS

7.1 CONCLUSIONS

- Campbells Cove is **not** listed as an item of heritage significance in any statutory instrument.
- Campbells Cove is located within the *The Rocks Conservation Area* and is adjacent to the listed heritage items of the Campbell's Stores at 7-27 Circular Quay West, the ASN Co Building at 1-5 Hickson Road, and The Former Mining Museum at 36-64 George Street.
- Within the subject site, fronting the finger wharf, cast iron gates and railings are listed on the s.170 of the NSW State agency register, as well as the State Heritage Register.
- The significance of the heritage listed gates and railings, and their ability to contribute to the landscape of the conservation area, will be retained in their current location.
- The proposed development is limited to re-landscaping, including the lowering and re-paving of the promenade surrounding the west and south sides of Campbells Cove, and the reconfiguration of public stairways to Hickson Road.
- The proposed development is consistent with the conservation policies of the *CMP 2014*, prepared by GML, for the Campbells Stores site, as well as the current approvals for the proposed works to the Stores forecourt, including new paving.
- The proposed development to the landscape of Campbells Cove will have no adverse impact on the heritage significance of the adjacent properties of the Campbell's Stores, the ASN & Co building, the Mining Museum, the The Rocks Conservation Area, or the Sydney Opera House.
- The proposed development will have no physical impact on the heritage items in the vicinity of the site.
- The proposed development does not generate any adverse impact, as existing views and the setting of the heritage items in the vicinity are retained,

and the presentation of the Campbells Stores will be improved.

- Should any unexpected relics be disturbed during excavation of the site, they must be managed under the Archaeological provisions of the *NSW Heritage Act*.

7.2 RECOMMENDATIONS

- Review and implement the recommendations of the assessment report by Austral Archaeology Pty Ltd.
- Measures should be implemented to ensure protection of the cast iron gates and railings before construction commences on site. A methodology is to be submitted and reviewed by the heritage consultant on measures for protection, including the precautions to be taken with the preparation and installation of the adjacent paving. Protective measures would include a perimeter enclosure erected at the beginning of the project, and padded covering when works occur in proximity.
- Measures should be implemented to ensure protection of the sandstone seawalls before construction commences on site. A methodology is to be submitted and reviewed by the heritage consultant on measures for protection, including identifying potential impacts that are to be prevented when work is carried out in proximity. Protective measures would include a perimeter enclosure erected at the beginning of the project.
- A heritage related induction is to be prepared by a heritage consultant for use when personnel are starting on site.
- The new cast iron railings to match existing, should be the subject of consultation and review, with shop drawing approval by a heritage consultant.
- A Heritage Interpretation Strategy is to be prepared by GBA Heritage, and submitted prior to the issue of a construction certificate.
- The Strategy is to be coordinated with that for the Campbells Stores, prepared by OCP Architects, as well as to relate to The Rocks and Circular Quay in general.

- Existing interpretive plaques are to be salvaged and re-located
- The Interpretation Strategy can include:
 - i) The use of a large scale map of Circular Quay, c1807, that references Campbell's wharf and his house
 - ii) The use of a large format reproduction of an early painting that depicts the western side of Circular Quay showing Campbell's wharf, his Stores and house
 - iii) Reference the Campbells Cove namesake and the role his family had on the local economy
 - iv) Interpret the footprint of the former Bay X, into the new paving, to the south of Bay 1.

Subject to the above recommendations, GBA Heritage recommends the application to the DPE for approval

8.0

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