

Tenancy 5
Overseas Passenger Terminal
Circular Quay
Heritage Impact Statement

Report prepared for the Mantle Group

May 2017



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Report Register

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Cover Image: Artist's impression of the proposed development. (Source: Collins and Turner, 2017)

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1.0 Introduction

1.1 Preamble

GML Heritage Pty Ltd (GML) has been engaged by the Mantle Group to provide heritage and archaeological services in relation to the proposed fitout works for a new restaurant, bar and micro-brewery in Tenancy 5 of the Overseas Passenger Terminal (OPT), Circular Quay West, Sydney.

The tenancy (the subject site) is located at the northern end of the OPT, and extends across levels 1 and 2 of the building. The proposal includes a new restaurant, bar and ancillary spaces. It is proposed that the leasable area to the immediate north of the building—included as part of Tenancy 5—will be used for outdoor dining. Externally, the proposal includes for the construction of a separate structure, the micro-brewery pod, proposed to be located immediately adjacent to the northwestern corner of the building. This pod will house beer-brewing plant and equipment, and will be fully glazed to allow the equipment to be viewed. Other external works include fencing, some areas of planting and the construction of new external decks on level 2, on the northern, eastern and western sides of the OPT building.

This Heritage Impact Statement (HIS) assesses the potential heritage impacts of the proposed development on the OPT building and built heritage items within the vicinity.

This project has been designated a State Significant Development (SSD 7683) and the Secretary's Environmental Assessment Requirements (SEARs) were issued on 22 June 2016. The relevant requirements for heritage are as follows:

The EIS shall include a Heritage Impact Assessment for the proposed works, and is to include:

- *An assessment of any potential impacts of the proposal on all heritage items (including views to and from items) in the vicinity of the site, including but not limited to:*
 - *The Sydney Opera House, including view impacts on the Sydney Opera House buffer zone identified in Sydney Regional Environmental Plan (Sydney harbour Catchment) 2005;*
 - *Campbells Stores*
 - *The ASN Building*
 - *The Overseas Passenger Terminal; and*
 - *Any heritage conservation areas.*
- *An assessment of any Aboriginal and non-Aboriginal archaeological impacts, including any impacts on the overall archaeology of The Rocks.*
- *Mitigation measures to offset any potential impacts on heritage values.*

This HIS addresses the SEARs requirement 3.

An initial development application for the proposal was made in August 2016. In response to submissions received during the exhibition period, the letter from the NSW Department of Planning and Environment dated 22 March 2017, and the Peer Review of Application by Professor Peter Webber dated 22 December 2016, the design of the micro-brewery pod and other external elements have been revised. This HIS assesses the revised design proposal. This HIS also includes further archaeological assessment of the subject site.

The key revisions to the design proposal are:

- alterations to the siting and plan form of the brewery pod in order to avoid potential disruption of views between the public realm, Campbell's Stores and the Sydney Opera House;
- deletion of the external bar and sunshading from the proposal to reduce potential visual clutter from the northern forecourt of the OPT;
- deletion of the proposed use of tinted glass on the brewery pod and proposed use of horizontal metal banding on the pod's elevations to better visually integrate the pod with the OPT; and
- retention and relocation (rather than removal) of the existing palm trees in the northern forecourt.

1.2 Site Identification

The OPT is located at Circular Quay West, Sydney, NSW (Figure 1.1). Tenancy 5 is located at the northern end of the building, and adjacent to Tenancy 5 is an external leasable area, which is the location of the proposed brewery pod. The real property description of the proposed development site is:

- Lot 1 DP 876516—Overseas Passenger Terminal; and
- Lot 2 DP 876516—external area.

The location of the site and extent of existing structures are detailed in Figures 1.1 and 1.2.

1.3 Summary of Heritage Listings

Table 1.1 Heritage Listings Directly Related to the Subject Site.

Heritage Item	Register
Sydney Cove Passenger Terminal	S170 NSW state agency heritage register: Sydney Ports Corporation. Listing no. 4560023.
The Rocks Conservation Area	S170 NSW state agency heritage register: Sydney Harbour Foreshore Authority.

The subject site is located within the Sydney Opera House Buffer Zone, as identified in the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*.

There are several heritage items in the vicinity, the most relevant of which are included below:

Table 1.2 Other Heritage Items in the Vicinity of the OPT.

Heritage Item	Significance	Register
Campbell's Stores	State	State Heritage Register (listing no. 01536). S170 NSW state agency heritage register: Sydney Harbour Foreshore Authority.

Heritage Item	Significance	Register
ASN Co Building	State	State Heritage Register (listing no. 01526). S170 NSW state agency heritage register: Sydney Harbour Foreshore Authority.
Metcalfe Bond Stores	State	State Heritage Register (listing no. 01562). S170 NSW state agency heritage register: Sydney Harbour Foreshore Authority.
Sydney Harbour Bridge, approaches and viaducts (road and rail).	National	National Heritage List (place ID 105888). State Heritage Register (listing no. 00781). <i>Sydney Local Environmental Plan 2012</i> (item I539). <i>North Sydney Local Environmental Plan 2013</i> (item I0530).
Sydney Opera House	World	World Heritage List. National Heritage List (place ID 105738). State Heritage Register (listing no. 01685). <i>Sydney Local Environmental Plan 2012</i> (item 1064).

1.4 Methodology and Terminology

This HIS has been prepared in accordance with the principles outlined in the *NSW Heritage Manual* guidelines for the preparation of Statements of Heritage Impact (NSW Department of Urban Affairs and Planning and the Heritage Council of NSW, First Edition, 1996). It is also consistent with the relevant principles and guidelines of *Australia ICOMOS Burra Charter, 2013* (the Burra Charter).

The terminology used in this report is consistent with the *NSW Heritage Manual* and the definitions provided in Article 1 of the Burra Charter for the following terms: ‘place’, ‘cultural significance’, ‘fabric, conservation’, ‘maintenance’, ‘preservation’, ‘restoration’, ‘reconstruction’, ‘adaptation’ and ‘compatible use.’

This HIS has been prepared with regard to the relevant heritage provisions and controls in the following statutory planning instruments:

- *Sydney Local Environmental Plan* (LEP) 2013;
- *Heritage Act 1977* (NSW) (Heritage Act);
- *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act); and
- *State Regional Environmental Plan (Sydney Harbour Catchment) 2005*.

The following documents have been referenced in the preparation of this report:

- Sydney Cove Passenger Terminal Heritage Impact Statement, by GML, April 1999;
- *Sydney Opera House Conservation Master Plan*, Fourth Edition, by Alan Croker, June 2015; and

- *The Rocks Heritage Management Plan Volume 1, Sydney Harbour Foreshore Authority, April 2010.*

1.5 Consultation

The design of the proposed brewery pod has been developed in consultation with Lawrence Nield, the architect for the 1988 refurbishment of the OPT. This consultation took place in August 2016, with Huw Turner, of Collins and Turner, architect for the proposed development. Professor Peter Webber, who provided peer review of the original design proposal, has been consulted regarding the development of the revised proposal.

1.6 Limitations

At the time of writing there is no Conservation Management Plan (CMP) for the OPT.

Site inspections were undertaken by Anna Simanowsky on 24 July 2016 and 11 April 2017. The site inspections were limited to external parts of the OPT and its surrounds, and interiors were not inspected.

1.7 Author Identification

This report has been prepared by Anna Simanowsky, GML Senior Consultant. The historical overview was prepared by Melissa Moritz, GML Graduate Consultant, and Anna Simanowsky using a history of the site prepared by GML in 1999. The archaeological assessment in the report was prepared by GML Consultant, Jane McMahon. This report has been reviewed by Sharon Veale, Partner, GML.

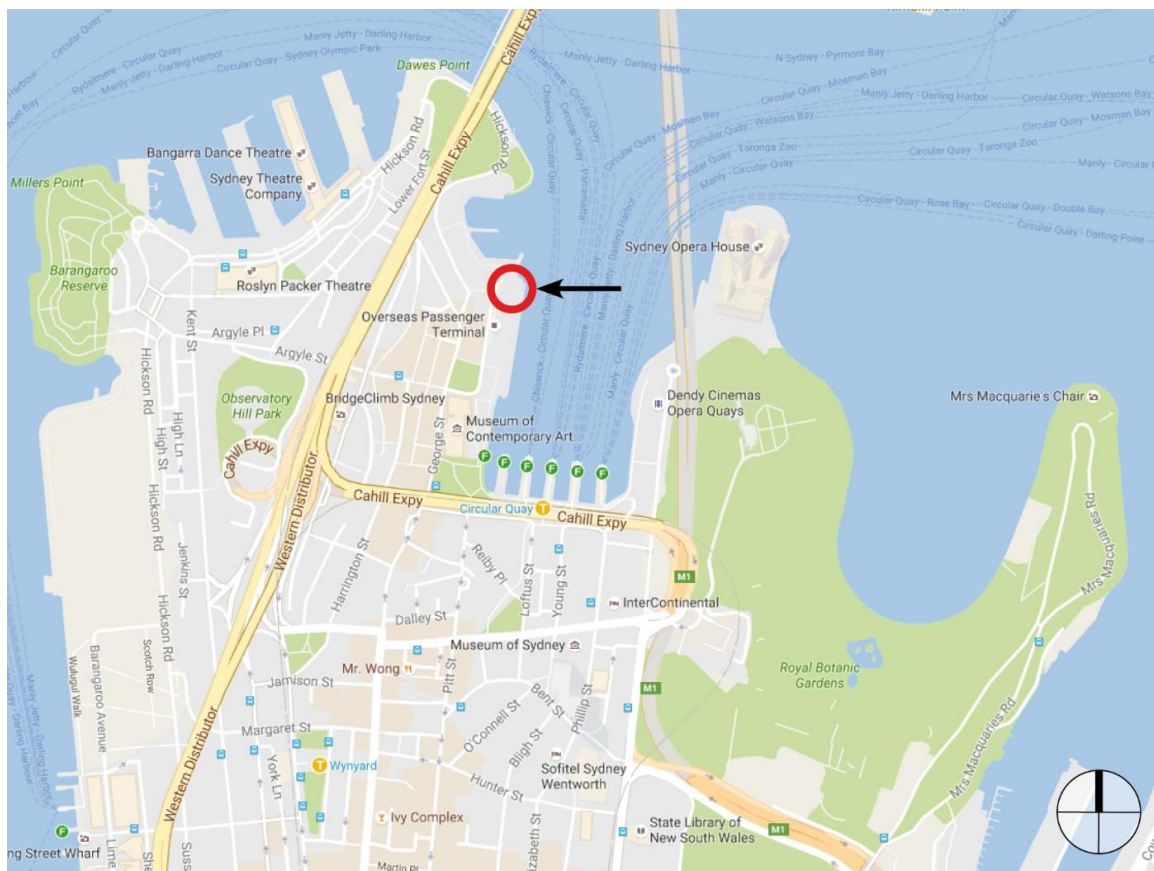


Figure 1.1 Map showing location of the subject site. (Source: Google Maps with GML overlay 2016)



Figure 1.2 An aerial view of the subject site, outlined in red. (Source: Google Maps, with GML overlay 2016)

2.0 Historical Outline

2.1 Introduction

The following summary history of development at the site of the OPT is provided to assist in understanding the historical phases that have existed in the site's development and to document the physical development of the subject site over time.

The pre-European History was originally prepared by GML as part of the EIS for the Circular Quay Waterfront Strategy, 1997, for the NSW Department of Works and Services. Other sections of this history were originally prepared by GML for the Sydney Cove Passenger Terminal Heritage Impact Statement, 1999. It has been informed by a range of primary and secondary sources, including a detailed examination of historical maps, plans, photographs (including aerials) and land titles documents.

In this section, the OPT is also referred to as the Sydney Cove passenger Terminal, which is a former name used for the building.

2.2 Pre-European History

2.2.1 Original Topography

At the time of the arrival of the First Fleet in 1788, the area that was to be known as The Rocks rose from the shore of Port Jackson to the west of Sydney Cove. A continuous ridge of Hawkesbury Sandstone ran from the present location of George Street north at the Harbour Bridge to Grosvenor Street. Running parallel to the ridge approximately 100 metres to the east was a fresh water stream—to be known as the Tank Stream—which entered the Harbour at the head of the cove. At the stream's point of entry alluvial deposits had been laid down. This formed an area of mud flat and marshes that contemporary maps suggest extended to the present location of the Museum of Contemporary Art. A minor stream flowing down from the ridge near Grosvenor Street ran into the Tank Stream near its mouth.

2.2.2 Aboriginal Occupation

The craggy nature of the area provided members of the local Cadigal tribe with caves and crevices to be used as shelters, resting places and vantage points to view the harbour below. The rocky slopes and outcrops were surrounded by dense stands of timber with an understorey of figs and edible berries. The harbour itself was also a rich source of food, with an abundance of fish, oysters and other seafood.

From these rocks the members of the Cadigal tribe more than likely watched the arrival of the first Europeans on their land. It was the start of a period of interaction between the two cultures that would bring monumental changes to the Aborigines, as European settlement established itself and grew more confident. Although the Cadigal people continued to move through The Rocks and areas of wider European settlement after 1788, they increasingly became fringe dwellers and eventually outcasts within the town of Sydney.¹

2.3 European Development of Sydney Cove

The western shore of Sydney Cove (an 1807 map indicates that the area's original inhabitants knew the cove as 'Warrang'), is generally thought to be the site of the landing of the First Fleet.² It is from Sydney Cove that all subsequent development spread, and during the early years of the colony it was the gateway through which all arrivals—human, animals and material—passed.

Figure 2.1 shows the development that had occurred around the cove by 1807. One of the main structures indicated on the west side of the cove is the merchant Robert Campbell's property (indicated as No. 2 on the map). Robert Campbell was a Scottish merchant who acquired land at Dawes Point in 1798 and settled there in 1800. He constructed a wharf there and other facilities and by 1801, some of Campbell's storehouses were completed.³ Other existing structures on the west side of the cove in 1807 include the Government Dockyard, which had been constructed in 1797; the hospital (indicated on Figure 2.1 by three black rectangles southwest of the dockyard); and the hospital wharf (constructed between 1789 and 1802).

Due to the mud flats at the southern end of the cove, building was restricted. The eastern side of the cove was taken up by the grounds of Government House and thus also remained undeveloped. There was also a substantial wharf extending from the front of Government House, constructed in c1800.⁵

During the early decades of the nineteenth century there was consolidation, particularly on the western side of the cove. The Commissariat Stores were constructed in two stages in 1809 and 1812, adjacent to the hospital wharf and south of the Government Dockyard. The hospital wharf was upgraded and renamed the King's Wharf in 1813 (and renamed the Queen's Wharf in 1832). It was also during this period that the harbour master's cottage (Cadman's Cottage) was constructed in 1815–1816.⁶

Robert Campbell faced many challenges during the early nineteenth century. He was appointed Naval Officer and a magistrate by 1807 but in 1808 was marked for persecution by the 'Rum Rebellion' rebel administration due to his sympathies with Bligh. Campbell regained full control of his business in 1810 but had to return to Britain to give evidence for trial on the rebellion. He left his business to Charles Hook and when Campbell returned in 1815, he found his business was bankrupt and many of his ships were ruined. Campbell sought and successfully received compensation from the government for the loss of his ships. He was also granted 3 acres, 3 roods, located north of Naval Officer's premises. By 1825, Campbell rebuilt his business including the construction of several large buildings on his grant and warehouses along the water's edge.

To the south of the Commissariat Stores was a mud flat that extended from the mouth of the Tank Stream to the harbour. The tidal nature of this area ensured construction work was initially concentrated along the western edge of the cove. From 1805 land was granted and leased along the edge of the Tank Stream down to the head of the cove.⁷ As many of the grants situated towards the Hospital Wharf (see Figure 2.1) also included part of the mud flats, a program of reclamation in the cove was initiated from the late 1830s.⁸

Figure 2.2 shows Sydney Cove one year prior to the start of the reclamation works.

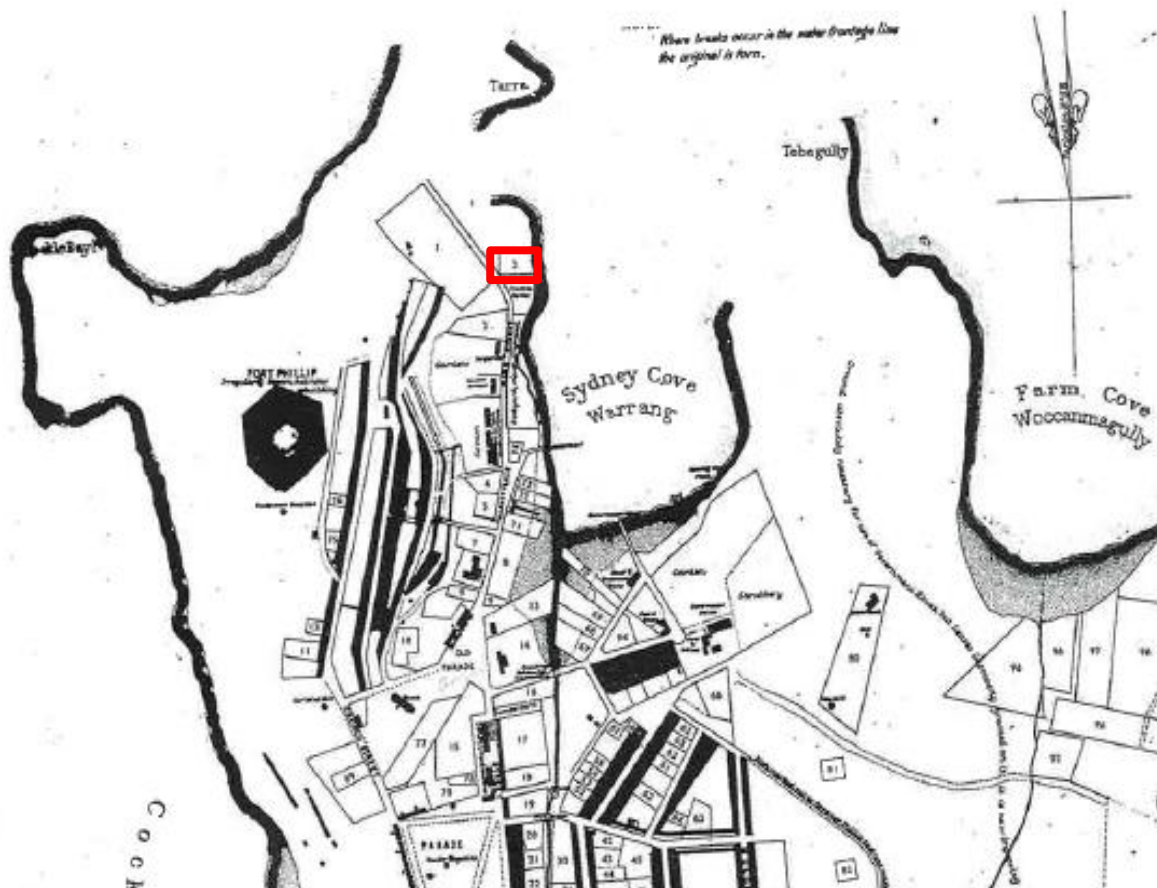


Figure 2.1 Extract from James Meehan's 1807 Plan of the Town of Sydney. The area numbered '2' indicates the property of the merchant Robert Campbell. The study site is situated north of the Government Dockyard and takes up part of the area owned by Robert Campbell. (Source: Kelly and Crocker, *Sydney Takes Shape*, Dock Press, 2000, with GML overlay)

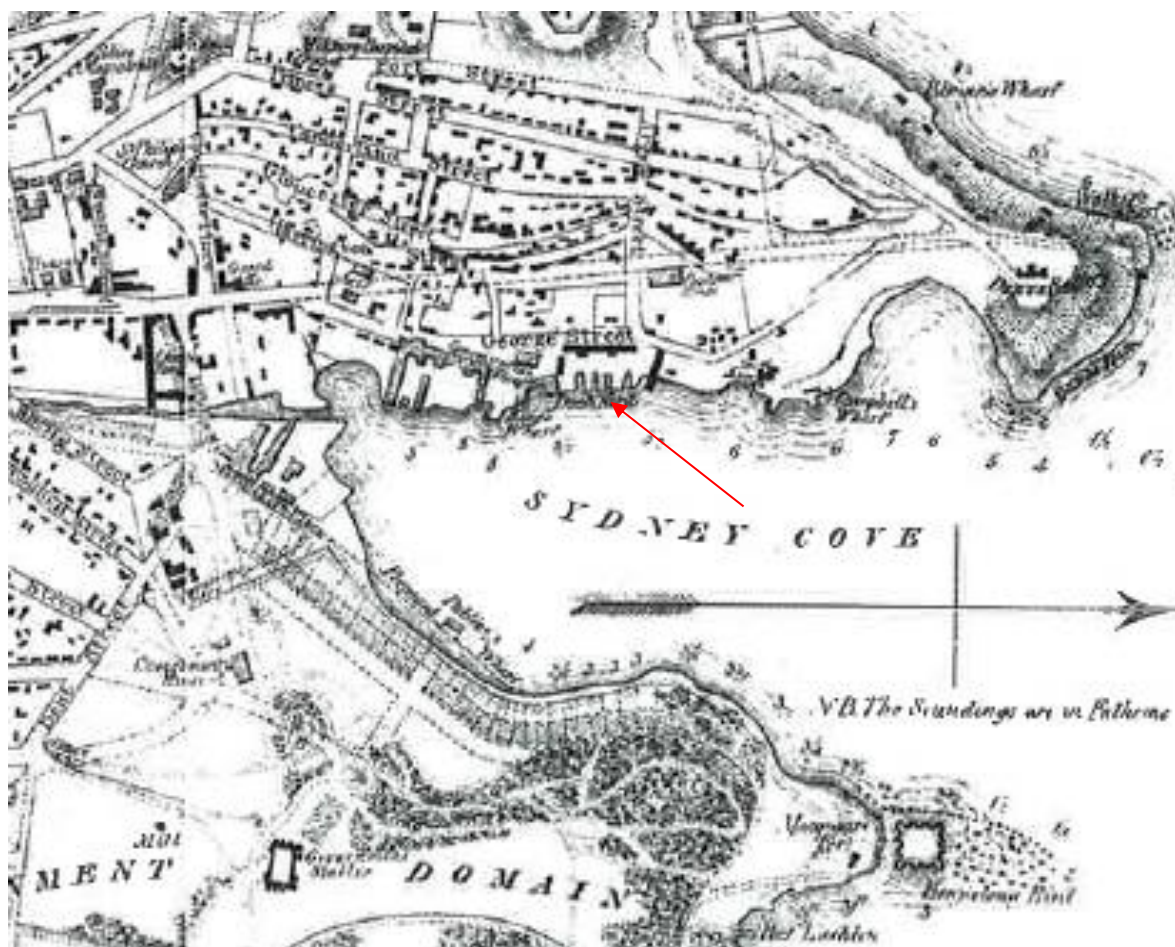


Figure 2.2 Extract from the 1836 plan showing Sydney Cove. The King's Wharf and the dockyards are indicated by the red arrow on the western side of the cove. Development north of the Government Dockyard toward Campbell's Wharf is sparse. This is the area now occupied by the OPT. (Source: Kelly and Crocker, *Sydney Takes Shape*, Dock Press, 2000, with GML overlay)

In 1837 under the supervision of Colonial Engineer, Captain George Barney, the remodelling of the head of Sydney Cove began in earnest. Between the years 1837 and 1847 convicts worked on building a large stone seawall and reclaiming approximately 10 acres of mudflats.⁹ The completed project, one of the largest foreshore reclamation works in the nineteenth century, was given the name Semi-Circular Quay and had raised the whole area by approximately two feet (600mm) to overcome the extremes of the tide. The work included the covering of the Tank Stream and its adaptation to a drain and sewer. Soon after the completion of the Semi-circular Quay, a pair of entrepreneurs built a 60-foot long wooden footbridge, known as the Bon Accord Bridge. This provided passage over the mud flats for a small fee.¹⁰

Semi-Circular Quay was extended further in the 1850s, under the guidance of Governor Fitzroy. The potential program included the extension of the stone seawall right around the cove to Campbell's Wharf, and saw the name of the area changed to Circular Quay. Its completion allowed for the extension of the north-south running city streets, like Pitt Street, to the water's edge. The newly reclaimed ground was soon further developed for building. By the 1860s there was construction right up to Queen's Wharf, including a bank, a Chinese store and some merchant buildings.¹¹

The construction of Customs House in 1845 and the reclamation of the mud flat at the southern end of the cove to form Circular Quay led the official focus of the sea trade to be shifted to the southern end of the cove.¹² In the three decades following 1850, the western side of the cove was developed with large warehouses that were used mainly for the storage of wool waiting to be loaded on to ships for export.

The warehouses were demolished mostly during the 1950s. Meanwhile, the area behind the Commissariat Store, Dockyard and Campbell's Wharf had developed into a bustling community with its commercial focus centred on the myriad of small terraces and shops along the eastern side of George Street. This community maintained a link to the sea trade with many hotels where visiting sailors stayed whilst waiting for further employment, and with establishments such as the Sailors' Home and the Mariners' Church.

Expansion of trade and a need to be close to the developing rail links from the 1870s saw the shipping trade begin to move away from Circular Quay and relocate to Darling Harbour. In 1879, the construction of the first ferry jetty opposite the Customs House at Circular Quay signalled a change in usage, focusing on pedestrian and passenger usage, that would characterise the southern end of the cove from that period onwards. From the 1880s onwards, commercial shipping was slowly pushed back from the southern end of the cove and down both the eastern and western sides.¹³ During the 1880s the Australian Steam Navigation Company (ASN Co) built its offices directly to the south of Campbell's Warehouses on the western side of the cove (Figure 2.3).

In 1900, the bubonic plague arrived in Sydney. Its arrival heralded a new era for the Circular Quay and The Rocks. The Government of NSW resumed these areas in 1900, in part responding to public opinion concerning the unhealthy nature of the area, but also as a deft political move to gain control over some of the most valuable and important real estate in the city. The Sydney Harbour Trust was created to administer the area. As part of the resumption, many of the older derelict buildings were demolished and the ferry wharves remodelled. Part of the demolition process included the buildings adjacent to the Queen's Wharf. The site they occupied was left vacant and was eventually converted to park space, now called First Fleet Park. Cadman's Cottage survived during this period.

Between 1903 and 1925, the Sydney Harbour Trust was involved in a number of improvements of the cove. These included the construction of a new seawall around its southern edge and the repair or rebuilding of the ferry wharves. Six ferry wharves operated from Circular Quay until the 1950s when they were all demolished and rebuilt to accommodate the Circular Quay Railway Station and the Cahill Expressway overpass. The jetties were built on the same alignment but slightly further north to allow for the reclamation of a few more metres at the head of the cove.

On the western side of the cove, the Commissariat Store, which had overlooked the harbour since 1809 was demolished in 1940 (Figure 2.3). The site was redeveloped as the headquarters for the Maritime Services Board (MSB) and later transformed into the Museum of Contemporary Art.

During the twentieth century dramatic changes occurred at Circular Quay with the demolition of the warehouses on its eastern side that had serviced the wool trade during the 1950s, and the construction of the Opera House (completed in 1975) on the site of Macquarie's Fort. The site of the warehouses on the eastern side of the quay was occupied by office buildings and a multi-storey carpark. In the 1990s these buildings were replaced with new buildings housing apartments, shops and restaurants and a hotel.

On the western side the most prominent visual change to Circular Quay after the erection of the MSB building (now the Museum of Contemporary Art) was the construction of the Sydney Cove Passenger Terminal in 1961.



Figure 2.3 Sydney Cove's western shore in 1895, showing the Commissariat Store on the left. The ASN Co. Building can be seen behind a ship's mast. (Source: National Library of Australia, viewed 8 August 2016, <<http://nla.gov.au/nla.obj-141606290>>. Photographer: Charles H. Kerry)

2.4 The Sydney Cove Passenger Terminal

Until the beginning of World War II, very little special provision was found necessary to handle passenger traffic at the terminal—at that time more or less stable at between 20,000 and 30,000 arrivals each year with a similar number of departures.¹⁴ After World War II, the Australian Government embarked upon a new immigration policy with the intention of attracting increased numbers of migrants to the country. This, combined with a higher level of general affluence in Australia during the 1950s and 1960s which in turn increased the tourist trade, resulted in a sharp rise in overseas passenger traffic.¹⁵ As a result of a general rise in affluence, several of the major shipping lines instituted short cruise voyages to take advantage of a rise in demand for tourist services. During the financial year ending in June 1962 almost 160,000 passengers arrived at or departed from the Port of Sydney, an increase of over 10,000 on the previous year and about 14,000 more than in 1959–1960.¹⁶

Another factor that led to the need for new facilities was the increase in the size of ships constructed after World War II. The construction of bigger ships carrying large numbers of passengers meant that facilities needed to be able to clear the large numbers of people and luggage that passed through customs. Facilities also had to cater for passenger's friends and relatives visiting the wharf to greet or farewell travellers. It was also realised that the tourists needed facilities such as travel agencies, tourist bureaus and similar organisations upon disembarking the ship and that facilities of this nature would be most convenient if located in the passenger terminal building itself.¹⁷

As early as 1939 designs were being prepared for the reconstruction of Berths Nos 12 and 13 at Pyrmont, for use as a terminal by liners. However, these works were not completed until 1951 due to the interruption caused by the war.¹⁸ The Sydney Cove Passenger Terminal was the first modern passenger terminal in Australia. However, in 1956 a new passenger terminal was provided by reconstructing No. 7 Berth, Woolloomooloo. The amenities inside this terminal were similar to those provided at Pyrmont.¹⁹ Even prior to the construction of this facility the Maritime Services Board realised that it would provide only a stop gap measure due to the rapid growth of the passenger trade. The current site of the Sydney Cove Passenger Terminal was chosen due to its proximity to public transport; its situation in a bustling commercial centre surrounded by stately buildings and the fact that the area was richly endowed with historical background. Work commenced in 1958. At the time the site was occupied by a long shed which had been built c1900–1903, most probably for the Norddeutscher Lloyd (Weber Lehmann and Co) shipping firm which occupied a section of the western side of Circular Quay during the early years of the twentieth century (Figure 2.4).



Figure 2.4 Map of the City of Sydney, 1903. Note the building indicated on the western side of Circular Quay occupied by Norddeutscher Lloyd Shipping Company. This is situated on the subject site. (Source: City of Sydney Archives)

The decision to build a new terminal was further prompted by the decision of the P & O Orient Line to build two super liners for the Australian run.²⁰ The construction of the 'Oriana' and 'Canberra' heralded a new era in passenger travel to this continent.

Construction of the new terminal involved the use of reinforced concrete caissons to form a seawall enclosing solid-fill reclamation.²¹ This was a major departure from the wooden decked structures supported by piles that had, in the past, been regarded as a standardised pattern for wharves in Sydney. Fourteen caissons were used in the seawall, each 50 feet long, surmounted by reinforced concrete 7 feet high, the overall length of the wall being 720 feet.²² At the northern end, the fill was retained by steel sheet piling that linked the old seawall with the new, while to the south a new seawall extended in a curve from the southern end of the terminal to a promenade which traversed the ferry entrances from east to west across Circular Quay.²³ The ground floor was mostly taken up with cargo handling while the first floor catered for passengers joining or leaving the ship and customs facilities.

Landscaping was undertaken at the southern end of the terminal and a pedestrian footway linking the southern entrance of the terminal with the promenade running between the Quay ferry jetties and the railway station was provided.²⁴

The terminal was officially opened on 20 December 1960. Ten days later, the 'Oriana' on her maiden voyage berthed at the terminal. On 1 February 1963 one of Sydney's largest murals was unveiled on the northern wall of the Customs/Baggage Hall of the Terminal. The mural, the work of Arthur Munch, depicts events connected with the foundation of the first white settlement in Australia and is intended as a symbolic portrayal of two separate episodes, the flag raising ceremony held on 26 January 1788 and the subsequent landing of the women, children, baggage and farm implements during the next 10 days.²⁵

Over the next two decades the terminal was the arrival point of many newcomers to Australia and as such has played an important role in the history of Australia, of which the contribution of migrants is a large part.



Figure 2.5 Aerial photo of the OPT, 1958–1960 phase, soon after completion. (Source: GML, Sydney Cove Passenger Terminal Heritage Impact Statement 1999)



Figure 2.6 North elevation of the OPT, 1958–1960 Phase. (Source: GML, Sydney Cove Passenger Terminal Heritage Impact Statement 1999)

2.5 The 1985–1987 Refurbishment

By the 1980s the price of air travel had dropped to a point where it had become an affordable option for a greater number of travellers. By 1983 it was suggested that up to one third of the terminal was obsolete. A design ideas competition was conducted by the Royal Australian Institute of Architects (RAIA) (NSW Chapter) in June 1983 to consider the revitalisation of the western side of Circular Quay and the Sydney Cove Passenger Terminal in particular. The competition focussed on overall ideas and concepts, including the use of the building with regard to the reduction of its mass, revitalisation of the attendant areas of public space and a design refresh to the architectural appearance of the OPT.²⁶ Commended ideas included submissions from Peter Tonkin (at that time at Lawrence Nield and Partners) and Neil Durback.²⁷

Following the ideas competition, a Circular Quay Advisory Committee was established by the NSW Government to focus on the urban design of the area around Sydney Cove, from the Opera House to Dawes Point and the Harbour Bridge.²⁸

In May 1985, the NSW Public Works Department decided to focus their attention on the movement and traffic systems at the Sydney Cove Passenger Terminal. Lawrence Nield and Partners were commissioned for this purpose and subsequently were responsible for the major alterations that were undertaken. It is the design by Lawrence Nield and Partners that is substantially responsible for the building's current form, and the incorporation of restaurants and cafes into the use of the space and the 'enhanced interrelationship with open spaces'.²⁹

The functions of the building were substantially changed during this phase of development. The major initiatives included the following:

- the creation of a public open space on the foreshore (Rocks Place) connecting to First Fleet Park;
- the conversion of the upper level to a modern Customs Hall;
- the reduction of cargo handling capacity;
- new areas to the north for wharf patrol and the port workers;
- demolition of an existing road ramp and construction of an elevated roundabout;
- the upgrading of the upper deck (Figure 3.14) and farewell balcony;
- the insertion of new cafes and restaurants; and
- the provision of carpark facilities for industry works and coaches.³⁰

The essential structure of the building was retained in this phase of development, although there were other substantial changes. Almost one third of the original length of the building was removed. The steel portal frame at the southern end from which the two escalators protrude—originally located at the other end of the building—was relocated to become a showpiece. New structural elements included the steel viewing tower at the northern corner of the terminal.

Much of the 1950s coloured window glazing on the western elevation facing Hickson Road remained intact although some cladding, including the original precast panels, was removed. Extensive areas of glazing were introduced, replacing the original panels (notably on the east elevation) in order to increase

the transparency of the building. It was hoped that this approach would allow visibility through the building.

At this time, the northern end of the building came to be occupied by restaurants. An outdoor dining area was provided to the north of the building (Figure 2.8). A large external stair was built on the building's northern side for external access to upper floors of the building (Figure 2.7).



Figure 2.7 View of the OPT from Campbell's Cove Plaza, 1999. The large external stair (now demolished) can be seen in its location between the rows of palm trees. (Source: GML, Sydney Cove Passenger Terminal Heritage Impact Statement 1999)



Figure 2.8 The eastern elevation of Tenancy 5 in 1999, used at that time as a restaurant. (Source: GML, Sydney Cove Passenger Terminal Heritage Impact Statement 1999)

2.5.1 Architectural Style and Design Approach

The three main architectural concerns in the formulation of the design for the Sydney Cove Passenger Terminal were use of 'figures' to create a language and image for the building, the reduction of building bulk, and the clarification of movement systems.

Lawrence Nield describes his design approach and the use of architectural 'figures' in the following extract:

When the precast panels were stripped away, that the great portals and the floating butterfly roof could become essential elements in the architectural language of the terminal. From these were developed 'figures' such as the glass butterfly roof, porte cocheres which became easily part of family of forms with the main butterfly roof. The use, reuse and adaption of the portals made a major supporting figure. Similarly a tower (Figure 3.17) was appropriate at the northern end of the building, both as an urban pivot and a reference to nearby towers at the Australian Steam Navigation building and the Mining Museum. This urban figure developed dialogue with the new lift tower at the southern end of the building. Thus a complex interaction of 'Figures' was used to develop scale and reference.³¹

With this, a nautical effect was created by the use of towers, portholes and railings. The architectural approach of this phase was reductionalist, with an emphasis on the opening up of space, both internal and external, and in so doing exposing its structural elements.

The building was redesigned to improve the movement systems for both embarking and disembarking passengers as well as movement of public visitors to the farewell deck. The movement systems, largely externally visible, aim to act, without signage, to make the building legible.³²

2.6 1988–2016

Since 1988, further alterations to the building have been undertaken. The 1990s saw substantial planning to the eastern section of The Rocks, including the foreshore and the OPT. In 1999 a

development application was prepared by the NSW Department of Public Works and Services (DPWS) for proposed development works to the OPT and its immediate surroundings. Proposed changes responded to the 'Sydney Cove Waterfront Strategy', released in 1997, and included increased public accessibility and efficiency of the passenger terminal.³⁴ The proposed changes at the northern end of the OPT included the proposed demolition of the stair removal of the palm trees in the northern forecourt, and removal of the Campbell's Cove vehicular roundabout. A new public stair was proposed to be constructed in the location of the roundabout—only the demolition of the existing stair eventuated. The interior of Tenancy 5 (occupied by Doyle's Restaurant at the time) was to be gutted and reconfigured, with most existing internal walls and stairs removed. A reconfigured external dining area with operable shade structure was proposed for Tenancy 5, and existing low brick walls that enclosed the area were proposed to be removed. The proposed shade structure and reconfiguration of the external dining area did not eventuate, although the low height brick walls have been removed.

The year 2001 marked another phase of major development for the passenger terminal, with \$22 million devoted to refreshing the terminal and creating additional facilities and retail areas in preparation for the 100,000 passengers expected to visit in 2001 alone.³⁶ The external stair on the northern side of the OPT had been demolished by this time.

Just over a decade later, works began again to improve the efficiency and capacity of the passenger terminal.³⁷ The terminal was gutted, and rebuilt with steel and glass façade for ventilation and daylight, a new mezzanine level passenger check-in, and additional lifts, escalator and travelators for accessible access to more of the facility. In addition, the wharf adjacent to the building was extended by some 60 metres.³⁸ In 2014 the restaurant located in Tenancy 5, announced that it would close, blaming the restaurant's demise on the latest upgrading of the building.³⁹

Currently a masterplan for Campbell's Cove Promenade by Johnson Pilton Walker is being developed. The master plan includes for the upgrading of pedestrian areas around the cove. It includes for new paving to be installed across the pedestrian promenade area to the north of the OPT, including the external area of Tenancy 5.

2.7 Endnotes

- ¹ Kelly, M 1997, *Anchored in a Small Cove: A History and Archaeology of The Rocks, Sydney*, Sydney Cove Authority, Sydney, 1997, p 30.
- ² James Meehan's 1807 map of the Town of Sydney in Kelly, M and Crocker, R 1978, *Sydney Takes Shape*, Dock Press.
- ³ Sydney Harbour Foreshore Authority, Campbell's Cove, Initial Archaeological Assessment, Draft Report, June 2012, p 13.
- ⁵ Property NSW, 'Sydney Cove West Archaeological Precinct', viewed 2 May 2017 <http://www.shfa.nsw.gov.au/sydney-About_us-Heritage_role-Heritage_and_Conservation_Register.htm&objectid=484>.
- ⁶ Property NSW, 'Sydney Cove West Archaeological Precinct', viewed 2 May 2017 <http://www.shfa.nsw.gov.au/sydney-About_us-Heritage_role-Heritage_and_Conservation_Register.htm&objectid=484>.
- ⁹ Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997, p 4.
- ¹⁰ Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997.
- ¹¹ Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997.
- ¹² Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997.
- ¹³ Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997.
- ¹⁴ Tonkin, P and Neild, L, of Lawrence Neild and Partners, Sydney Cove Passenger Terminal Movement Study, for the NSW Department of Public Works, May 1985, p 4.

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- 16 Maritime Services Board, Port of Sydney, Vol 8, June 1963, No. 5.
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- 18 Tonkin, P and Neild, L, of Lawrence Neild and Partners, Sydney Cove Passenger Terminal Movement Study, for the NSW Department of Public Works, May 1985, p 5.
- 19 Maritime Services Board, Port of Sydney, Vol 8, June 1963.
- 20 Maritime Services Board, Port of Sydney, Vol 8, June 1963.
- 21 Maritime Services Board, Port of Sydney, Vol 8, June 1963.
- 22 Maritime Services Board, Port of Sydney, Vol 8, June 1963.
- 23 Maritime Services Board, Port of Sydney, Vol 8, June 1963.
- 24 Maritime Services Board, Port of Sydney, Vol 8, March 1963, No. 3.
- 25 Maritime Services Board, Port of Sydney, Vol 8, March 1963 No. 4.
- 26 Jahn, G 1997, *Sydney Architecture*, The Watermark Press, Balmain, p 188.
- 27 Lawrence Nield, pers comm, 30 March 1999.
- 28 Statement supplied by Lawrence Nield titled *Overseas Passenger Terminal—Lawrence Nield and Partners Australia*.
- 29 NSW Office of Environment and Heritage, Sydney, 'Sydney Cove Passenger Terminal', viewed 9 May 2016 <<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?id=4560023>>.
- 30 Statement supplied by Lawrence Nield titled *Overseas Passenger Terminal—Lawrence Nield and Partners Australia*.
- 31 Statement supplied by Lawrence Nield titled *Overseas Passenger Terminal—Lawrence Nield and Partners Australia*.
- 32 Statement supplied by Lawrence Nield titled *Overseas Passenger Terminal—Lawrence Nield and Partners Australia*.
- 34 NSW Office of Environment and Heritage, Sydney, 'Sydney Cove Passenger Terminal', viewed 9 May 2016 <<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?id=4560023>>.
- 36 Port Authority of NSW, Sydney, 'OPT Upgrade—History', viewed 9 May 2016.
- 37 Port Authority of NSW, Sydney, 'OPT Upgrade', viewed 9 May 2016 <http://www.sydneyports.com.au/projects-_and_planning/opt_upgrade>.
- 38 Port Authority of NSW, Sydney, 'OPT Upgrade', viewed 9 May 2016<http://www.sydneyports.com.au/projects-_and_planning/opt_upgrade>.
- 39 www.dailytelegraph.com.au, June 5 2014, views 10 may 2017.

3.0 Contextual Analysis

3.1 Site Location

The OPT has a prominent harbour side location on the western side of Circular Quay (Figure 3.1). On its eastern side the building faces the busy waters of Circular Quay with a waterside public promenade and dock located alongside the eastern length of the building. Further to the east, on the opposite shore (the eastern side of Circular Quay) is the Sydney Opera House. The OPT and the Sydney Opera House share views of each other across Circular Quay, except when ships are docked at the OPT blocking views between the two.

The western side of the OPT building faces the Circular Quay West roadway. Beyond this is the historic area of The Rocks, which contains innumerable heritage-listed items. To the north is a public forecourt beyond which is Campbell's Cove, Sydney Harbour and the harbour's northern shore. To the south, a pedestrian forecourt and public promenade extends south past the Museum of Contemporary Art, around to the ferry terminals of Circular Quay, and on to the eastern side of the Quay.

Tenancy 5—the subject site—is located in the northernmost portion of the OPT building, and extends across the full east–west width of the building. The tenancy extends across levels 1 and 2, as well as a paved external area to the north of the building, and external seating areas on the eastern side of the building (Figure 3.1).

The OPT is listed on the Section 170 Register of the Sydney Ports Corporation. The OPT, including the internal and external areas of Tenancy 5, is also located within The Rocks Conservation Area and is within the World Heritage Buffer Zone for the Sydney Opera House,.

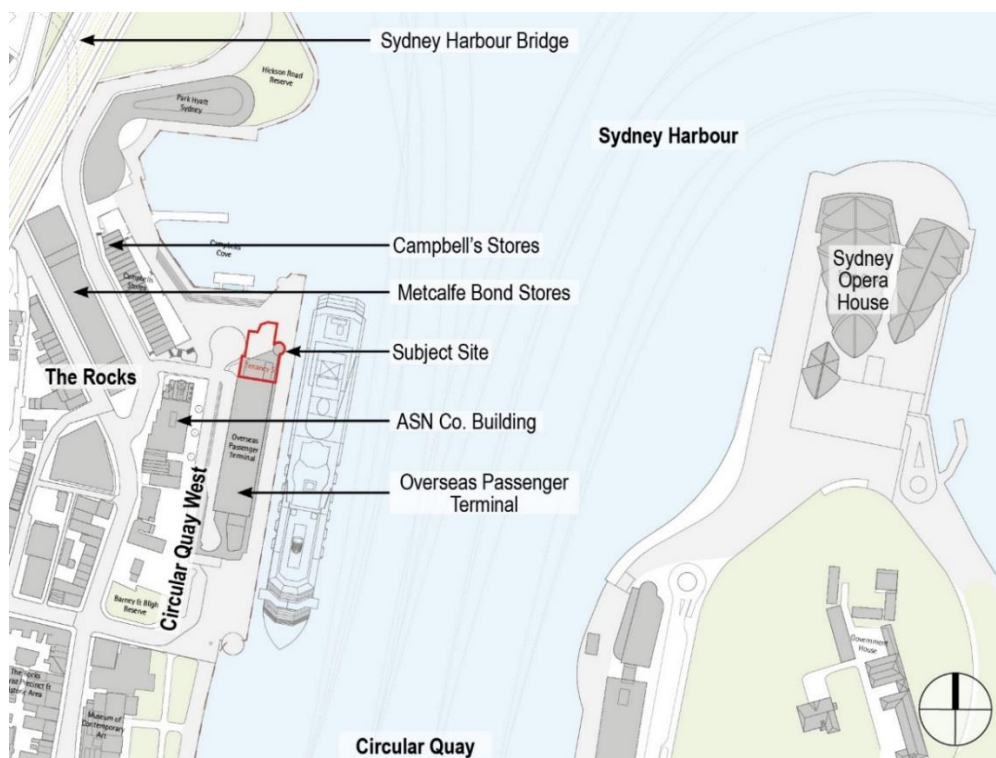


Figure 3.1 The subject site in its wider context. Listed heritage items in the immediate vicinity are shown including the Sydney Opera House. (Source: Collins and Turner, with GML overlays)

3.2 The Overseas Passenger Terminal

3.2.1 Description of the Building

The OPT is roughly rectangular in plan, and is orientated in a north–south direction parallel to the shoreline of West Circular Quay. The four storey building is some 140 metres in length (north–south), and approximately 34 metres in width. On the northeastern corner of the building is a steel framed and partly glazed circular six storey steel framed tower element that marks the northwestern end of Circular Quay.

Built between 1958 and 1960, the building was designed in the Modern Functionalist style. Between 1985 and 1987, a major upgrade saw precast cladding panels removed, and the original steel portal frame structure and butterfly roof exposed as ‘essential elements in the architectural language of the terminal’.¹ The tower at the north of the building was built at this time. Much of the external fabric of the building (windows, awnings, balustrades) dates from this time, or from alterations that have been undertaken since.

The building’s architectural character is defined by its exposed steel structure, butterfly roof, and extensive use of glass in its façades (Figures 3.2, 3.3). The heaviness of the building’s steel structure—painted dark grey—is in contrast with the lightweight and lightly toned framing of the glazed façades. The building’s eastern façade has a strong horizontal emphasis, which is balanced by the vertical form of the tower on its northern corner. The building’s form, materiality and architectural detailing combine to give the building—particularly its eastern elevation—a maritime character (Figure 3.2).

The building continues to operate as a terminal for cruise ships, with the central portion of the building dedicated to this use. The building also contains bars and restaurants at its northern and southern ends. On its rooftop is a public viewing platform, accessible via stairs and lifts at the northern and southern ends of the building. A raised vehicular roadway (with controlled access) runs alongside the length of the building on its western side, which contains loading bays, administrative offices, and other ‘back of house’ facilities (Figure 3.4).



Figure 3.2 The OPT, northern portion of the east elevation, as viewed from Circular Quay East. Buildings located in The Rocks can be seen in the background, including the gables and tower of the ASN Co Building. Campbell's Stores are on the right hand side with the Sydney Harbour Bridge visible in the background. (Source: GML July 2016)



Figure 3.3 The OPT, viewed from Campbell's Cove. The northern tower is on the left. (Source: GML July 2016)



Figure 3.4 The OPT west elevation as viewed from the northwest. (Source: GML July 2016)

3.2.2 Description of Tenancy 5

Tenancy 5 is located in the northernmost portion of the building, and includes level 1 (the ground floor level) and level 2 spaces, as well as outdoor paved areas adjacent to the building on its northern, eastern and western sides. The tenancy extends across the full east–west width of the building.

Externally walls consist of clear anodised aluminium-framed windows and doors and glazed sectional overhead doors (Figures 3.5-3.10). The building's structure is visible and is painted dark grey. On the north elevation a steel-framed and glazed awning is suspended from the spandrel between the first and second floor levels (Figures 3.6, 3.7).

The northern outdoor portion of the tenancy consists of a flat, brick-paved area. Six palm trees are planted in two rows within the paving on the western edge of the space. To the west of the palm trees is the vehicular cul-de-sac that marks the end of the roadway of Circular Quay West (Figures 3.7, 3.8). The western paved outdoor area is partly covered by the raised roadway that connects into level three of the OPT on its western side (Figures 3.9, 3.10)

Tenancy 5 is currently vacant. Internally the tenancy consists of concrete floor slabs and soffits, with exposed steel structure and services. Internal walls are constructed of concrete blockwork (Figures 3.11, 3.12). A concrete stair with stainless steel and glazed balustrade exists in the northwest corner of the space, connecting levels 1 and 2.

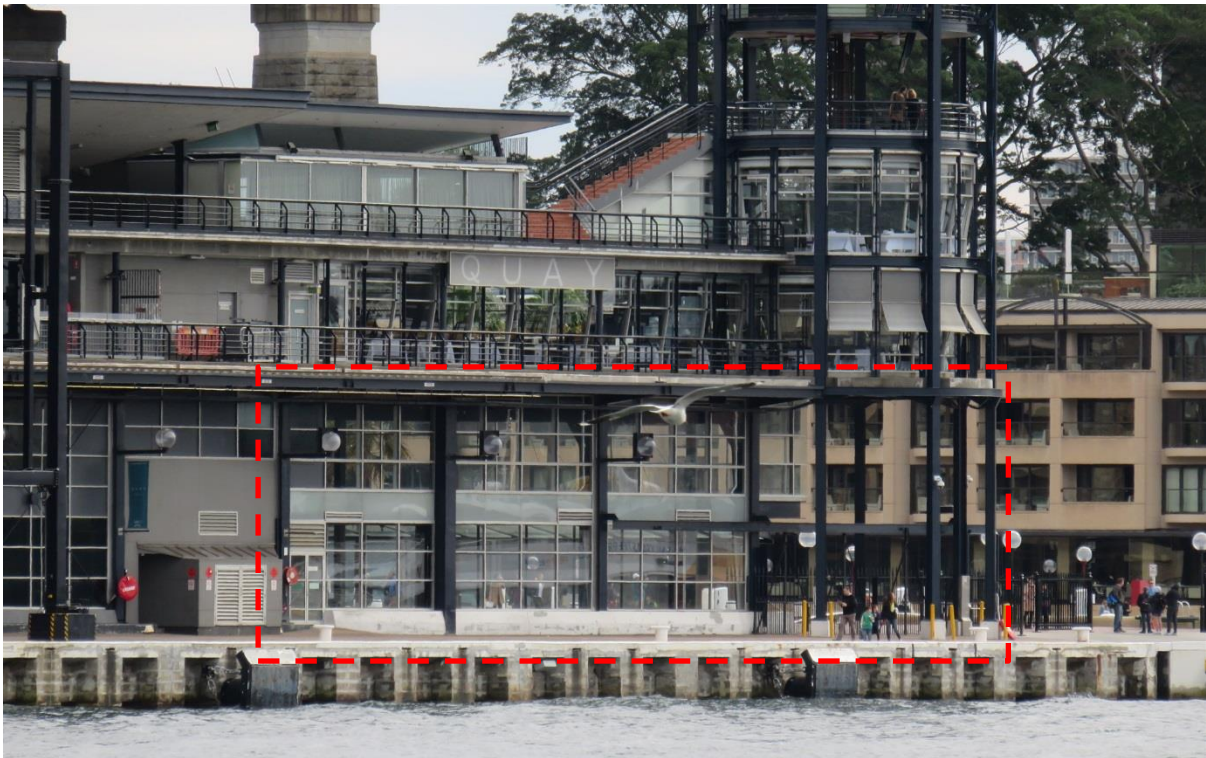


Figure 3.5 Northern part of OPT, east elevation. The extent of Tenancy 5 is outlined in red. (Source: GML July 2016)



Figure 3.6 The OPT from the northwest. Tenancy 5 includes the two lower floors plus the outdoor area in the foreground. (Source: GML July 2016)



Figure 3.7 Looking down on the outdoor area of Tenancy 5. The glazed steel-framed awning is on the left. (Source: GML July 2016)



Figure 3.8 The north elevation of the OPT, with the northern outdoor area of Tenancy 5 in the foreground. (Source: GML July 2016)



Figure 3.9 The paved area to the west of Tenancy 5. The raised roadway over can be seen over part of the area. The western deck is proposed to be located here. (Source: GML July 2016)



Figure 3.10 Tenancy 5 west elevation. (Source: GML July 2016)



Figure 3.11 Existing internal condition, Tenancy 5. (Source: GML July 2016)



Figure 3.12 Existing internal condition, Tenancy 5. (Source: GML July 2016)

3.3 Surrounding Development—The Rocks

3.3.1 The Rocks Conservation Area

The OPT is located within The Rocks Conservation Area. The NSW Heritage Database provides the following description of The Rocks Conservation Area:²

The Rocks is sited on a rocky promontory projecting into the Harbour on the western side of Sydney Cove, with the southern approach of the Sydney Harbour Bridge along the ridge marking the western boundary of the area, and is some 21 hectares in area. The ground falls steeply to the east, in a series of sandstone escarpments, giving the important harbour views characteristic of the area. The topography gave rise to an erratic street pattern with many cuts into the rock to provide building materials and enable streets and stepped pedestrian ways to traverse the area. The conservation of The Rocks from the 1970s has reinforced these diverse streetscapes, laneways and pedestrian links. There is a mixture of individually important buildings by significant architects and more humble shops, cottages and terraces from different eras. Within this diversity the area has a coherent and consistent character of streetscapes and urban spaces in a very strong topographical setting. It has a strong maritime character, with warehouses and bond stores, and philanthropic buildings for seamen who also were abundantly catered for in the provision of public houses. A large amount of public open space is included in the area, including Dawes Point Park, with its early fortifications and archaeological remains, Foundation Park, West Circular Quay, First Fleet Park, the public domain around the Museum of Contemporary Art, Overseas Passenger Terminal, Campbells Cove, Park Hyatt and the Hickson Road Reserve. South of the Cahill Expressway the area has pockets of heritage items and streetscapes intermingled with high rise buildings dating from the 1970s.

The character of The Rocks area adjacent to the subject site contrasts with the architecture of the OPT. The area around the subject site is characterised by sandstone and masonry buildings dating from the late-nineteenth and early twentieth centuries. However, a common scale unites the buildings of the area, with all buildings of low to medium rise in height. An industrial maritime theme also unites many of the buildings in the vicinity (Figure 3.13).

There are several items of heritage significance in the vicinity of the subject site. Immediately to the west of the subject site is the Campbell's Stores (Figure 3.15), and to the southwest is the ASN Co Building (Figure 3.14).

To the west of the subject site, adjacent to Campbell's Stores, is the Customs Officers' Stairs. These stairs represent a key pedestrian and visual link between The Rocks and the harbour. To the northwest of the subject site is Campbell's Cove, where there is a generous public access to the waterfront.

3.3.2 The ASN Co Building

The ASN Co Building is located on the western side of the Circular Quay West roadway opposite the OPT. Originally built as an office and warehouse development in 1884–1885, it is a five storey polychrome brick and stone building, built in the Pre-Federation Anglo Dutch style. The building features a prominent brick tower on its northern side, with steeply pitched spire roof (Figures 3.13, 3.14).

3.3.3 Campbell's Stores

Campbell's Stores is a landmark of the harbour. The building is located to the direct west of the subject site, across the vehicular cul-de-sac at the end of the Circular Quay West roadway. The building was built in stages, with the first five bays constructed in 1851/52, a further three bays built constructed c1858, and the final three bays completed by 1860 (Figures 3.13, 3.15). The NSW Heritage Database provides the following description of Campbell's Stores 3:

Campbell's Stores comprise eleven gable fronted, three storey high rectangular plan bays. The bays are oriented almost due east west and, when constructed, were built partially on reclaimed land and were only about 20 metres from the wharf edge. The building as a whole is oriented almost due north–south. The northern-most bay (Bay 11) is of different materials and construction to the other ten bays and was the last built being completed about 1890s. It abuts the homogenous series of ten bays which are immediately to the south. Bays 1-10 are almost identical measuring 8.1 metres wide and 15.8 metres long. Bays 1-10 have a continuous front (east facade) and rear (west facade) with openings in both.

3.3.4 Metcalfe Bond Stores

The Metcalfe Bond Stores are located to the west of the subject site, to the south of Campbell's Stores. The five storey federation former warehouse building, located in an elevated position, is prominent from Sydney Harbour and east Circular Quay. The State Heritage Register provides the following description of the Metcalfe Bond Stores:⁴

The Metcalfe Bond comprises two adjacent buildings, both simple bond stores in the functionalist tradition with timber post and beam interior construction. Exterior walls are of load bearing red brick with minimal darker brick outlines.

66–76 George Street: The older of the two buildings, built in 1912, comprises three storeys to George Street and five to Hickson Road, seven bays long with a stucco parapet. Openings on ground and second floors are semi-circular in shape.

78–84 George Street: Located south of the earlier building and built in 1916, also of three storeys to George Street, five to Hickson Road but nine bays long. The parapet is stepped, dividing the façade into three large sections. All openings are rectangular with two prominent string courses between the first and second floors. The brick detailing is more elaborate than the 1912 store, but the two form a harmonious whole of uniform height and texture.

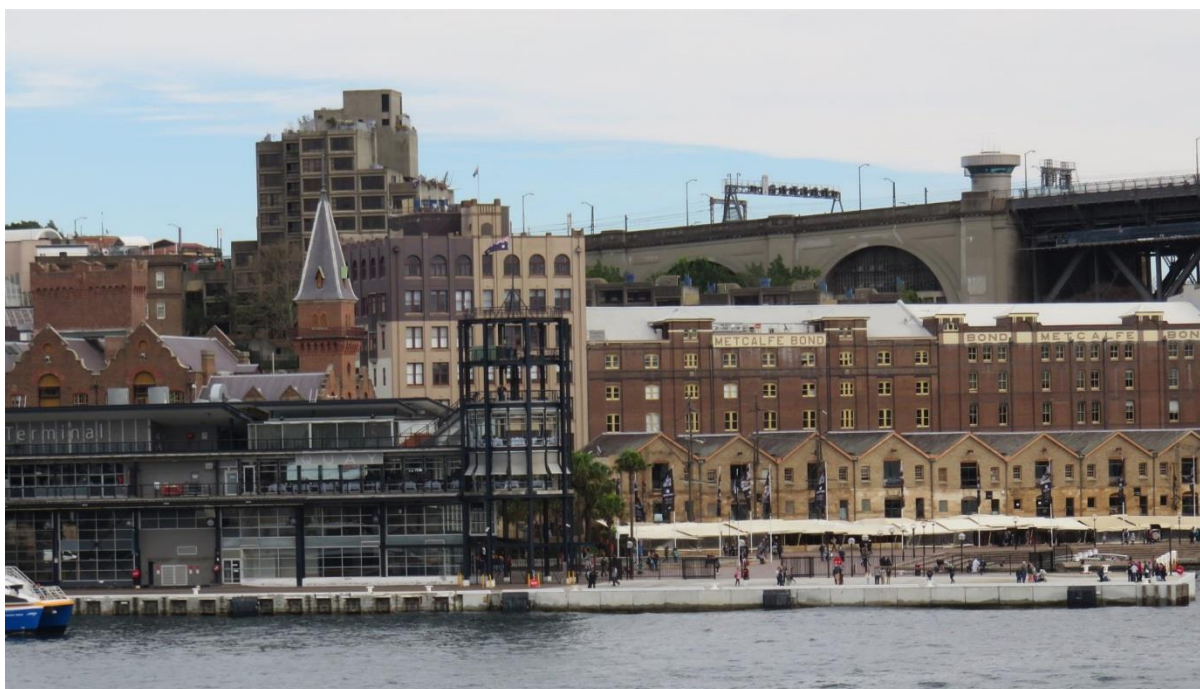


Figure 3.13 The northern end of the OPT, surrounded by buildings of The Rocks. Campbell's Stores and Metcalfe Bond Stores can be seen on the right. The tower and brick gables of the ASN Co building can be seen on the left, behind the OPT. (Source: GML July 2016)



Figure 3.14 The ASN Co Building, as seen from the northwest. In the foreground is the raised roadway connecting to level 3 of the OPT. (Source: GML July 2016)



Figure 3.15 Campbell's Stores, as seen from the northeast. (Source: GML May 2016)

3.4 Surrounding Development—The Sydney Opera House

The Sydney Opera House is located to the east of the subject site, on the opposite side of Circular Quay. The Sydney Opera House is inscribed on the UNESCO World Heritage list, and the OPT falls within the World Heritage Buffer Zone that has been designated around the Opera House. There are clear views of the OPT from the Sydney Opera House and the OPT forms part of the visual setting of the Sydney Opera House. The buildings of The Rocks can also be seen from The Sydney Opera House, in the background to the OPT, and adjacent to it (Figure 3.16). The following is included in the description of the Sydney Opera House, as provided in the State Heritage Register Listing:⁵

Located on the prominent peninsula of Bennelong Point in the heart of Sydney's central business district, the Sydney Opera House faces north into Sydney Harbour. Visually juxtaposed against the strong curves of the Sydney Harbour Bridge, the Sydney Opera House adjoins the city's historic Royal Botanic Gardens and overlooks Circular Quay, the transport hub of Sydney's ferries, trains and buses. Joern Utzon's design for the Sydney Opera House consists of a monumental platform surfaced with ochre granite, a massive horizontal base that contrasts with the white-tiled sail-like roofs. Its public spaces and promenades have a majestic quality endowed by powerful structural forms. A huge external stairway up the platform to the performance venues is an important element designed for a grand approach on foot. The publicly-accessible Broadwalk around the building allows pedestrians to promenade and appreciate the ever-changing outlook. Huge expanses of glazing provide dramatic views into and out of the foyers. As an icon of modern architecture it combines an expressive freedom of form with the precise technology of the machine age.

3.5 Surrounding Development—The Sydney Harbour Bridge

The Sydney Harbour Bridge forms the backdrop to views of the OPT from the south and east (Figure 3.16). Built between 1924 and 1932, it is an important visual element of Sydney Harbour. The following is included in the description of the Sydney Harbour Bridge, as provided in the State Heritage Register Listing:⁶

The bridge is constructed of silicon steel trusses and joists painted dark grey. The pylons are faced with granite. The portion of the approaches nearest the arch are constructed of open work steel joists which are supported by granite-faced pillars. The remainder of the approaches are steel and masonry construction with render finish. The span of the arch, measured between the centres of the end pins, is 1670 feet. The arch is divided into 28 panels of open steel work, each panel being 58 ft. 11 in. The rise of the arch at its crown is 250 feet and the depth of the truss at the centre of the arch is 60 feet and at the end it is 188 feet.

Under the heaviest allowable load, the deflection at the centre of the bridge is 4 and half inches, and the maximum thrust

at the hinges, (ie at the ends of the arch) is 435,000,000 lb. per hinge. The top of the arch is 445 ft. above water level and the roadway suspended below the arch is 170 ft. above the water level. The 'roadway' is 150 ft wide and total length including the approaches is 3816 ft.



Figure 3.16 The OPT as viewed from the Sydney Opera House. The raised approach to the Sydney Harbour Bridge can be seen in the background. (Source: GML May 2016)

3.6 Endnotes

- ¹ Lawrence Neild, in GML, Sydney Cove Passenger Terminal—Heritage Impact Statement, April 1999, p 22.
- ² NSW Office of Environment and Heritage, State Heritage Inventory, database no. 4500458, viewed 6 July 2016 <www.environment.nsw.gov.au>.
- ³ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5053151, viewed 5 July 2016 <www.environment.nsw.gov.au>.
- ⁴ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5053177, viewed 5 July 2016 <www.environment.nsw.gov.au>.
- ⁵ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5054880, viewed 6 July 2016 <www.environment.nsw.gov.au>.
- ⁶ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5045703, viewed 8 August 2016 <www.environment.nsw.gov.au>.

4.0 Heritage Context

4.1 The Sydney Overseas Passenger Terminal

The OPT is listed as an item of heritage significance on the Sydney Ports Corporation Section 170 Register. The following Statement of Significance for the OPT (referred to as Sydney Cove passenger Terminal) is provided in the State Heritage Inventory listing below:

*Sydney Cove Passenger Terminal is a significant building on the shores of Sydney Harbour. The site is important for its ongoing historical use as a commercial and passenger shipping facility and its early role as a public gateway to the city. The building displays a twentieth century approach to adaptive re-use in response to changing community needs and, in its fabric, illustrates layers of its own history and use. The original building constructed in 1958-60 has historical associations with the changing needs of international travel. As the first point of entry for many immigrants during the post World War II period in Australia, the building also possesses social value. The architecture of the building is representative of the utilitarian approach to terminal design at the time with its 'functionalist' character influenced by international trends. The 1988 modifications to the building by Lawrence Nield form part of the Bicentennial works that focussed on improving the urban design character of Sydney Cove. The building responded to a desire for increased public access to the foreshore and an enhanced interrelationship with open spaces including First Fleet Park and Cambells Cove Plaza. The architecture is of aesthetic significance for its successful adaptive re-use and reductionalist approach and reinterpretation of the robust steel portal frame structure. With its maritime imagery and use of strong visual devices, including the northern tower, the building is of landmark value from Sydney Harbour.*¹

4.2 Heritage Items within the Vicinity of the Proposed Development

4.2.1 Campbell's Stores

Campbell's Stores are located to the west of Tenancy 5, across a public forecourt. Campbell's Stores is listed on the State Heritage Register and on the Section 170 Register of the Sydney Harbour Foreshore Authority. The following Statement of Significance is provided in the State Heritage Register listing for Campbell's Stores:

Campbell's Stores 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. Campbell's Stores are a superb example of mid-nineteenth century warehouse buildings, now rare in Sydney. They are the only warehouses of their type remaining on the foreshores of Sydney Cove, the hub of commerce and international shipping transport until the late nineteenth century. As a memorable and easily recognisable landmark in The Rocks, visible from a wide area of Sydney Harbour, they have iconic value as a symbol of mid nineteenth century Sydney. Campbell's Stores have historic significance for their association with the Campbell family, one of the earliest and most influential free immigrant families in Australia. They are 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 Australian, and the Sydney Harbour Trust, established by the Government following of the bubonic plague scares of 1901. Campbell 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 demonstrate 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 their 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 represent 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 have social significance for their contemporary role in cultural tourism. They are esteemed as an historic icon by Sydney-siders as well as international and domestic tourists, due to their appearance, location and use. Campbell's Stores have technical/research significance because of their potential to contribute further to our understanding of the early maritime activity around Sydney Cove and, in particular, within the Campbell's Wharf complex. They also have 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. ²

The SHR statutory listed curtilage for Campbell's Stores is a lot boundary curtilage which comprises only the area of land occupied by the store's building. The proposed development of Tenancy 5 of the OPT is outside of the SHR curtilage boundary (Figure 4.1).

The 2014 Conservation Management Plan for Campbell's Stores indicates a heritage curtilage for the building.³ The heritage curtilage extends up to the leasable area to the north of Tenancy 5 of the OPT. The proposed micro-brewery pod and a small portion of the proposed western deck are located within the heritage curtilage of Campbell's Stores (Figure 4.2).

Heritage Council of New South Wales



State Heritage Register - SHR: 01536, Plan: 2884
Campbell's Stores, 7-27 Circular Quay West The Rocks.

Gazettal Date: 10 May 2002

0 10 20 30 40 Metres

Scale: 1:750

Datum/Projection: GCS GDA 1994



Legend

- SHR Curtilage
- Land Parcels
- Roads
- LGAs
- Suburbs

Figure 4.1 State Heritage Register curtilage for Campbell's Stores. (Source: NSW Heritage Inventory, viewed 28 April 2017
<<http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=5053151#ad-image-10>>)

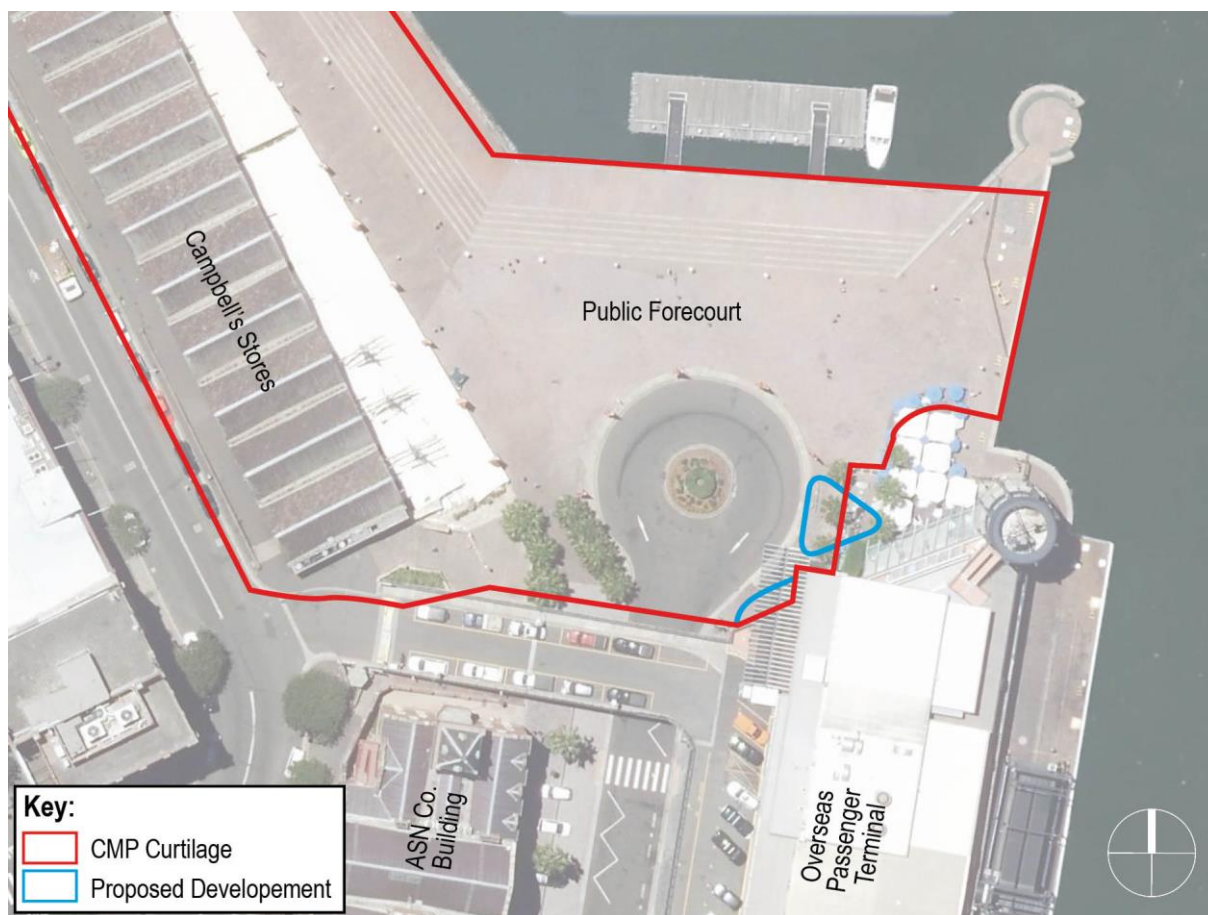


Figure 4.2 The proposed heritage curtilage (outlined in red) for Campbell's Stores as shown in the CMP for the building. The proposed development, including the proposed location of the revised microbrewery pod and western deck (outlined blue), is shown. As indicated, a portion of the western deck and part of the pod are located within the curtilage of Campbell's Stores. (Source: SIX Maps, with GML overlays, 2017)

4.2.2 ASN Co Building (Australian Steam Navigation Company Building)

The ASN Co Building is located to the southwest of the subject site, on the opposite side of the Circular Quay West vehicular roadway. The ASN Co Building is an item of state heritage significance, listed on the State Heritage Register and on the Section 170 Register of the Sydney Harbour Foreshore Authority. The following Statement of Significance is provided in the State Heritage Register listing for the ASN Co Building:

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

4.2.3 The Metcalfe Bond Stores

The Metcalfe Bond Stores is located west of the OPT, with Campbell's Stores located between the two buildings. The Metcalfe Bond Stores is an item of state heritage significance, listed on the State Heritage Register and on the Section 170 Register of the Sydney Harbour Foreshore Authority. The following Statement of Significance is provided in the State Heritage Register listing for the building:

Metcalfe Bond Stores 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 building known as the Metcalfe Bond Stores has simple unobtrusive lines with pleasing rhythm and texture. (Croker 1976) The building has landmark significance as part of a group of early 20th century buildings in George Street North complementing in scale, materials, façade treatment and fenestration the ASN Co Building, No 88 George Street, and the Harrington's Buildings, and being visible as a backdrop to Campbell's Stores from Campbell's Cove, Sydney Cove and Harbour, and Circular Quay East. Its conversion to shops and offices in 1973 also demonstrates attitudes to conservation philosophy and practice of the period as the first such conversion by the SCRA.⁵

4.2.4 The Sydney Harbour Bridge

The Sydney Harbour Bridge is located in an elevated position to the northwest of the subject site. A landmark structure, the bridge is listed on the National Heritage List and State Heritage Register. The State Heritage Register provides the following Statement of Significance for the Sydney Harbour Bridge:

The bridge is one of the most remarkable feats of bridge construction. At the time of construction and until recently it was the longest single span steel arch bridge in the world and is still in a general sense the largest. The bridge, its pylons and its approaches are all important elements in townscape of areas both near and distant from it. The curved northern approach gives a grand sweeping entrance to the bridge with continually changing views of the bridge and harbour. The bridge has been an important factor in the pattern of growth of metropolitan Sydney, particularly in residential development in post

World War II years. In the 1960s and 1970s the Central Business District had extended to the northern side of the bridge at North Sydney which has been due in part to the easy access provided by the bridge and also to the increasing traffic problems associated with the bridge (Walker and Kerr 1974).⁶

4.2.5 The Rocks Conservation Area

The OPT is located near the eastern edge of The Rocks Conservation Area (Figure 4.3). The State Heritage Inventory includes the following Statement of Significance for The Rock Conservation Area:

The Rocks, with its complex layering of significant fabric, uses and associations, is a precinct of national cultural significance. The Rocks is valued as a place of major social history, reflecting more than two centuries of significant activity; including European invasion, early contact between Aboriginal people and European settlers, and colonial settlement. The drama of cross-cultural encounters reflects The Rocks' focal location as a place linking continental, colonial, city and maritime histories. The Rocks was saved through fierce battles for its conservation, and by government ownership. Despite ongoing incremental change in The Rocks, continuity and authenticity remain major themes, manifest in increasingly rare and fragile relics of original topography and built fabric, remnants of history and a living community.⁷

The State Heritage Inventory provides the following description of The Rocks Conservation Area.

The Rocks is sited on a rocky promontory projecting into the Harbour on the western side of Sydney Cove, with the southern approach of the Sydney Harbour Bridge along the ridge marking the western boundary of the area, and is some 21 hectares in area. The ground falls steeply to the east, in a series of sandstone escarpments, giving the important harbour views characteristic of the area. The topography gave rise to an erratic street pattern with many cuts into the rock to provide building materials and enable streets and stepped pedestrian ways to traverse the area. The conservation of The Rocks from the 1970s has reinforced these diverse streetscapes, laneways and pedestrian links. There is a mixture of individually important buildings by significant architects and more humble shops, cottages and terraces from different eras. Within this diversity the area has a coherent and consistent character of streetscapes and urban spaces in a very strong topographical setting. It has a strong maritime character, with warehouses and bond stores, and philanthropic buildings for seamen who also were abundantly catered for in the provision of public houses. A large amount of public open space is included in the area, including Dawes Point Park, with its early fortifications and archaeological remains, Foundation Park, West Circular Quay, First Fleet Park, the public domain around the Museum of Contemporary Art, Overseas Passenger Terminal, Campbells Cove, Park Hyatt and the Hickson Road Reserve. South of the Cahill Expressway the area has pockets of heritage items and streetscapes intermingled with high rise buildings dating from the 1970s.⁹

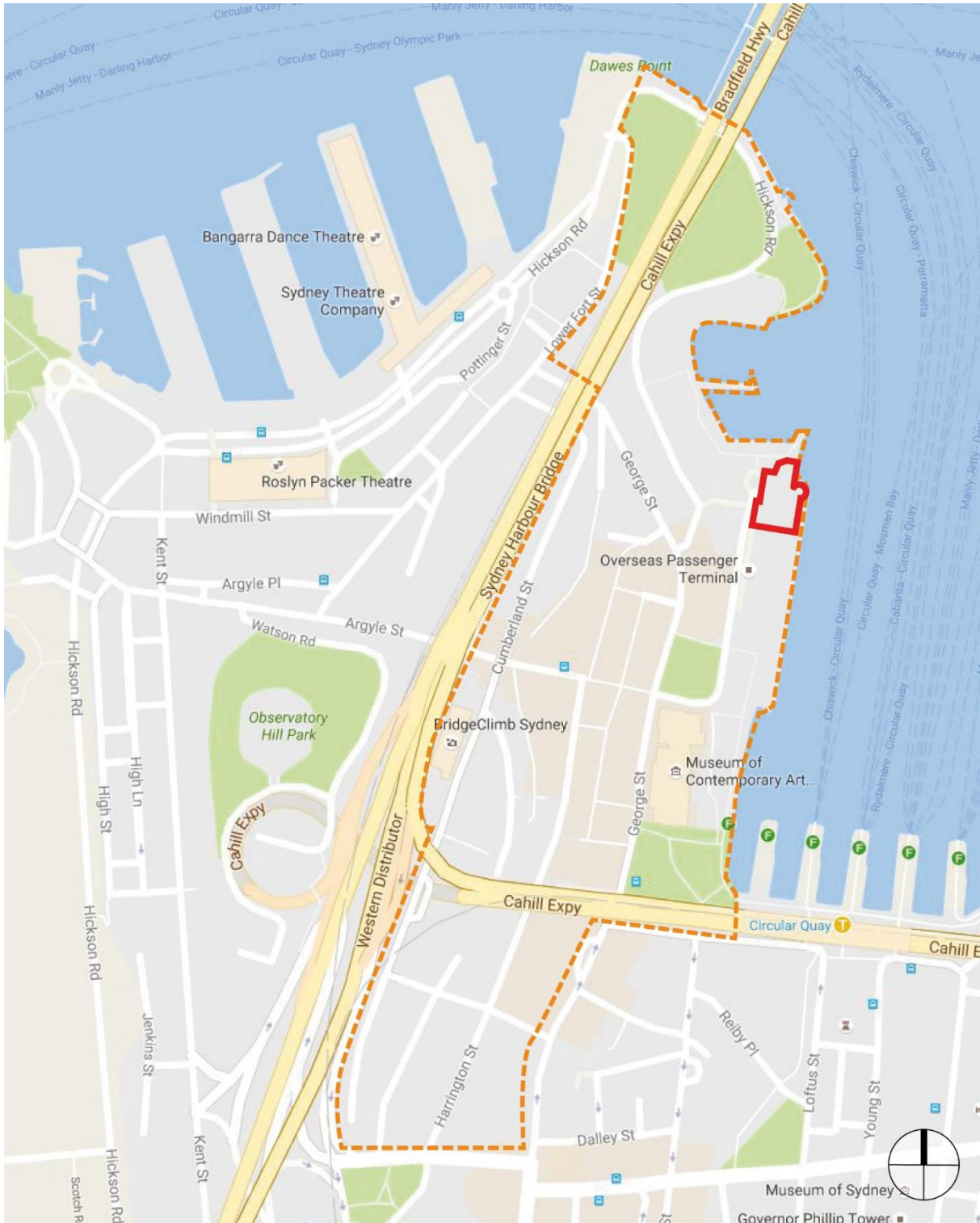


Figure 4.3 The location of the OPT within The Rocks Conservation Area (outlined in orange). (Source: Google Maps with GML overlay 2016)

4.3 The Sydney Opera House

4.3.1 Heritage Listings

The Sydney Opera House is located to the east of the subject site, across the waters of Circular Quay. The Sydney Opera House is included on the:

- World Heritage List;
- National Heritage List—listing no. 105738;
- State heritage Register—listing no. 01685; and
- Sydney LEP 2012—listing no. 1064.

The following Statement of Significance is provided in the State Heritage Register for the Sydney Opera House:

The Sydney Opera House is of State significance as a twentieth century architectural masterpiece sited on a prominent peninsular in Sydney Harbour. In association with the Sydney Harbour Bridge it has become an internationally recognised symbol of Sydney and Australia, which is also widely admired by local citizens. Designed for the NSW Government by renowned Danish architect Jørn Utzon between 1957 and 1966, and completed in 1973 by Hall, Todd and Littlemore, the building has exceptional aesthetic significance because of its quality as a monumental sculpture in the round, both day and night, and because of the appropriateness of its design to its picturesque setting. Its public spaces and promenades have a majestic quality, endowed by powerful structural forms and enhanced by vistas to the harbour and the city. An icon of modern architecture, the Sydney Opera House uses the precise technology of the machine age to express organic form. It has scientific and technical significance for the ways in which its construction continually pushed engineering and building technologies to the limit. It also has significance for the extensive associations of the site with many famous people and important themes in Australian history. Abutting the site of the first settlement of Europeans in Australia at Sydney Cove, the Sydney Opera House stands on Bennelong Point, Aboriginal land which was named after a Wangal Aboriginal man and which is of significance in the history of the entanglements and interactions between Aboriginal and non-Aboriginal cultures in Australia. Other historic themes associated with the site include the arrival of the First Fleet in Sydney Cove, scientific investigation, defence, picturesque planning, marine and urban transport and most recently, cultural showcasing. Since its official opening by the Queen in 1973, the Sydney Opera House has been the scene of many notable achievements in the performing arts and has associations with many nationally and internationally renowned artistic performers. The Sydney Opera House provides an outstanding visual, cultural and tourist focal point for Sydney and Australia.¹⁰

4.3.2 Sydney Opera House Buffer Zone

The OPT (and subject site) are located within the Sydney Opera House Buffer Zone. The buffer zone has been defined around the Sydney Opera House as a means of managing its visual setting in planning terms (Figure 4.4). This buffer zone was included as part of the World Heritage listing process, and is legislated through the State Regional Environment Plan (Sydney Harbour Catchment) 2005 (SREP 2005), which states the following:

The objectives of this plan in relation to the Sydney Opera House are:

- (a) to establish a buffer zone around the Sydney Opera House so as to give added protection to its world heritage value, and*
- (b) to recognise that views and vistas between the Sydney Opera House and other public places within that zone contribute to its world heritage value.¹¹*

Further to this, the SREP 2005 states the following:

The matters to be taken into consideration in relation to development within the Sydney Opera House buffer zone include the following:

- (a) the objectives set out in clause 53 (2),*
- (b) the need for development to preserve views and vistas between the Sydney Opera House and other public places within that zone,*
- (c) the need for development to preserve the world heritage value of the Sydney Opera House,*
- (d) the need for development to avoid any diminution of the visual prominence of the Sydney Opera House when viewed from other public places within that zone.¹²*

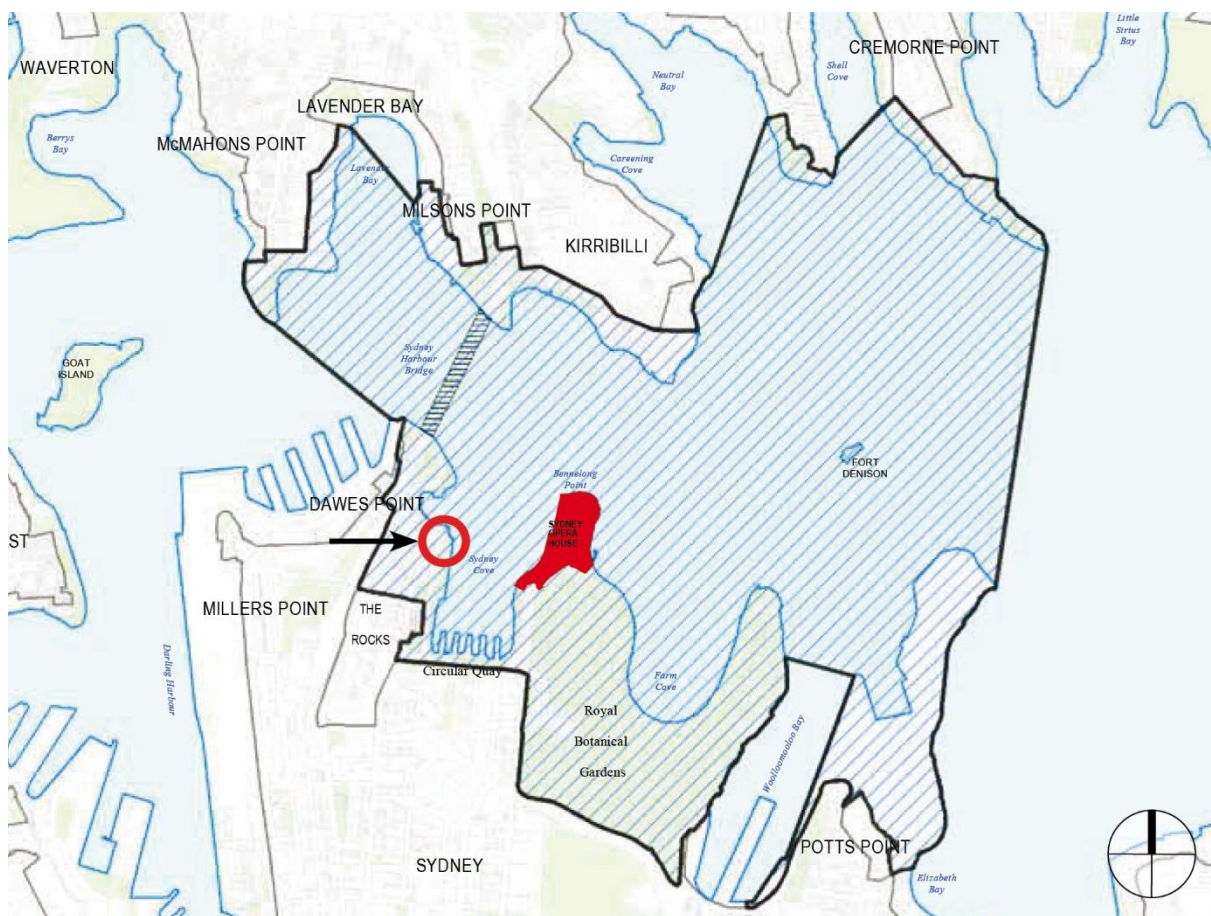


Figure 4.4 Extract from the Sydney Opera House Buffer Zone Map, with location of subject site shown. The extent of the SOH World Heritage buffer zone is shown outlined in grey and hatched with diagonal blue lines. (Source: Sydney Regional Environmental Plan [Sydney Harbour Catchment] 2005, Amendment No. 1, with GML overlay)

4.4 Endnotes

- ¹ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 4560023, viewed 6 July 2016
<<http://www.environment.nsw.gov.au>>.
- ² NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5053151, viewed 5 July 2016
<<http://www.environment.nsw.gov.au>>.
- ³ Godden Mackay Logan, Campbell's Stores—Conservation Management Plan, July 2014, p 127.
- ⁴ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5053141, viewed 6 July 2016
<<http://www.environment.nsw.gov.au>>.
- ⁵ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5053177, viewed 8 August 2016
<<http://www.environment.nsw.gov.au>>.
- ⁶ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5045703, viewed 8 August 2016
<<http://www.environment.nsw.gov.au>>.
- ⁷ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 4500458, viewed 6 July 2016
<<http://www.environment.nsw.gov.au>>.
- ⁹ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 4500458, viewed 6 July 2016
<<http://www.environment.nsw.gov.au>>.
- ¹⁰ NSW Office of Environment and Heritage, State Heritage Inventory, database no. 5054880, viewed 6 July 2016
<<http://www.environment.nsw.gov.au>>.
- ¹¹ NSW Government, *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*, Clause 52, viewed 1 August 2016
<<http://www.legislation.nsw.gov.au>>.
- ¹² NSW Government, *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*, Clause 58B, viewed 1 August 2016
<<http://www.legislation.nsw.gov.au>>.

5.0 Project Description

5.1 Description

A new tenancy is proposed for Tenancy 5 in the OPT, Circular Quay, consisting of a restaurant and bar, with a microbrewery facility for the production of beer on site. The following general description of the proposal has been extracted from the Environmental Impact Statement for the proposal prepared by Dan Keary Urban Planning Pty Ltd and Michael Woodland Consulting Pty Ltd:

- *Fitout, alterations and additions of Levels 1 & 2 for use as a restaurant and bar.*
- *Internal alterations within Tenancy 5 including amendments to the layout and internal stairs.*
- *External amendments to the OPT building including:*
 - *Replacement of existing glazing on the northern and eastern elevations, with new window and door openings*
 - *New ground floor terrace treatment and additional outdoor seating areas*
 - *New Level 2 balcony on the western elevation*
 - *New outdoor decks on Level 2 on the east and north elevations and within the tower drum providing additional outdoor seating*
- *Landscaping of outdoor areas*
- *New micro-brewery within a pod structure located outside the OPT building.*

The microbrewery equipment will be visually featured in a new glazed structure—the brewery pod—which is proposed to be built adjacent to the OPT on its northern side (Figure 5.1). The original brewery pod design has been revised following feedback and consultation with the NSW Department of Planning and Environment, its consulting architect, Professor Peter Webber, and the City of Sydney Council.

The revised brewery pod is raised on a central steel column. It consists of a triangular single storey room—the corners truncated and curved—which houses the microbrewery equipment. All walls are fully glazed to allow the brewing equipment to be seen from all sides (Figure 5.1). Below-ground structure (preliminary concept) consists of a wide concrete footing supporting the column.

The brewery pod has been designed to be able to be removed at the end of the lease of Tenancy 5 (20 years) if required, with minimal physical disturbance to the OPT and its environs.

5.2 Resources

The assessment of heritage impact undertaken for this HIS is based on development application drawings prepared by Collins and Turner, as outlined in Table 5.1 below.

Table 5.1 Draft Development Application Drawings.

Drawing No.	Title	Revision	Date
257_ADA_000	Cover Page	D	07.04.2017
257_ADA_001	Location Plan 1:4000	B	07.04.2017
257_ADA_002	Location Plan 1:1000	B	07.04.2017

257_ADA_010	Level 1 Demolition	F	07.11.2016
257_ADA_011	Level 2 Demolition	G	07.04.2017
257_ADA_012	Level 1 Proposed	H	07.04.2017
257_ADA_013	Level 2 proposed	H	07.04.2017
257_ADA_020	Elevation East	D	07.04.2017
257_ADA_021	Elevation West	D	07.07.2017
257_ADA_022	Elevation North	D	07.04.2017
257_ADA_023	Elevation East (Demolition)	B	07.04.2017
257_ADA_024	Elevation West (Demolition)	B	07.04.2017
257_ADA_025	Elevation North (Demolition)	B	07.04.2017
257_ADA_030	Section 1	D	07.04.2017
257_ADA_060	Brewery Pod Plan	C	07.04.2017
257_ADA_061	Brewery Pod Perspective	3	07.04.2017
257_ADA_062	Micro-brewery Pod Section	A	11.04.2017
257_ADA_080	View Impact Analysis Reference Plan	B	28.04.2017
257_ADA_081	View Impact Analysis View 1–Opera House	A	24.08.2016
257_ADA_082	View Impact Analysis View 1–Opera House	C	07.04.2017
257_ADA_084	View Impact Analysis View 1A–Opera House	A	24.08.2016
257_ADA_085	View Impact Analysis View 1A–Opera House	C	07.04.2017
257_ADA_087	View Impact Analysis View 2–Ferry	A	24.08.2016
257_ADA_088	View Impact Analysis View 2–Ferry	C	07.04.2017
257_ADA_090	View Impact Analysis View 3–Hyatt Hotel	A	24.08.2016
257_ADA_091	View Impact Analysis View 3–Hyatt Hotel	C	07.04.2017
257_ADA_093	View Impact Analysis View 4–Public Stair	A	24.08.2016
257_ADA_094	View Impact Analysis View 4–Public Stair	C	07.04.2017
257_ADA_096	View Impact Analysis View 5–ASN Co Building	A	24.08.2016
257_ADA_097	View Impact Analysis View 5–ASN Co Building	C	07.04.2017
257_ADA_098	View Impact Analysis View 6	A	24.08.2016
257_ADA_110	Materials and Images	C	07.04.2017
257_ADA_111	Artist's Impression	C	07.04.2017
257_ADA_112	Artist's Impression	A	07.04.2017
257_ADA_113	Artist's Impression	A	07.04.2017
257_ADA_114	Artist's Impression	A	07.04.2017

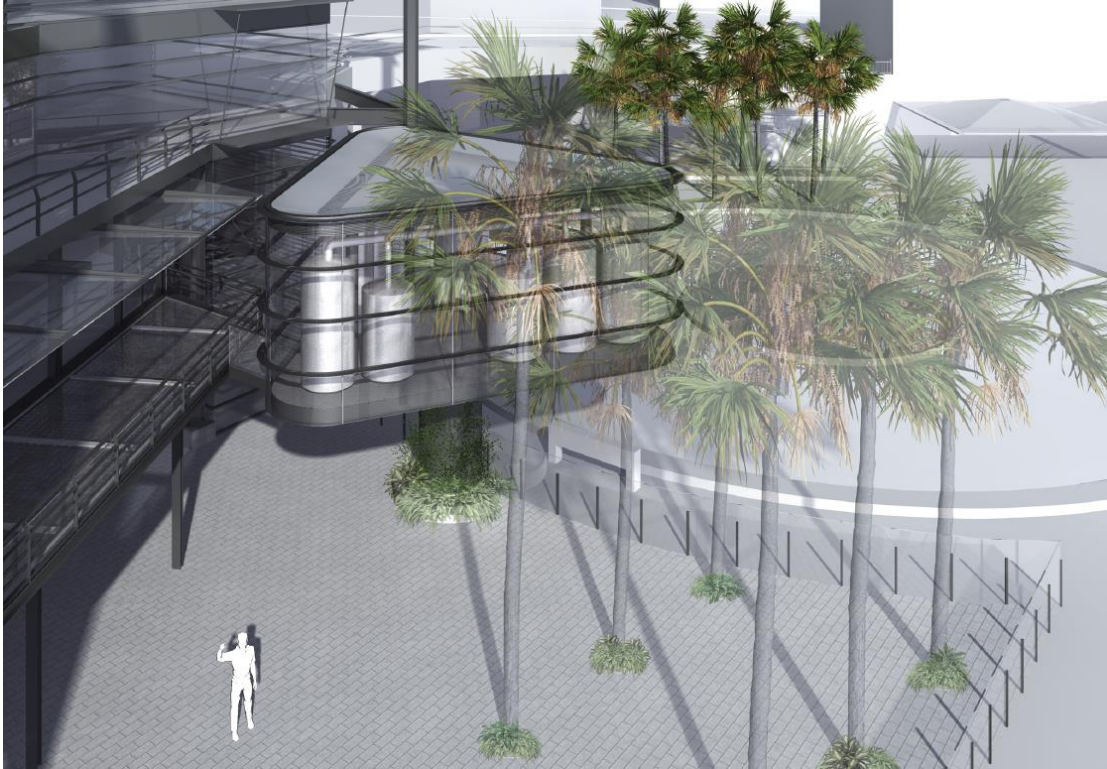


Figure 5.1 Perspective of the proposed brewery pod. (Source: Collins and Turner, 2017)

6.0 Heritage Impact Assessment

This section of the HIS considers the impact of the proposed (revised) development on the heritage significance of the OPT, The Rocks Heritage Conservation Area and heritage items within the vicinity of the subject site. Impacts on the Sydney Opera House are also assessed as the OPT is located within the Sydney Opera House World Heritage Buffer Zone. Issues considered include the proposed use, views to and from the subject site, and the setting of heritage items.

The key revisions to the design proposal from the original are:

- alterations to the siting and plan form of the brewery pod in order to avoid potential disruption of views between the public realm, Campbell's Stores and the Sydney Opera House;
- deletion of the external bar and sunshading from the proposal to reduce potential visual clutter from the northern forecourt of the OPT;
- deletion of the proposed use of tinted glass on the brewery pod and proposed use of horizontal metal banding on the pod's elevations to better visually integrate the pod with the OPT; and
- retention and relocation (rather than removal) of the existing palm trees in the northern forecourt.

6.1 Use

One of the key aspects of the OPT's cultural significance is associated with its historic use as a passenger terminal. The bar, restaurant and micro-brewery that is the subject of this assessment that is proposed for Tenancy 5 will not affect the historic use of the building as a passenger terminal, as the central section of the OPT will remain dedicated to that use. As such the building's heritage significance for its 'ongoing historical use as a commercial and passenger shipping facility'¹ remains unaffected. The previous use of Tenancy 5 as a restaurant with outdoor seating area, and the ongoing use of the other tenancies as restaurants and bars, demonstrates that food and beverage use is compatible with the significance of the building and can be managed without an adverse material impact.

The OPT, including the location of the proposed micro-brewery pod, is located within The Rocks Conservation Area near its eastern edge. The 2010 publication titled *The Rocks Heritage Management Plan* (RHMP) is intended to provide guidance for the 'conservation and management of the place'. The following is an excerpt from the RHMP's Vision Statement for The Rocks.²

- *The Rocks will continue to be a 'living' area with more residents and a mix of uses.*
- *People will be encouraged to visit and experience The Rocks, through better access and imaginative interpretation.*

The proposed provision of a micro-brewery in the OPT is consistent with these statements, and will bring life and activity to a part of The Rocks that is currently under-utilised.

6.2 Impact on the Overseas Passenger Terminal Building

6.2.1 External Works—General

The location and setting of the OPT has been the subject of ongoing focus on urban planning and place making around Circular Quay as a dynamic public space; the building itself has been subject to various phases of adaptation and revitalisation and the external appearance of the OPT building has been altered substantially since it was first built. The Statement of Significance for the building includes the following:

The building displays a twentieth century approach to adaptive re-use in response to changing community needs and, in its fabric, illustrates layers of its own history and use.³

Given this, minor changes to the external appearance of the building would be consistent with the statement of significance and are generally acceptable from a heritage perspective as part of the ongoing evolution of the building.

In assessing any proposed changes to the OPT other aspects of significance also need to be assessed. The following extract from the Statement of Significance for the OPT is noted:

With its maritime imagery and use of strong visual devices, including the northern tower, the building is of landmark value from Sydney Harbour.⁴

In view of this, any changes proposed to the building, particularly those changes visible from Sydney Harbour, should be assessed against how they affect the form, composition and overall appearance of the building. This HIS considers the proposed external changes to the building in the following three sections.

6.2.2 External Works—Changes to Glazed Façades

New glazed façades, including full height operable windows, are proposed for the northern and eastern sides of the building, which enclose Tenancy 5 (levels 1 and 2). The new façades replace the existing façades, which consist primarily of clear glass in clear anodised aluminium framing. The new façades will allow for changes to the operability of the glazing in accordance with the new use of the tenancy. The glazed façades were mostly installed as part of the 1985–1987 refurbishment of the building, although some parts of the façades were installed more recently. The façades consist of standard commercial glazing suites, door units and glazing. There is no heritage impact related to the removal of the glazed façades around Tenancy 5 as the façades do not constitute significant heritage fabric.

The existing glazed façades are divided into a regular grid with a horizontal emphasis expressed through mullions and transoms. The glazed façades are an important external visual feature of the building: the lightweight and lightly toned mullions and transoms contrast with the dark coloured, heavy steel structure. The rectangular gridded articulation of the glazing contributes to the scale of the building and its maritime theme. This architectural language is used across the lower floors of the building, serving to unify the many components of the external façades so that the building is legible as a cohesive architectural entity. It is proposed that all new external façades will match the existing in material, finish, colour and glazing articulation. As such, there will be no potential heritage impact on the heritage significance of the OPT related to the replacement of the external glazed façades.

Horizontal metal louvres with a wall planting system are proposed to be installed on part of the west elevation that faces the proposed western deck. The west elevation is the least prominent elevation of the building, this change to the building's appearance is acceptable from a heritage viewpoint.

6.2.3 External Works—New Decks

Four new decks are proposed to be built externally on level 2: the eastern deck, the northern deck, the western deck, and a new deck within the corner tower structure. Open decks already exist on the upper floors of the north and east elevations, and as such there is a precedent for the use of decks on the building. It is proposed that the balustrades of the new decks will match the existing balustrades in material and detail, but with glazed wind barriers—1400mm high—located adjacent to the inside face of the balustrades. The decks proposed for the east and north elevation (eastern and northern decks) are long and narrow in keeping with the proportions of existing decks above, and will complement the strong horizontal lines of the elevations. The deck on the north elevation (the northern deck) replaces an existing glass awning of a similar footprint. As such, these decks will have an acceptable impact on the appearance of the building.

Over the level 2 northern deck a steel-framed and glazed awning roof is proposed. The footprint of proposed awning over the level 2 northern deck will match the footprint of the deck below. It will be a steel framed and glazed structure, extending from the existing open deck on level 3. The awning roof has been designed with a minimal fall, to ensure the awning's visible depth is minimised. Visually it will read as a crisp, narrow, horizontal band, which is in keeping with the horizontal emphasis of the OPT's architecture, and views of the existing level 3 deck will be maintained. Although the awning represents a change to the northern elevation of the OPT, it is not a substantial change, and will not adversely affect the appearance of the OPT or its cultural significance from a heritage perspective.

The third deck (the western deck) is partly recessed into the northwestern corner of the building, located below the bridged access to the upper floor. It will not be visible from the east, and will not be prominent when seen from the north and west. As such, the third deck will have little impact on the appearance of the overall appearance of the building and its heritage significance.

The fourth deck is proposed to be constructed within the northern tower on level 2, in the double-height space at the base of the tower. Currently levels three and four of the tower are enclosed by glazing, and form part of the restaurant that occupies the upper floors of the building. The fifth floor of the tower is an open deck accessible to the public. The construction of a deck on level two of the tower makes use of the tower in a similar way to the restaurant above, although it will have balustrades to match those on level 5, with glazed wind barriers on the inside face to 1800mm height. The proposed deck will result in a minor change to the appearance of the tower. However, the overall form of the tower will remain unchanged, its steel structure will remain visible, and the tower will retain its landmark qualities. The impact resulting from the changes to the appearance of the tower will be mitigated by the design of the balustrades to the new deck, which are proposed to match those of the existing open deck on level 5.

The proposed deck in the tower will potentially impact on views that currently exist from the northern forecourt area through the tower to Circular Quay. Any impact on views will be minor, and similar views will be possible from nearby viewpoints, looking around the tower. Conversely, the new deck will provide an opportunity for views of the SOH, harbour and Circular Quay. It is considered that the impact on views as a result of the new deck in the tower will be acceptable.

As such, the construction of the fourth deck is considered acceptable from a heritage viewpoint.

Glazed Balustrades to Decks

As noted above, exterior glass wind barriers of 1400mm and 1800mm are proposed to be installed on the exterior decks inside the line of the steel balustrades. Despite being transparent, the barriers will

add an additional layer of material to the exterior of the building and project above the height of the metal balustrades that have been designed to match the existing. The glass wind barriers will give rise to a minor visual impact on the existing character and significance of the exterior of the OPT.

6.2.4 The Micro-Brewery Pod

The micro-brewery pod is a new and separate structure located adjacent to the OPT near its northwestern corner. The pod is simple in form and detailing: it is triangular shaped in plan—all three sides being 10.2 metres in length—with the corners of the triangle truncated and curved. The pod is sited with one of its sides parallel to the northern side of the OPT, with a 1.2-metre space between the two. The pod is connected to the north elevation of the OPT by a narrow access gantry at level 2. The pod consists of a fully glazed single-storey space, the floor level of which corresponds to level 2 of the OPT. The roof parapet of the pod aligns with level 3 of the OPT. The beer brewing plant and equipment will be visible within the pod through its glazed façades as a visual feature. Horizontal metal strips will be applied to the external face of the glass to reference the strong horizontal aesthetic of the OPT. The pod is supported on a simple structure consisting of a single central circular steel column. Services will be concealed within the hollow circular column. It is proposed that tension wires for climbing plants will encircle the column. According to preliminary structural concepts, the column will be supported on a wide concrete footing (8m long x 3.4m wide x 1.8m deep nominally).

The external bar proposed as part of the previous design has been deleted from the new design as a way of removing visual clutter from the northern forecourt and improving the visual permeability of the area.

New Development Adjacent to a Heritage Item

Various design options have been explored with regard to the brewing function, including locating the requisite plant and equipment within the existing building. Having explored various options, it is proposed to house the brewing equipment in the external pod as the equipment is physically too large and heavy to be readily accommodated within the OPT building. It is understood that the building's structure would require significant modification to allow for the brewery equipment to be accommodated internally.

Minimising Heritage Impact

Locating a new structure—albeit a small one—adjacent to a prominent elevation of a building of heritage significance has the potential to result in an adverse impact on the heritage significance of that building. In this case, there will be some impact on the OPT due to the form and siting of the pod. The narrow (1200mm) space between the pod and the OPT, coupled with the triangular form with one side parallel to the northern side of the OPT, result in a tension between the two structures: the visual definition of the pod as a separate entity is not entirely clear. It is noted that the 1200mm space between the two has been proposed by Professor Peter Webber as a suitable margin between the structures, but a wider space would allow for better definition of the pod as a separate entity. It is understood that the space between the structures has been minimised so that the pod's potential impact on views around the precinct is reduced, particularly to the SOH. The relationship between the OPT and the pod is nevertheless slightly uncomfortable, and this will serve to detract to some degree from the appreciation of the OPT's significance and architectural qualities.

However, it should be noted that the potential impact of the pod on the heritage significance of the OPT (and surrounding heritage items) has been minimised in other ways, as follows.

- The size of the micro-brewery pod has been minimised, being only large enough to meet the functional requirements of the micro-brewery it contains. The micro-brewery pod, a modest structure when compared to the overall height, length and mass of the OPT, will be visually subservient to the larger building. The transparency of the pod and its raised form will further serve to minimise its physical presence.
- The design of the micro-brewery pod is sympathetic to the OPT. The use of the same palette of materials as the OPT—expressed steel structure and glass—together with the simplicity of form and architectural language of the pod, are generally visually consistent with the OPT. The use of horizontal steel bands encircling the pod glazing references the strong horizontal aesthetic of the OPT building.
- The brewery pod is a structure separate to the OPT, connected only by a narrow service gantry. The pod feature is entirely reversible and can be removed, if required, at the end of the lease, with no minimal physical impact on the OPT.

In summary, although the pod will have a small potential impact on the heritage significance of the OPT, the design and siting of the pod demonstrate the consideration given in the pod's design development to minimising any such impact. As such it is considered that the brewery pod is acceptable from a heritage viewpoint.

Views of the OPT

The key views of the OPT are from the east and north, and it is important that these views of the building are maintained for the building to maintain its landmark status. As the micro-brewery pod is located to the northwest of the OPT the pod will have minimal effect on views of the east elevation of the building, but views of the north elevation of the OPT will be partially blocked by the pod (Figures 6.1, 6.4). However, because the pod is small in scale compared to the OPT, the overall form and architectural characteristics of the OPT will remain dominant, visible and legible. The height of the pod itself is equivalent to the height of one storey of the OPT building. This, together with the raised form of the pod, means that parts of the OPT are largely visible in and around all parts of the pod. The OPT's northern tower will remain visible from all viewpoints, the only interruption being views of its lower floors from some viewpoints to the northwest. As such, the landmark qualities of the OPT from Sydney Harbour and surrounding areas will not be affected by the micro-brewery pod.

6.2.5 Sunshading

The proposed retractable sunshading that was previously proposed has been deleted in the revised design in order to reduce visual clutter around the OPT on its northern side.

6.2.6 Fencing Around the External Seating Area

A low-height glazed fence is proposed to enclose the external seating area on the north side of the OPT, fully enclosing the area on its western and northern sides. It is intended to provide a windbreak for patrons using the external seating area. The fence will run along the northern and western sides of the external leasable area. It will be 1400mm high, and consist of clear glazed panels between powdercoated metal uprights, to match the colour of the steelwork of the OPT building. The fence will be coupled with planter boxes in some areas.

As Tenancy 5 is unoccupied there is currently no physical definition of the external leasable space in place. Compared to the current condition, the proposed provision of a fence in this area represents a

reduction in public access to parts of the forecourt area. However, it should be noted that previous tenants have used physical means to demark the area, and it is not unreasonable that it be proposed in this case. Despite the fence, generous public access to the waterfront will remain in the vicinity, and the fence will not affect public access to the public promenade to the north of the OPT.

The visual impact of the fence will be mitigated in part through its design, incorporating minimalist contemporary detailing and the use of clear glazed panels and slender metal posts. This will ensure that the visual impact of the fence and any disruption to views to and from the OPT are minimised. While the addition of the fence will result in a minor impact to the visual presentation of the external area, the heritage impact of the proposed fence is considered to be acceptable. However, it is considered that a slightly lower fence—1200mm in height—would be preferable as it would have a lesser visual and physical impact, while still serving to define the leasable area.

6.2.7 Heritage Curtilage of the OPT

Circular Quay and the harbour are important parts of the heritage curtilage of the OPT. The small scale of the proposed micro-brewery pod and other external works relative to the OPT will result in a minor impact on the curtilage of the OPT. It is considered that the building's physical connection and strong association with the harbour and quay will not be impacted in any meaningful way as a result of the proposed works.

6.3 Impact on Heritage Items in the Vicinity

Changes to the Existing Palm Trees

The changes proposed around the existing palm trees in the northern forecourt will result in a minimal heritage impact. The proposal involves the relocation of three of the six existing palm trees. The palm trees, adjacent to the OPT, are not significant trees and do not contribute to the heritage significance of the OPT or The Rocks Conservation Area. The three relocated trees align with the locations of existing trees, and as a result there will be little if any effect on views between Campbell's Stores and the SOH as a result of the relocation of the trees.

External Changes to the OPT including The Micro-Brewery Pod

The changes proposed to the exterior of the OPT—new glazed façades, new decks and awning, and fencing to the external seating area—represent relatively minor changes to the building that are deemed to have minimal impact on listed heritage items in the vicinity. The micro-brewery pod, as a separate structure external to the OPT, has potential to impact on the views to heritage items in the vicinity, and their settings. As such, this assessment is focused on potential of the impact of the brewery pod. The effect of the micro-brewery pod on heritage items in the vicinity is assessed below.

6.3.2 Campbell's Stores

Heritage Curtilage and Views

As identified in Section 4 of this HIS, the micro-brewery pod and a small part of the western deck are not located within the State Heritage Register statutory listed curtilage as defined in SHR 01536 Plan 2884 for the Campbell's Stores. The proposed development is partially located within the identified heritage curtilage associated with Campbell's Stores, as defined in the 2014 Conservation Management Plan (CMP) for Campbell's Stores (Figure 4.1). Policy 13 in the CMP relates to the curtilage, as follows.⁵

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.

Further to this policy, guidelines are provided of which the following is relevant to this project.⁶

The need to retain a suitable setting for Campbell's Stores should be considered when assessing any proposal for new development or alterations within or around the site. No development that would detract from the maritime setting of the property or obscure key views to or from Campbell's Stores should be permitted.

The pod and deck are located at the eastern extreme of the CMP identified curtilage, and represent minor incursions into the defined curtilage area. The distance between the building and pod and the small scale of the pod structure are sufficient to ensure that Campbell's Stores will remain legible as a mid-nineteenth century sandstone warehouse building, and the building's maritime setting will remain largely unaffected. The relatively small size of the pod and its simplicity of form will further ensure that it does not dominate or visually overwhelm Campbell's Stores (Figure 6.1), and the close relationship of the building to the harbour will remain intact. It is considered that the potential impact of the micro-brewery pod and western deck on the setting of Campbell's Stores will be minor.

It is considered that the pod and deck will not substantially impact on 'views to and from' Campbell's Stores'. Views will be unaffected by the proposed western deck. The micro-brewery pod will however impact on views to and from the OPT (Figure 6.2). The pod will impact on views between Campbell's Stores and the first floor of the OPT, and there will likely be some disruption between views of the eastern end of Campbell's Stores and the level 2 of the OPT building. Views from the ground floor will remain largely unaffected. This represents a moderate impact on views to and from Campbell's Stores. It should be noted that the key views between the harbour and Campbell's Stores, which are critical to the significance of Campbell's Stores, remain unaffected. In this context, it is considered that the interruption to views between Campbell's Stores and the OPT is acceptable.

Currently views of Campbell's Stores from east Circular Quay are obscured by the OPT, except when seen from the immediate surrounds of the Sydney Opera House. Photomontages show that the brewery pod will not affect views of Campbell's Stores from this location (Figure 6.2). Views of the north elevation of Campbell's Stores—some 50 metres in overall length—will remain unaffected by the pod.

The proposed micro-brewery, with its brewing equipment operational and on visual display, will echo the historically industrial character of the precinct, and as such has the potential to enhance the setting of Campbell's Stores. The original warehouse use of Campbell's Stores is referenced through its remnant hoisting equipment and winches, which 'are evocative of the industrial nature of the site'.⁷ The proposed micro-brewery will reintroduce a form of industry to the precinct, reinforcing and interpreting the historically industrial theme. The tones and colours associated with the micro-brewery equipment are also considered to be compatible with Campbell's Stores.

6.3.3 ASN Co Building

The ASN Co Building is located to the southwest of the proposed micro-brewery pod, on the opposite side of Circular Quay West roadway. The two are separated by the raised roadway that provides access to the western side of the OPT. The wide distance between the micro-brewery pod and the ASN Co Building, plus the physical separation provided by the raised roadway, mean that the pod will have a minor effect on the setting of the ASN Co Building. The pod will not dominate or visually overwhelm the ASN Co Building. Due to the scale and form of the micro-brewery pod, key features of the ASN Co Building will remain visible (Figures 6.1, 6.3).

Photomontages show that the pod will have a minor effect on views of the building from the Harbour (northeast) and from the Sydney Opera House (Figures 6.2, 6.3). The pod is, however, far smaller in scale than the ASN Co Building, so that interruptions to views of the building are minor in nature, and the building as a whole remains legible. Views of the building's towers and roof gables against the skyline will remain unaffected by the proposed pod, and the building will retain its landmark status.

The photomontage in Figure 6.4 shows that the micro-brewery pod will have a negligible impact on views of the building from the northern end of the west Circular Quay dock. This is acceptable, as the building and its key features of significance remain largely visible.

6.3.4 Metcalfe Bond Stores

The small scale of the micro-brewery pod, and its distance from Metcalfe Bond Stores, will result in minimal impact on the setting of this building. Due to its height and elevated position, views of Metcalfe Bond Stores from Sydney Harbour and from the Sydney Opera House will not be impacted by the proposed pod (Figures 6.2, 6.3).

6.3.5 Sydney Harbour Bridge

The small scale of the micro-brewery pod and its distance from the Sydney Harbour Bridge will result in minimal impact on the setting of the bridge. Due to its height and elevated position, views of the Sydney Harbour Bridge will only be impacted from within Tenancy 5, and will remain unaffected from spaces in the public realm surrounding Circular Quay and the Sydney Opera House (Figure 6.2).

6.3.6 The Rocks Conservation Area

The *Rocks Heritage Management Plan* (RHMP) is a non-statutory document which provides guidance for the conservation and management of The Rocks. The RHMP includes the following Vision Statement for The Rocks.⁸

The Rocks will continue to be recognised as an authentic heritage precinct, which is symbolic of our history and the value we place on heritage conservation.

The total heritage resource of The Rocks will be cherished and managed for the benefit of current and future generations.

The diverse character of The Rocks, created from its dramatic setting, topography, urban form, buildings, views, use, associations and meanings, will be maintained and enhanced.

Individual elements will be conserved and provided with vibrant uses that are compatible with their heritage value.

The Rocks will continue to be a 'living' area with more residents and a mix of uses.

People will be encouraged to visit and experience The Rocks, through better access and imaginative interpretation.

Visitors, residents and workers in The Rocks will enjoy and celebrate real history and community spirit in an authentic place.

The following excerpts from the Statement of Significance for The Rocks included in the RHMP.⁹

The Rocks is a major element of Sydney Harbour and Circular Quay, with a dramatic setting at the narrowest point in the Harbour. Visible layers of change appear 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 contains a rich accumulation of features that demonstrate layers of Australian history from 1788 until the present. The precinct displays 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 beyond.

In considering these statements from the RHMP, it is assessed that the proposed micro-brewery pod has the potential to impact on the heritage significance of The Rocks, but any impact will be minimal due to the pod's location, small scale and simplicity of form. The relatively small scale of the pod means that it will not be visually prominent from vantage points around the harbour, leaving the setting, topography and historic character of The Rocks intact (Figures 6.1–6.4). The pod will not be readily visible from parts of The Rocks beyond Campbell's Cove. The pod will contribute to the 'diverse character of The Rocks', and will not diminish its 'dramatic setting, topography, (or) urban form'.

The Customs Officers' Stairs, located to the west of the subject site, provide an important physical and visual link between The Rocks and the harbour. Views of the harbour from the top of the stairs (Hickson Road) will not be impacted by the pod, as harbour views from this point are clearest to the north; views to the east and the SOH are blocked by the canopies of nearby palm trees (Figure 6.9). 'Harbour sounds and breezes', important to The Rocks 'sense of place', will similarly be unaffected by the pod. On descending the stairs, the existing views of the harbour—to a degree filtered by the palm trees—will remain unaffected by the pod. At the base of the stairs the pod will be clearly visible, but will represent a minor interruption to the expansive harbour views afforded from this vantage point. The maritime character of the area will remain intact.

The micro-brewery pod and fence around the outdoor seating area will form a physical barrier between The Rocks and the waterfront but will not significantly impact on the important relationship between The Rocks and the harbour. Any potential physical and visual impact will be minimised due to the raised form of the pod, which will allow light and air to flow below the main building form of the pod. Similarly any potential impact resulting from the fence will be minimised due to the transparent qualities of the fence and the minimalist qualities of its design. The fence will serve to delineate the external leasable area of the tenancy, and will not prevent public access to the public promenade and forecourt area to the north of the OPT.

As the pod represents a change within The Rocks Conservation Area, the potential impact of the pod on The Rocks visual catchment should be assessed. The RHMP describes the visual catchment of the The Rocks as including the inner harbour, Lavender Bay, Kirribilli, Cremorne Point, Garden Island, the SOH, East Circular Quay, Government House and the Outer Domain, and views to and from these areas should be considered.¹⁰ The relatively small size and simple design qualities of the micro-brewery pod will result in it having a minimal impact on views from areas within the visual catchment of The Rocks (Figures 6.1–6.4). The pod will be almost indiscernible from harbour vantage points, and will be even harder to see from the North Shore. Refer to previous paragraphs for discussion of the minimal potential impact of the pod on harbour views from The Rocks, in particular the Custom Officers' Stairs; views to district areas across the harbour would be impacted in a similar way.



Figure 6.1 Photomontage showing the brewery pod, as seen from Sydney Harbour to the north. The pod will not visually dominate the ASN Co Building or Campbell's Stores, or significantly interrupt views to the OPT. (Source: Collins and Turner, 257_ADA_091C, 2017)



Figure 6.2 Photomontage showing the negligible effect of the brewery pod on views of Campbell's Stores, Metcalfe Bond Stores, and the Sydney Harbour Bridge from outside the Sydney Opera House. (Source: Collins and Turner, 257_ADA_058C, 2017)



Figure 6.3 Photomontage showing the effect of the brewery pod on views of the ASN Co Building from Sydney Harbour to the northeast of the OPT. (Source: Collins and Turner, 257_ADA_088C, 2017)

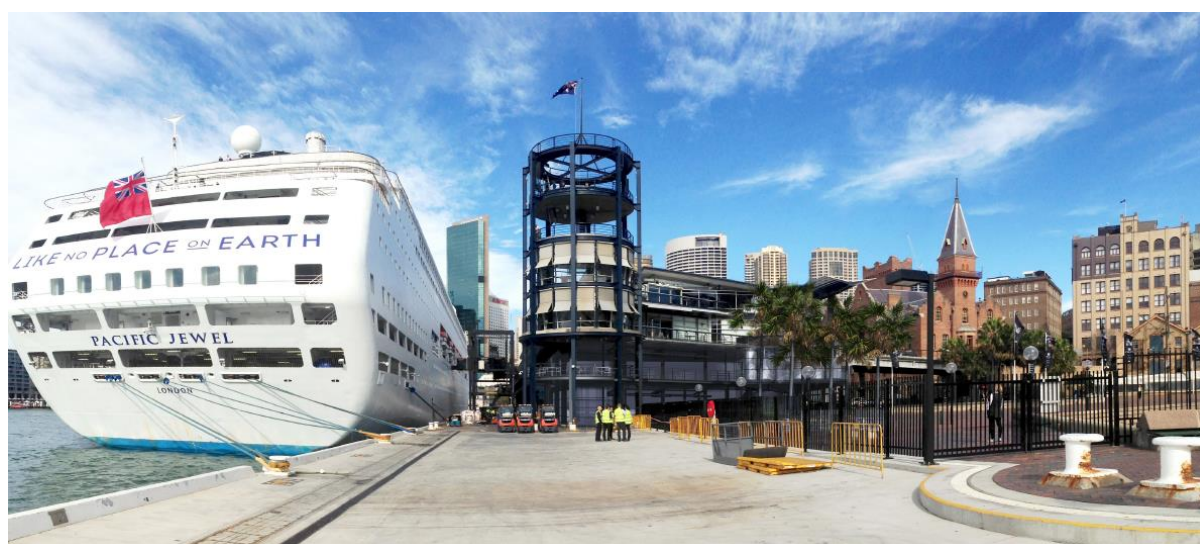


Figure 6.4 Photomontage showing the view of the proposed brewery pod from the northern end of the west Circular Quay dock. (Source: Collins and Turner, 258_ADA_097C, 2017)

6.4 The Sydney Opera House

6.4.1 Matters of National Environmental Significance

The Sydney Opera House, which is located adjacent to the OPT, is included in the National Heritage List and is also a World Heritage listed place.

Places on the National and World Heritage lists are protected under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), which requires that approval be obtained before any action takes place that may have a significant impact on the heritage values of a listed place. An action is a project, a development, an undertaking, an activity or a series of activities, or an alteration of any of these things. A referral under the EPBC Act is required if a proposed action has, will have or is likely to have a significant impact on the heritage values of a National or World Heritage place.

As there are matters of national environmental significance in the vicinity of the proposed action, an assessment has been undertaken below to consider whether there is potential for an impact upon the heritage values of the Sydney Opera House.

Further details regarding the referrals process can be found on the Department of the Environment's website.¹¹

6.4.2 Assessment of Impact on the Outstanding Universal Value of the Sydney Opera House

Under the EPBC Act, a 'significant impact' is an impact that is important, notable or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted.

The Sydney Opera House is a sensitive place with exceptional heritage value at the highest levels nationally and internationally. The action will be located outside of the National and World Heritage boundary, but within the World Heritage Buffer Zone for the property.

In assessing the impact on the setting of the Sydney Opera House, the requirements of the Conservation Management Plan (CMP) for the Opera House have been considered. The CMP for the Sydney Opera House, Policy 4.1—Context and Setting states:

The significant, tangible and intangible aspects of the physical, visual, social, spiritual and historic setting and context of the Sydney Opera House should be retained, protected and conserved for present and future generations, in accordance with the Utzon Design Principles and this CMP... and include:

- *physical and visual relationship with the city and Sydney Harbour*
- *quality as a monumental sculpture in the round*
- *approach and arrival sequence of spaces, both beyond and within the site, providing an exceptional experience for patrons, performers and visitors*
- *international recognition as a masterpiece of 20th century architecture and as an architectural icon*
- *function as Australia's pre-eminent performing arts venue*
- *place in the Australian psyche as a cultural icon and as a focus for national celebrations and events.*¹²

The micro-brewery pod, proposed to be located to the west of the Sydney Opera House on the opposite side of Circular Quay, will be of sufficient distance from the Opera House to have a minimal effect on the building's setting and context as described in the CMP (above). The small scale of the pod will represent a minor change to the built environment of Circular Quay, and to the physical setting of the Sydney Opera House. As such the Outstanding Universal Value of the Sydney Opera House will be preserved.

The proposed use of the Tenancy 5 as a restaurant, bar and ancillary micro-brewery will draw activity into the area, which will serve to enhance the context of the Sydney Opera House. Tenancy 5 is currently vacant, and as such the area around it is largely devoid of activity. Drawing people to the northern end of the OPT, where views of the Sydney Opera House can be appreciated, will enhance the status of the Sydney Opera House as a cultural icon and the focus point of a lively social and cultural precinct.

Views of the Sydney Opera House from areas adjacent to the OPT are impacted when a ship is docked in Circular Quay, a regular occurrence. However, the effect on views of the Sydney Opera

House when no ship is in dock must be considered. As such, the effect of the brewery pod on views to and from public spaces within the Sydney Opera House (SOH) Buffer Zone have been considered from key viewpoints east of the brewery pod, as follows:

- Emerging views of the Sydney Opera House from The Rocks Conservation Area (Viewpoint A).

The Customs Officers' Stairs, located between the OPT and Campbell's Stores, are part of a well-utilised pedestrian thoroughfare providing access from Hickson Road to the waterfront and the OPT. Potential emerging views of the Sydney Opera House from the stairs are currently obscured by the existing grove of palm trees adjacent to Campbell's Stores (Figures 6.6, 6.7). If the current grove of trees is discounted, there would be emerging views of the Sydney Opera House from this location, with full views partly blocked by the northern tower of the OPT. The brewery pod could potentially further block these views, although any further obstruction to views would likely to be minor as the pod is sited closely to the OPT.

- Views from the public promenade adjacent to Campbell's Stores (Viewpoints B and C).

Views of the Sydney Opera House from the promenade near the eastern end of the Campbell's Stores will not be impacted by the brewery pod (Figures 6.5, 6.7). The pod, sited close to the OPT, will leave existing views between the two buildings intact, and this will be the condition for the whole of the length of Campbell's Stores. Figure 6.8 shows the current view from the promenade near the centre of Campbell's Stores, where there is a wide separation between the Opera House and the OPT, and no obstruction to views between the buildings.

In revising the design of the micro-brewery pod, priority has been given to preserving views between the SOH, Campbell's Stores and the public realm around Circular Quay west. The micro-brewery pod will not impact on views of the Sydney Opera House from the OPT, Campbell's Cove or Campbell's Stores. For the most part, views of the Sydney Opera House from The Rocks will remain unchanged, although there is potential that views of the SOH from the Customs Officers' Stairs could be blocked by the pod if the existing trees are removed at a later date. For this reason, the impact of the micro-brewery pod on views of the Sydney Opera House is considered to be acceptable and the Outstanding Universal Value of the Sydney Opera House will not be adversely impacted by the proposed development.

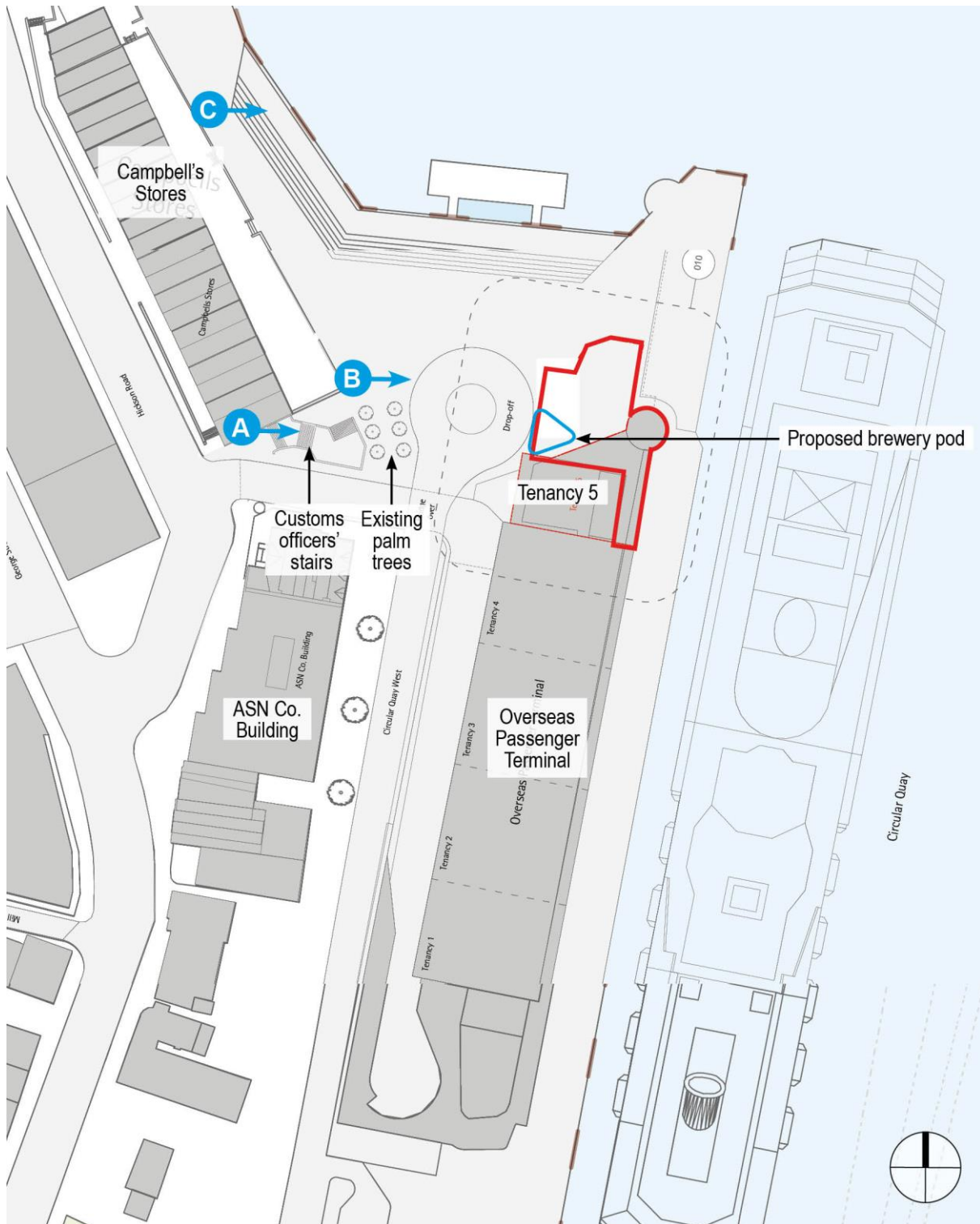


Figure 6.5 Plan showing location of Viewpoints A, B and C, looking towards the Sydney Opera House. (Source: Collins and Turner, with GML overlays, 2017)



Figure 6.6 Viewpoint A: Views of the Sydney Opera House from the Custom Officer's Stairs are blocked by existing palm trees. (Source: GML, July 2016)



Figure 6.7 Viewpoint B: Photomontage showing views of the Sydney Opera House from the public walkway near the eastern end of Campbell's Stores. The brewery pod will not result in an obstruction of views of the SOH from this location. (Source: Collins and Turner, 257_ADA_094C, 2017)



Figure 6.8 Viewpoint C: Existing view of the Sydney Opera House from the public walkway near centre of Campbell's Stores. This view will be unaffected by the brewery pod, the proposed location of which is outlined in red. The views of the OPT's tower will also remain unaffected. (Source: GML, with GML overlay, July 2016)



Figure 6.9 Existing harbour views from the top of the Customs Officers' Stairs. The visual connection between The Rocks and the harbour will remain unaffected by the micro-brewery pod, which would not be visible in this photograph. (Source: GML, July 2016)

6.4.3 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (the SREP)

As the OPT site is located within the World Heritage buffer zone of the Sydney Opera House, the project location is also included within the SREP. The SREP specifies ‘the need for development to preserve views and vistas between the Sydney Opera House and other public places’ within the buffer zone, for development to preserve the world heritage values of the place, and for ‘development to avoid any diminution of the visual prominence of the Sydney Opera House when viewed from other public places’ within the buffer zone.

The aim of the SREP provisions is to ensure that any development within the buffer zone would not create any additional impacts on the visual setting of the Sydney Opera House when compared with the current infrastructure and buildings associated with the OPT.

The nature and scale of the proposed development at the OPT does not exceed the height of the existing buildings and would have only a minor effect on the views or vistas from or to the Sydney Opera House. In summary, the proposed development would not reduce the visual prominence or have any adverse impacts on the significance or setting of the place.

6.4.4 Summary of Impact on Sydney Opera House

The subject site is located outside the National and World Heritage boundary of the Sydney Opera House, but is within the World Heritage buffer zone for the site.

As indicated in the assessment above, the proposed development will not visibly alter or impact the views and vistas to and from the Sydney Opera House. It is our view that the proposal would not be considered a controlled action under the EPBC Act and would not require referral as such to the Federal Minister for the Environment.

6.5 Endnotes

- ¹ NSW Office of Environment and Heritage, State Heritage Inventory, database No. 4560023, viewed 6 July 2016 <<http://www.environment.nsw.gov.au>>.
- ² Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 39.
- ³ NSW Office of Environment and Heritage, State Heritage Inventory, database No. 4560023, viewed 6 July 2016 <<http://www.environment.nsw.gov.au>>.
- ⁴ NSW Office of Environment and Heritage, State Heritage Inventory, database No. 4560023, viewed 6 July 2016 <<http://www.environment.nsw.gov.au>>.
- ⁵ Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 168.
- ⁶ Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 168.
- ⁷ NSW Office of Environment and Heritage, State Heritage Inventory, database No. 5053151, viewed 5 July 2016 <<http://www.environment.nsw.gov.au>>.
- ⁸ Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 39.
- ⁹ Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 27.
- ¹⁰ Sydney Harbour Foreshore Authority, The Rocks Heritage Management Plan Volume 1, April 2010, p 15.
- ¹¹ Department of the Environment <www.environment.gov.au>.
- ¹² Croker, A, Sydney Opera House Conservation Management Plan, fourth edition, June 2015.

7.0 Archaeological Impact Assessment

This section evaluates the subject site's potential to contain archaeological resources—both Aboriginal and historical—and identifies potential development impacts on those resources. It also assesses the heritage significance of known or potential historical archaeological remains, in order to identify appropriate mitigation measures for the management of the development impacts.

7.1 Aboriginal Archaeological Potential

The subject site is situated on artificially constructed, reclaimed land within the waters of Sydney Cove. As it was underwater until at least c1876, it is unlikely to contain evidence of Aboriginal habitation or use.

Any underwater evidence that might have remained within Sydney Cove would have been impacted by continuous European occupation of the site from the late eighteenth century, including ongoing modification of the maritime landscape to accommodate maritime trade and activities. The subject site has been assessed as having low or no Aboriginal archaeological potential.

7.2 Historical Archaeological Potential

7.2.1 Archaeology of the Neighbourhood

To date, there has been one archaeological investigation within the OPT site which has direct relevance to the nature and extent of potential archaeological remains which may exist within the subject site. Although a number of other archaeological investigations have been undertaken to the west of the study area,¹ the archaeological remains uncovered during these works are significantly different to those likely to be uncovered within the current study area. As such, the findings from these past investigations have not been reviewed for this report.

Dawes Point Battery Archaeological Excavations—Sydney Cove 1995

In 1995, archaeological excavations undertaken at Dawes Point to the north of the study area revealed highly significant archaeological remains. The site retains evidence of all phases of its historical occupation; particularly the exposed archaeological remains of its military functions from the eighteenth century until the construction of the Sydney Harbour Bridge. This includes the floor of the original powder magazine, the circular battery with evidence of four gun emplacements (fifth emplacement probably under the path), underground magazines, a stone ramp and the footings of the officers' quarters.² The high level of preservation at this site can be attributed to the repeated terracing and filling of the sloping topography with each successive phase of occupation.

Overseas Passenger Terminal Excavations—GML 2000

In February 2000, during the redevelopment of the Doyle's Restaurant, GML undertook archaeological investigations at the northern end of the OPT immediately south of the study area (Figure 7.7).

Archaeological investigations uncovered the remains of a north–south aligned seawall within an area being excavated for a new lift pit.³ The in situ section of wall measured approximately 2.1m long and comprised of a single course of four sandstone blocks, each with a maximum width of 560mm and approximately depth of 300–400mm. A single dislodged block located immediately east of the in situ wall segment may have been part of a second course of the wall. The top of the wall was located approximately 1m below the current ground level.

On either side of the wall were fill deposits related to reclamation works, although there is no information available on the possible date of these deposits. In addition to the seawall, remains of an east–west aligned timber beam were observed at the base of the pit (approximately 3m below the modern ground level). This was potentially part of an early wharf, though no further information on the timber was recorded as safe access to the base of the pit was not possible.

It is likely that this is the remains of the 1830s seawall, with the timber remains of the 1870s wharf structure constructed to the east of this wall. The reclamation fill to the east of the wall would likely represent the 1950–1960s reclamation for the construction of the OPT.

Campbell's Cove Initial Archaeological Assessment—Sydney Harbour Foreshore Authority 2012

The Sydney Harbour Foreshore Authority (SHFA, now Property Management NSW) prepared an archaeological assessment of Campbell's Cove, which borders the OPT study area to the northwest. It indicates that there were multiple seawalls constructed around Campbell's Cove, with two phases of reclamation in the 1830s and the 1950s. Throughout the late nineteenth century and early twentieth century, multiple iterations of wharves and piers were constructed of timber, extending across the seawalls and into the harbour on piles.

7.2.2 Phases of Development

Phase 1: European Development of Sydney Cove—1788 to 1837

Analysis of historic maps from the mid-nineteenth century shows that the site remained **with lies beyond** the edge of land which was reclaimed on the western side of Sydney Cove in the 1850s.

Phase 2: Early Reclamation of Land in Sydney Cove—1837 to c1850

Remodelling of the head of Sydney Cove commenced under the supervision of Colonial Engineer Captain George Barney in 1837, with convicts working between 1837 and 1847 to construct a substantial stone seawall to reclaim approximately 10 acres of mudflats at the southern end of Sydney Cove, then named Semi-Circular Quay. The completed project was named Semi-Circular Quay and raised the whole area by approximately 600mm.⁴

The northern portion of the shore appears to have been reclaimed and modified in an ad hoc fashion by the occupants, including Campbell, as shown in a plan of Sydney Cove published by Francis and Shields in 1845. This indicates that the study area is located east of the shoreline at this time (Figure 7.1). It is highly improbable that archaeological evidence of the seawall constructed from 1837 would extend within the study area.

Governor Fitzroy's later extension of this seawall to the northern end of the harbour, creating Circular Quay, is shown in the Trigonometrical Survey of Sydney dated to 1865 (Figure 7.2). This indicates that the study area was largely situated within the waters of Sydney Cove, with some potential for the 1850s seawall extension to be located in the southwestern portion of the study area.

Phase 3: Continued Reclamation of Land in Sydney Cove—1876 to 1958

Dove's Plan of Sydney, dated 1879–1880 (Figure 7.3), shows the expansion of the wharfage undertaken by the Australasian Steam Navigation Company, which purchased Campbell's Wharf (immediately northwest of the study area) in 1876.⁵ A detailed press report of November 1877 describes the construction of a wharf 320 feet long with two jetties 250 and 350 feet long (the jetties are located to the north of the current study area). Another stone seawall was constructed with material quarried at

Pymont (Figure 7.3).⁶ Given the similarities between the alignment of the wall shown in Figures 7.2 and 7.3, it is possible this phase of construction did not affect the alignment of the shore within the study area, or only consisted of upgrades or repairs. Therefore the stone wall that was identified by GML in 2000 is likely to be this wall shown curving to the southwest corner of the site.

The 2012 assessment of Campbell's Cove undertaken by the SHFA indicates that the additional space shown within the study area in Figure 7.3 is extended wharfage constructed on timber piers over the wall.⁷

In 1903 the Norddeutscher Lloyd Shipping Company constructed a substantial warehouse fronting Sydney Cove, parallel to and straddling the seawall. The warehouse extended parallel to the western boundary of the study area (Figure 7.4). By 1925, the wharfage over the wall is extended to the north, again creating additional usable space beyond the study area.⁸ The northern end of the Norddeutscher Lloyd Shipping Company store and offices were constructed extending across this new space, and this is visible as a triangular addition in a 1949 aerial of the site (Figure 7.4).

Immediately east of the 1903 warehouse, the subject site remained undeveloped, likely a working space for loading and unloading vessels.

During this phase, the eastern half of the study area remained within the waters of Sydney Cove.

Phase 4: Overseas Passenger Terminal—1958 to Present

In 1958, construction of the OPT (then Sydney Cove Passenger Terminal) commenced including further land reclamation in the eastern and northern portions of the study area. At the northern portion of the study area, the 1903 timber wharf was removed and the land reclaimed. Additional reclamation was undertaken east of the c1850s seawall and the newly reclaimed land was enclosed with a new reinforced concrete seawall (see Section 2.4 for construction details). Images of the reclamation process (Figure 7.6) indicate that most of the wharf structures were removed to accommodate the introduction of reclamation fill. Following this phase of reclamation, this portion of the site was used as a carpark.

Further alterations were undertaken within the subject site between 1985–1987.⁹ This comprised the remodelling of the existing carpark to accommodate new restaurant facilities. A stairway leading from the ground to the second floor of the OPT building was erected on the western edge of the study area (Figure 7.7). The staircase was subsequently removed during additional remodelling completed between 1999–2000.



Figure 7.1 Woolcott and Clarke's map of the City of Sydney, dated 1854. (Source: NLA with GML overlay)

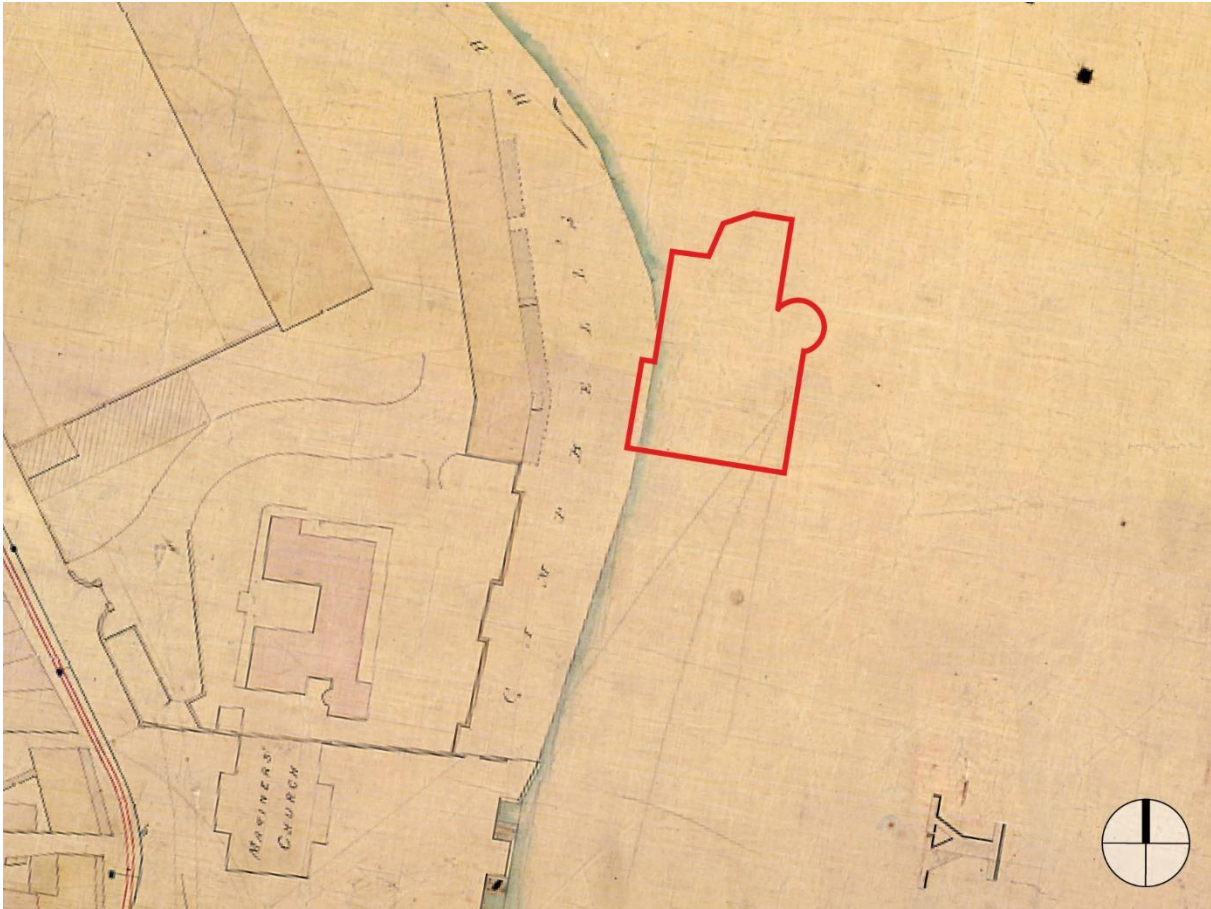


Figure 7.2 Trigonometrical Survey of Sydney, dated to 1865. (Source: City of Sydney Archives with GML overlay)

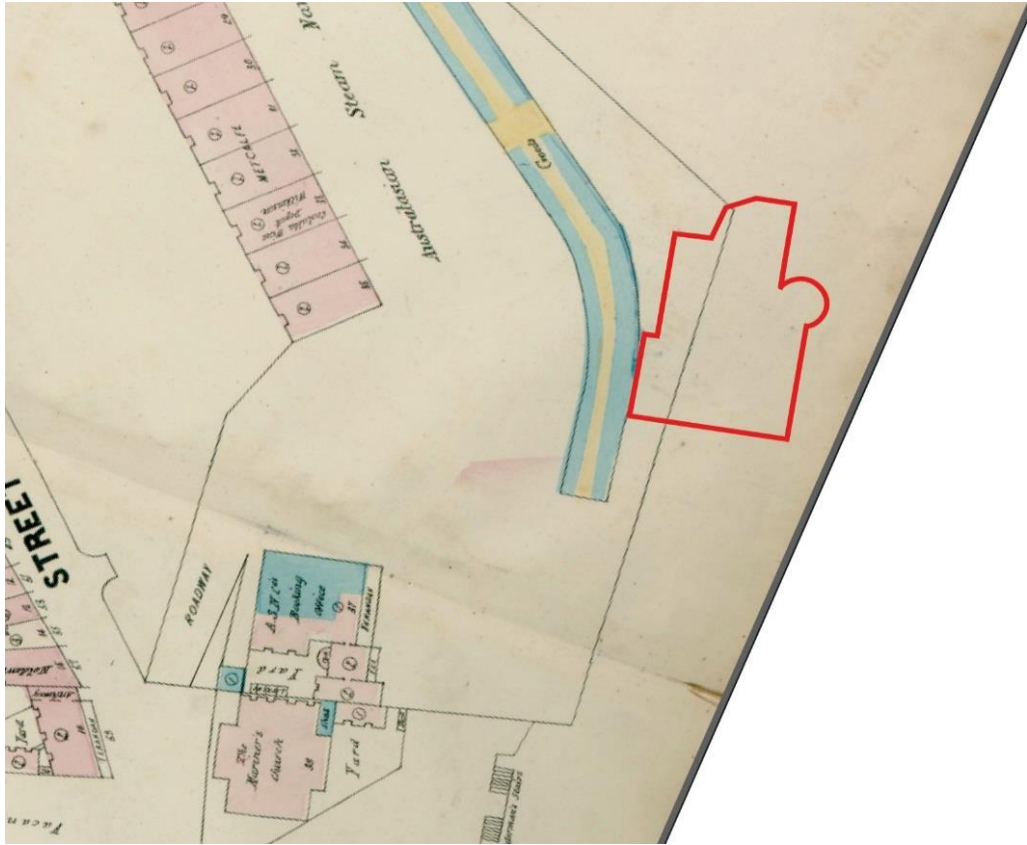


Figure 7.3 Doves Plans of Sydney, dated 1880. (Source: City of Sydney Archives with GML overlay)



Figure 7.4 Historic aerial photograph dated 1949. (Source: LPI NSW with GML overlay)



Figure 7.5 Looking southwest towards subject site (indicated with an arrow), showing timber piles construction of the wharf over the earlier seawall, c1935s. (Source: City of Sydney Archives, 088\088956)



Figure 7.6 Looking southwest towards the subject site—construction of new reclaimed area immediately north of the OPT building is visible in image foreground (circled), dated 1969. (Source: City of Sydney Archives SRC17932 with GML overlay)



Figure 7.7 Looking southwest towards the subject site (white arrow) showing works associated with the building upgrade—the white framework in the background is for the existing steps situated outside the northern edge of the study area, June 1987. (Source: City of Sydney Archives, CRS 422/3/523 with GML overlay)

7.2.3 Assessment of Site Disturbance

Historical archaeological excavations undertaken by GML within the study area in 2000 have indicated that the remains of the 1850s seawall remain intact to the south of the study area. Later reclamation works undertaken in the eastern portion of the study area in the 1960s, as part of the construction of the OPT, does not appear to have impacted on evidence associated with earlier phases of reclamation.

Development of the OPT would have entailed demolition of the 1876 ASN Co wharves in the southwest portion of the study area and the early twentieth-century timber wharf which extended along the northern portion of the study area. Given that the warehouse and office structures were constructed on the wharf, the only remaining evidence on the east side of the study area is likely limited to the timber posts on which the constructed. Photographs showing reclamation during construction of the OPT indicates that most of the overlying structures in the north end of the study area were demolished (Figure 7.6).

Generally, remodelling of the subject site between 1985 and 1987 would have resulted to little or no impact to potential archaeological remains within the study area. Construction of a large external staircase (demolished 2001¹⁰) is likely to have resulted in a localised impact to an estimated depth of 1m below the modern ground surface to accommodate concrete pads or similar foundations. Previous investigations south of the study area (GML 2000) have indicated that archaeological remains are likely to exist at a depth of greater than 1m below current ground surface, so these works would have had only a minor impact to subsurface archaeological remains or deposits.

7.2.4 Historical Archaeological Potential

‘Archaeological potential’ refers the possibility that physical evidence associated with historical phases will survive on a site. It is an assessment made by interpreting the results of historical analysis (Sections 2 and 7.1) relative to the nature and extent of previous physical disturbance at a site (Section 7.2). This analysis helps determine the degree to which it is likely that historical archaeological evidence will remain in situ within a given area.

Archaeological potential is usually described as low, moderate or high, and is assessed as follows:

- low—it is unlikely that archaeological evidence associated with this historical phase or feature survives;
- moderate—it is possible that some archaeological evidence associated with this historical phase or feature survive. If archaeological remains survive they may have been subject to some disturbance; and
- high—it is likely that archaeological evidence associated with this historical phase or feature survives intact.

The overall potential for archaeological remains to be present in the western half of the subject site is considered to be high. Based on the historical analysis, the eastern half of the site remained undeveloped prior to the construction of the OPT wharf and there is no potential for archaeological remains in this area.

Assessment of the historical evidence suggests that remains of the 1850s seawall would be located outside of or bordering the western edge of the study area, with remains of the 1876 modifications to the shoreline potentially situated within the western part of the site. However, the section of wall observed during the 2000 archaeological monitoring is possibly a part of the 1850s seawall, although it is not

possible to attribute a date to the wall recorded based on the currently available information. The archaeological monitoring also noted the presence of reclamation deposits potentially of historical interest and there is considered to be a high potential for similar deposits to be present in the western part of the site behind the segment of seawall. There is also a moderate potential for remains of the c1903 timber wharf comprising supporting piers and structural components to be present within the 1960s reclamation fill.

Table 7.1 contains a summary of the potential archaeological remains and factors which may have compromised their survival within the subject site.

Table 7.1 Summary of Potential Archaeological Remains.

Potential Historical Archaeological Remains	Integrity of Remains	Archaeological Potential
Remains of 1850s seawall	Intact remains of the north–south seawall may survive within the southwestern portion of the subject site beneath the existing pavement surface, curving to the west.	High
Remains of the 1876 wharf and structures	Partial or disturbed remains of the north–south wharf may survive within the southwestern portion of the subject site beneath the existing pavement surface. There is no potential for evidence of the features associated with maritime trade (cranes, anchor points, ephemeral structures such as small sheds.	Moderate
Nineteenth-century reclamation deposits	Deposits may survive below modern fill associated with the multiple phases of construction of the OPT.	Moderate or High
Remains of the c1903 timber wharf	Intact remains of the timber piles, piers and other structural remains associated with the c1903 wharf may survive within the 1960s reclamation fill deposits.	Moderate

7.3 Assessment of Significance

7.3.1 Preamble

Archaeological significance refers to the heritage significance of known or potential archaeological remains. As with other types of heritage items, archaeological remains should be managed in accordance with their significance. In situations where development is proposed, this can influence the degree of impact that may be acceptable or the level of investigation and recording that may be required. This section assesses the significance of the potential archaeological resource at the study area, in conjunction with its built heritage values and against the NSW Heritage Branch (now Heritage Division) criteria.

While subsurface archaeological remains often form an integral component of the overall significance of a heritage place, it is necessary to assess them independently from above ground, as well as other historic elements. Assessing the heritage value of these subsurface archaeological remains is made more difficult by the fact that their extent and nature is often unknown. It becomes necessary for judgements to be made on the basis of expected or potential attributes.

This significance assessment specifically considers the historical archaeological resource of the site.

7.3.2 Assessment Framework

The assessment of significance of historical archaeological relics requires a specialised framework for consideration of their research potential. Generally, relics with a greater research potential will be of

higher heritage significance. The most widely used framework for assessing archaeological research potential is three key questions developed by Bickford and Sullivan in 1984:¹¹

1. Can the site contribute knowledge that no other resource can?
2. Can the site contribute knowledge that no other site can?
3. Is this knowledge relevant to general questions about human history or other substantive questions relating to Australian history, or does it contribute to other major research questions?

Use of the Bickford and Sullivan questions provide basic but essential information. In addition to the current NSW Heritage Criteria, the Heritage Branch has prepared a set of guidelines to allow consideration of how an individual archaeological site or relic may be assessed in its own right.

The significance assessment of the subject site's archaeological resource is carried out by applying criteria expressed in the publication *Assessing Significance for Historical Archaeological Sites and Relics*, prepared by the Heritage Branch, formerly Department of Planning (NSW) (now the Heritage Division, OEH, Department of Premier and Cabinet) in December 2009, which also includes Bickford and Sullivan's questions.

7.3.3 Bickford and Sullivan's Questions

Can the site contribute knowledge that no other resource can?

The research undertaken as part of this project has included an evaluation of available documentary evidence. While much is already known about the historical development of the site and the specific land-use over time, additional information obtained through archaeological investigation has the potential to supplement or contradict documentary sources and provide a more complete picture of the site. Evidence associated with any surviving occupation or other artefact-bearing deposits may also provide insight into details of the activities that were carried out there. For example, remains of the earlier nineteenth century seawall(s) have the potential to provide information on reclamation processes and wharf construction.

Can the site contribute knowledge that no other site can?

The potential archaeological remains within the subject site have the potential to provide physical evidence that could be used to supplement and test what is known about the place and its history from other sources. Archaeological evidence relating to the development of the private wharves in the nineteenth and early twentieth century can contribute to a more comprehensive understanding of the development of Circular Quay as a major maritime hub throughout Sydney's history. The knowledge gained from this site can also be compared with remains excavated at sites such as Barangaroo which, while contemporary were used for differing maritime trades, and variations in use through differing wharf constructions may be evident.

Is this knowledge relevant to general questions about human history or other substantive questions relating to Australian history, or does it contribute to other major research questions?

The subject site forms part of the historical development of Sydney Cove, a highly significant site connected to the initial European settlement in Sydney. Furthermore, the site lies adjacent to the Sydney Cove West Archaeological Precinct which is considered to be of 'national significance for its potential to inform of human endeavour in the Sydney Cove West precinct, and by extension, the development of

the colony of New South Wales and Australia'.¹² To this end, the knowledge that may be derived from the archaeological investigation of this site may be able to address specific research questions about the development of the later nineteenth and early twentieth century wharves, including developments in maritime technology.

7.3.4 NSW Heritage Criteria for Assessing Significance Relating to Archaeological Sites and Relics

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

Circular Quay has been in continuous maritime use since the landing of the First Fleet in 1788 until the present day. Remains of the nineteenth century seawalls, reclamation deposits and the early twentieth century timber wharf can contribute to our understanding of the modification of the landscape and changes in maritime practices.

Remains of the 1876 and early twentieth century timber wharves would meet this criterion at a local level. If present within the subject site, remains of the 1830s seawall would meet this criterion at a state level due to its association with an earlier phase of development at Circular Quay and its connection with state significant archaeological remains within the adjacent Sydney Cove West Archaeological Precinct.

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

The subject site is associated with the Australasian Steam Navigation Company, a Sydney-based company founded in 1851, who took possession of Campbell's Cove in the 1870s and has connections with development of the maritime industry and sea transportation.

The potential archaeological remains of the 1876 wharf, constructed by the company, meet this criterion at a local level.

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

The aesthetic significance of archaeological features remains unknown until the features have been exposed. However, based on the expected degree of archaeological survival within the study area, it is not considered likely that the remains would exhibit evidence of either aesthetic characteristics, or creative/technical achievement.

This criterion is not considered to be met at a state or local level.

Criterion (d) An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons

The subject site, as it forms part of the wider Sydney Cove, is of significance to the people of Sydney due to its association with European settlement and development. The subject site has served continuously as a wharf facility since the 1850s and has operated as a public space since construction of the OPT in 1960.

The intact historical archaeological remains would meet this criterion at a local and possibly state level, depending on the location of the 1830s seawall and associated reclamation within the site.

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

Subsurface archaeological remains within the subject site have a high research potential to yield information on the development of the maritime industry in Sydney. The multiple phases of seawall construction and the associated reclamation fills have potential to reveal interpretive information for the gradual conversion of the cove, the function of sealed reclamation surfaces and the methods of infilling and seawall construction. To a lesser extent, remains of the c1903 timber wharf could also contribute information on the development of construction techniques, and provide comparative data to the remains recently excavated at Barangaroo which provide a contemporaneous commercial maritime site.

The potential archaeological remains of the 1876 wharf and the c1903 timber wharf would meet this criterion at a local level. Remains of the 1830s seawall, if present within the subject site, would meet this criterion at a state level.

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

The extension of the sandstone seawall to Campbell's Cove in the 1850s represents a major piece of colonial engineering. Although these remains may be somewhat disturbed as a result of disturbance caused during construction of the OPT, the 1850s seawall is considered an uncommon remnant of the public works around Circular Quay from this date, and can contribute to our understanding of the development of this area as an important maritime site. The potential archaeological remains would meet this criterion at a state level.

Remains comparable to the 1876 seawall and c1903 wharf structure are more widely represented across the Sydney region, in particular with the development of Darling Harbour and Woolloomooloo as competing maritime ports in the later nineteenth and twentieth centuries. This means that these remains are not considered to be an uncommon resource and would not meet this criterion at a state or local level.

Criterion (g) An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments)

The archaeological remains within the subject site are likely to be heavily disturbed and fragmentary as a result of continuing development impacts within the site, and would provide limited evidence for the overall characteristics of the wharf facilities.

This criterion is not met at the state or local level.

7.3.5 Summary Statement of Significance

The archaeological resources of the OPT site hold significance as a component of the place's history and importance to NSW. The 1840s–1850s seawall, which represents a major stage of development in the establishment of Circular Quay as a continuing site of commercial maritime use, is particularly notable. The archaeological remains are expected to consist exclusively of evidence for the establishment of private wharves during the latter half of the nineteenth and early twentieth centuries, and have the potential to contribute to our understanding of the development of the Circular Quay, and particularly Campbell's Cove, as a commercial maritime hub. The subject site has connections to a local

nineteenth-century shipping company, and is considered to be of value to the people of Sydney for its more recent continued use as a public space.

7.4 Archaeological Impact Assessment

7.4.1 Potential Impacts

Further to the description of the proposed development outlined in Section 5 of this report, this section will be focused on the proposed brewery pod. Construction of the proposed pod would require excavation for new foundations, which will have the potential to impact on archaeological remains. As all other works proposed within the subject site would entail modifications to above ground structures and would not result in any impacts on subsurface remains, these works have not been assessed further.

The proposed brewery pod would consist of a single storey structure founded on a structural concrete footing extending to a depth of approximately 1800mm below the present day ground level in an area with potential for the 1850s seawall.¹³ This information, as documented by the project architect (see Figure 7.9), has been relied upon to assess the potential impacts that the development may have on any archaeological remains identified within the study area. We understand that the extent of the concrete footings is yet to be finalised.

7.4.2 Summary of Archaeological Impacts

Based on the results of this assessment there is a moderate to high potential that archaeological remains may be present within approximately 1m of the present day surface. The proposed excavation for the structural footing for the pod to a depth of approximately 1800mm may have an impact on archaeological deposits or structures present within the site. The construction of the footing would have a high level of impact, completely removing any archaeological remains within the footprint to the maximum depth of the proposed excavation.

7.4.3 Mitigation Measures

Given the archaeological assessment, in the event that significant archaeological remains are present within the area of ground disturbance associated with the pod, the construction activity has the potential to result in a high level of impact to significant archaeology. The remains would be of local, or state significance depending on the nature and extent of any that may be present. To mitigate against the impacts of the proposed development a program of archaeological test excavation within the footprint of the proposed pod foundations is recommended. This will help to determine the location of the predicted archaeological remains, in particular the nineteenth-century seawalls, and assess their degree of survival and intactness. It is recommended that the 1850s seawall, if present, be retained in situ. Such remains represent significant aspects of the early development of Sydney, and are integral to the maritime history of Circular Quay.

Options for further methods of non-invasive investigation may be employed, such as ground penetrating radar. Yet due to the rubble fill commonly used for reclamation, such methods may not provide sufficiently conclusive evidence, necessitating test excavation to confirm their veracity. It is therefore not recommended that this is employed at this time.

Impacts to the 1876 and early twentieth-century wharf structure and any reclamation deposits could be mitigated through a program of detailed archaeological recording. The results of the archaeological test excavation could also be used to inform the final foundation design for the proposed pod to avoid any impacts to archaeological remains if necessary.

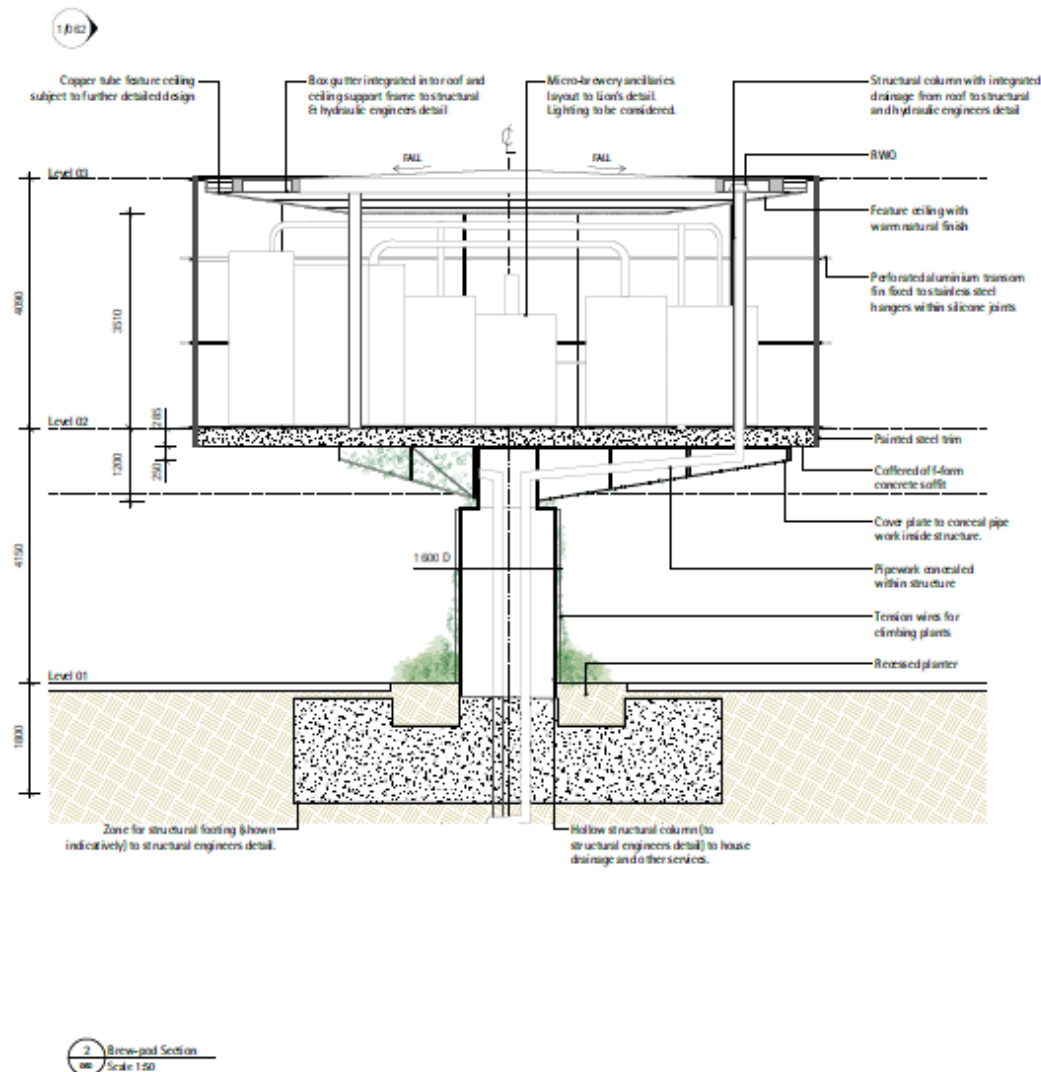


Figure 7.9 Preliminary design section showing proposed foundation for the brewery pod. (Source: Collins and Turner, 28 April 2017)

7.5 Endnotes

- ¹ See Casey and Lowe, Sydney, 'Museum of Contemporary Art—Macquarie Dockyard', viewed 19 August 2016 <<http://www.caseyandlowe.com.au/sitemca.htm>>.
- ² State Heritage Inventory, 'Dawes Point Battery remains', viewed 27 April 2017 <<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5053114>>.
- ³ Godden Mackay Logan, N. Iacono, letter to NSW Heritage Office, 8 February 2000.
- ⁴ Godden Mackay Pty Ltd, Circular Quay Waterfront Strategy, prepared for the NSW Department of Public Works and Services, October 1997, p 6.
- ⁵ Sydney Harbour Foreshore Authority, 2012, *Sydney Harbour Foreshore Authority: Campbell's Cove Initial Archaeological Assessment*, Draft Report, June 2012, p 28.
- ⁶ Sydney Harbour Foreshore Authority, 2012, *Sydney Harbour Foreshore Authority: Campbell's Cove Initial Archaeological Assessment*, Draft Report, June 2012, p 15.

- ⁷ Sydney Harbour Foreshore Authority, 2012, *Sydney Harbour Foreshore Authority: Campbell's Cove Initial Archaeological Assessment*, Draft Report, June 2012, p 30.
- ⁸ Sydney Harbour Foreshore Authority, 2012, *Sydney Harbour Foreshore Authority: Campbell's Cove Initial Archaeological Assessment*, Draft Report, June 2012, p 33.
- ⁹ Godden Mackay Logan, 1999, Sydney Cove Passenger Terminal—Heritage Impact Statement, report prepared for Australian Pacific Projects.
- ¹⁰ Port Authority of NSW, Sydney, 'OPT Upgrade', viewed 18 August 2016 <http://www.sydneyports.com.au/projects_and_planning/opt_upgrade>.
- ¹¹ Bickford, A and Sullivan, S 1984, 'Assessing the Research Significance of Historic Sites', in Sullivan S and Bowdler S (eds), *Site Surveys and Significance Assessment in Australian Archaeology* (proceedings of the 1981 Springwood Conference on Australian Prehistory), Department of Prehistory, Research School of Pacific Studies, the Australian National University, Canberra.
- ¹² Property NSW, Sydney, 'Sydney Cove West Archaeological Precinct', viewed 19 August 2016 <http://www.shfa.nsw.gov.au/sydney-About_us-Heritage_role-Heritage_and_Conservation_Register.htm&objectid=484>.
- ¹³ J Stanfield, Jnr Project Manager of Ridgemill Pty Ltd, email 17 August 2016.

8.0 Conclusion and Recommendations

8.1 Conclusion

This HIS has considered the impacts on the heritage significance of the OPT that are likely to arise should the microbrewery proposed for Tenancy 5, and associated development, proceed. In addition, the potential impacts on heritage items in the vicinity, The Rocks Conservation Area and the Sydney Opera House (given the proposal is located within the buffer zone) have been assessed. The following conclusions and recommendations are made as a result of that assessment.

The subject site has been assessed as having low or no Aboriginal archaeological potential. The historical archaeological assessment notes that there is a moderate to high potential that archaeological remains may be present within approximately 1m of the present-day surface. Excavation for the concrete structural footing associated with the pod may have an impact on archaeological deposits or structures present within the site. Additionally, if remains are in situ, the structural footing would have a high level of impact, completely removing any archaeological remains within the footprint to the maximum depth of excavation.

The proposed works associated with the use of Tenancy 5 as a restaurant, bar and microbrewery have been assessed as giving rise to some impact on aspects of the heritage significance of the OPT. The proposed use and occupation of Tenancy 5 will activate the northern section of the building and The Rocks as it will potentially increase access to and appreciation of The Rocks Conservation Area, heritage items in the vicinity and the harbourside setting.

The physical alterations proposed to the exterior of the OPT building are generally considered to be acceptable. The alterations will not impact any significant historic fabric. The proposed changes to the exterior of the building have been designed to be sympathetic to the architectural qualities and language used in the existing building, and are broadly consistent with the established maritime character and aesthetic of the OPT. The proposed external works to the OPT building will not impact on the building's physical connection and strong association with the harbour and Circular Quay.

In heritage terms, the brewery pod will change the existing silhouette of the OPT and arrangement of built form at the northern end of the building. The proposal will alter some views to the OPT. As such, there will be some impact on the OPT as a result of the form and siting of the brewery pod. In developing the pod concept, several design options have been considered. We understand that the functional requirements are such that the brewing function is not able to be accommodated inside the OPT building. Given the constraints, the triangular form of the pod and location close to the OPT have been developed to minimise potential disruption of views to and from heritage items in the area, including views to and from the SOH. A consequence of this is that the proposed pod does not sit altogether comfortably against the larger building. This has given rise to the potential to impact on the visual appreciation of the northern elevation of the OPT.

At the same time, however, the pod has been designed to be as small as possible, and the use of an architectural language that is sympathetic to the OPT. The landmark qualities of the OPT will not be impacted by the proposed works and the existing northern tower element will remain dominant. Given the scale, form and design character of the proposed brewery pod, however, and the history of change and adaptation that the building has been subjected to, combined with the fact that the pod design has been developed in close collaboration with architect Lawrence Nield, the proposal is generally considered to be acceptable from a heritage perspective.

The brewery pod is not located within the State Heritage Register listed curtilage for Campbell's Stores. Yet it is partially located within the 2014 CMP identified heritage curtilage of Campbell's Stores, and will have a minor and acceptable effect on the setting of that building. The close association of Campbell's Stores to the harbour, and the maritime character of its setting, will remain unaffected.

The proposed works, in particular the revised brewery pod, will have a minor impact on the setting and views of other heritage items in the vicinity: the ASN Co Building, Metcalfe Bond Stores and the Sydney Harbour Bridge. The brewery pod's location (set some distance from neighbouring built elements) is, by comparison to the item's, relatively modest in scale. It is a simple contemporary form elevated from ground level and this will help ensure that it will not overwhelm or significantly impact on the heritage items in the vicinity. The display of the plant and equipment associated with the microbrewery function will complement the historical industrial character of the area and is considered acceptable in heritage terms.

The brewery pod will have a minor impact on The Rocks Conservation Area. Yet its scale and design character will not diminish or impact the legibility of The Rocks as a culturally significant historic precinct. The visual connection between Hickson Road and the harbour, by way of the Customs Officers' Stairs, will not be impacted by the brewery pod. The small scale of the pod and its positioning is such that it will be visually recessive and unobtrusive from the harbour and surrounding areas. The pod will result in a small reduction to the physical connection between The Rocks and the harbour, but generous public access to the harbour will remain in place in the public domain around Campbell's Cove.

The proposed works, in particular the revised brewery pod, are considered to be minor additions that will have a minor visual impact on the physical setting of the World Heritage inscribed Sydney Opera House. The brewery pod, small in scale and separated from the Opera House by water and the width of Circular Quay, will not dominate or overwhelm the Sydney Opera House. There will be no impact on views of the Opera House from areas to the west of Tenancy 5, including Campbell's Stores and Campbell's Cove.

In summary, the revised proposal, including the revised pod design, deletion of sunshading and external bar from the northern forecourt, demonstrates that careful consideration has been given to criticisms of aspects of the original proposal. The key issue related to the obstruction of views to the SOH has been addressed, with the result that there will be no impact on views to and from the public realm, Campbell's Stores and the SOH as a result of the proposal. It is considered that the proposed development will not result in any adverse impact on the Sydney Opera House. The deletion of sunshading and the external bar from the revised proposal also addresses concerns about the introduction of visual clutter in the northern forecourt.

The proposed development, in particular the brewery pod, has the potential to result in some adverse impact on the OPT, surrounding heritage items and The Rocks Conservation Area. However, there is also the potential for a positive impact in the reactivation of the area, which is in accordance with the Vision Statement for The Rocks, and will not adversely impact on views within the area or from the harbour. As such, the proposed development is assessed as overall having an acceptable heritage impact.

8.2 Recommendations

The following recommendations are made in relation to the proposed development.

- An Archaeological Research Design should be prepared to guide and manage a program for archaeological test excavation.
- A program of archaeological test excavation should be undertaken to determine the location and nature of the archaeological remains, in particular the 1850s seawall.
- Depending on the findings of the archaeological test excavation a review of the proposed design and/or location of the structural footing for the pod may be required to avoid impact on state archaeological remains, such as the 1850s seawall.
- Framing, transoms and mullions to the new external façade glazing should correspond to the existing building façades in terms of width of framing sections, to allow for visual consistency across the whole of the OPT building's eastern and northern elevations.
- Colours and finishes for the proposed decks and façades should match existing.
- All glazed screens located on the inside face of balustrades should be constructed using non-reflective glass. The proposed heights of the glazed wind barriers should be reviewed to ensure that they do not impact on the architectural character and significance of the OPT.
- Details of the proposed external signage are to be reviewed for approval.
- The height of the external fencing should be reviewed, to reduce any potential impact on the precinct. It is considered that 1200mm would be a more suitable height for the fencing in terms of visual impact.
- The existing steel structure of the OPT is to be retained, and protected during construction.
- Furniture and fixtures proposed for external areas shall be of a quality and durability suited to an exposed harbourside location to ensure that these items do not visually detract from the OPT or its surroundings.
- Lighting of the pod at night the pod should be subtle, to avoid overwhelming surrounding buildings including the SOH.

9.0 Appendices

Appendix A

Collins and Turner architectural drawings:

Drawing No.	Title	Revision	Date
257_ADA_000	Cover Page	D	07.04.2017
257_ADA_001	Location Plan 1:4000	B	07.04.2017
257_ADA_002	Location Plan 1:1000	B	07.04.2017
257_ADA_010	Level 1 Demolition	F	07.11.2016
257_ADA_011	Level 2 Demolition	G	07.04.2017
257_ADA_012	Level 1 Proposed	H	07.04.2017
257_ADA_013	Level 2 proposed	H	07.04.2017
257_ADA_020	Elevation East	D	07.04.2017
257_ADA_021	Elevation West	D	07.07.2017
257_ADA_022	Elevation North	D	07.04.2017
257_ADA_023	Elevation East (Demolition)	B	07.04.2017
257_ADA_024	Elevation West (Demolition)	B	07.04.2017
257_ADA_025	Elevation North (Demolition)	B	07.04.2017
257_ADA_030	Section 1	D	07.04.2017
257_ADA_060	Brewery Pod Plan	C	07.04.2017
257_ADA_061	Brewery Pod Perspective	3	07.04.2017
257_ADA_062	Micro-brewery Pod Section	A	11.04.2017
257_ADA_080	View Impact Analysis Reference Plan	B	28.04.2017
257_ADA_081	View Impact Analysis View 1–Opera House	A	24.08.2016
257_ADA_082	View Impact Analysis View 1–Opera House	C	07.04.2017
257_ADA_084	View Impact Analysis View 1A–Opera House	A	24.08.2016
257_ADA_085	View Impact Analysis View 1A–Opera House	C	07.04.2017
257_ADA_087	View Impact Analysis View 2–Ferry	A	24.08.2016
257_ADA_088	View Impact Analysis View 2–Ferry	C	07.04.2017
257_ADA_090	View Impact Analysis View 3–Hyatt Hotel	A	24.08.2016
257_ADA_091	View Impact Analysis View 3–Hyatt Hotel	C	07.04.2017
257_ADA_093	View Impact Analysis View 4–Public Stair	A	24.08.2016
257_ADA_094	View Impact Analysis View 4–Public Stair	C	07.04.2017
257_ADA_096	View Impact Analysis View 5–ASN Co Building	A	24.08.2016
257_ADA_097	View Impact Analysis View 5–ASN Co Building	C	07.04.2017
257_ADA_098	View Impact Analysis View 6	A	24.08.2016

GML Heritage

257_ADA_110	Materials and Images	C	07.04.2017
257_ADA_111	Artist's Impression	C	07.04.2017
257_ADA_112	Artist's Impression	A	07.04.2017
257_ADA_113	Artist's Impression	A	07.04.2017
257_ADA_114	Artist's Impression	A	07.04.2017