

# Heritage Impact Statement

*Weir Philips*

# HERITAGE IMPACT STATEMENT

*Cockle Bay Wharf Redevelopment*

241-249 Wheat Road, Cockle Bay



The Pyrmont Bridge in the early 20<sup>th</sup> Century looking towards the subject site. Source: NSW Heritage Council

**Weir  
Phillips**  
Heritage

Level 19  
100 William Street  
Sydney NSW 2011  
(02) 8076 5317

October 2016

## Table of Contents

<b>1.0</b>	<b>INTRODUCTION .....</b>	<b>1</b>
1.1	PREAMBLE.....	1
1.2	AUTHORSHIP.....	1
1.3	REPORT REQUIREMENTS.....	1
1.3	LIMITATIONS.....	1
1.4	METHODOLOGY.....	2
1.5	DOCUMENTARY EVIDENCE.....	2
1.5.1	GENERAL REFERENCES.....	2
1.5.2	HISTORIC PLANS AND PHOTOGRAPHS .....	2
1.5.3	HERITAGE LISTING SHEETS .....	2
1.5.4	PLANNING DOCUMENTS .....	2
1.6	SITE LOCATION.....	2
<b>2.0</b>	<b>BRIEF OUTLINE OF THE HISTORICAL DEVELOPMENT OF THE SITE .....</b>	<b>4</b>
2.1	ORIGINAL OCCUPATION.....	4
2.2	EARLY EUROPEAN LAND USE .....	4
2.3	MID NINETEENTH CENTURY EXPANSION AND THE FIRST PYRMONT BRIDGE.....	6
2.4	DARLING HARBOUR IN THE LATE NINETEENTH CENTURY AND THE SECOND PYRMONT BRIDGE 7	
2.5	DARLING HARBOUR AFTER 1900.....	10
2.6	THE WESTERN DISTRIBUTOR AND THE CLOSURE OF PYRMONT BRIDGE .....	12
2.7	THE REVITALIZATION OF DARLING HARBOUR.....	12
<b>3.0</b>	<b>SITE ASSESSMENT .....</b>	<b>12</b>
3.1	THE SITE .....	12
3.3	THE SURROUNDING AREA.....	13
<b>4.0</b>	<b>ASSESSMENT OF SIGNIFICANCE .....</b>	<b>13</b>
4.1	SUMMARY OF EXISTING CITATIONS AND LISTINGS FOR THE SITE.....	13
4.2	HERITAGE ITEMS IN THE VICINITY OF THE SITE.....	14
4.3	VIEW CORRIDORS.....	16
4.4	STATEMENT OF SIGNIFICANCE .....	18
<b>5.0</b>	<b>SCOPE OF WORKS .....</b>	<b>19</b>
<b>6.0</b>	<b>EFFECT OF WORKS .....</b>	<b>19</b>
<b>6.1</b>	<b>METHOD OF ASSESSMENT.....</b>	<b>19</b>
6.2	EFFECT OF WORK ON THE SITE.....	19
6.3	RELEVANT CONSERVATION POLICIES 2006 CMP OTTO CSERHALMI + PARTNERS .....	21
6.4	EFFECT OF WORK ON THE HERITAGE ITEMS IN THE VICINITY OF THE SITE .....	23

## **1.0 INTRODUCTION**

### **1.1 Preamble**

This Heritage Impact Statement (HIS) has been prepared as part of an Environmental Impact Statement (EIS) for a Staged Development Application (DA) for the proposed redevelopment of No. 241-249 Wheat Road, Cockle Bay under Section 83B of the *Environmental Planning and Assessment Act 1979 (EP&A Act 1979)*.

The site is located largely within the Darling Harbour Precinct, which is identified as a Significant Site in Schedule 3 of State Environmental Planning Policy (State and Regional Development) 2011. As the proposed development will have a capital investment exceeding \$10 million, it is declared to be State Significant Development for the purposes of the *EP&A Act 1979*.

A portion of the proposed development site is located on the Pyrmont Bridge, which is listed on the State Heritage Register under the auspices of the *NSW Heritage Act 1977* and Sydney Harbour Foreshore Authority s.170 Register. The site is also located within the Cockle Bay Precinct Archaeological Remains heritage listing under the on the Sydney Harbour Foreshore Authority s.170 Register. The proposed development site is also within the immediate vicinity of a number of items listed on statutory registers.

This statement has been prepared at the request of the owners of the site and accompanies plans prepared by FJMT Architects.

### **1.2 Authorship**

This statement has been prepared by Alice Fuller, B.Appl.Sc.(CCM) M.Herit.Cons.(Hons), Anna McLaurin B.Envs (Arch), M.Herit.Cons, and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage.

### **1.3 Report Requirements**

The Request for the SEARs for the project, dated 15 June, 2016 outlined the following heritage requirements:

The EIS shall:

- Provide a detailed Heritage Impact Statement that identifies and addresses the impacts of the proposal:
- On any archaeology protected under the *Heritage Act 1977*.
- On the heritage significance of the site and adjacent area, including any built and landscape heritage items, conservation areas, views or settings, and in particular Pyrmont Bridge;
- On places, items or relics of significance to Aboriginal and non-Aboriginal people.
- Against any endorsed conservation management plans for any heritage items in the vicinity of the site.
- Address opportunities for heritage interpretation within the public domain.

### **1.3 Limitations**

This HIS is concerned with the impact of the proposed works on adjacent heritage items and conservation areas only. Archaeological impacts are being assessed in a separate report.

## **1.4 Methodology**

This HIS has been prepared with reference to the NSW Heritage Office's (now Division) publication *Statements of Heritage Impact* (2002 update) and with reference to the Council planning documents listed under Section 1.5 below.

A site visit was carried out in September 2016. The photographs taken on the site visit are supplemented by images from other sources, as accredited.

## **1.5 Documentary Evidence**

### **1.5.1 General References**

- Ashton, Paul and Waterson, Duncan, *Sydney Takes Shape: A History in Maps*, Brisbane, Hema Maps Pty Ltd, 2000,
- Macle hose, James, *Picture of Sydney and Strangers' Guide to New South Wales for 1839*. First published in 1839. This edition published by John Ferguson Pty Ltd in 1977.
- Otto Cserhalmi + Partners, *Pymont Bridge Darling Harbour, Sydney, Conservation Management Plan*. Prepared for the Sydney Harbour Foreshore Authority, June 2006.

### **1.5.2 Historic Plans and Photographs**

- City of Sydney, *City Section Survey Plans: Section 30*, 1833. City of Sydney Archives.
- Dove, Henry Percy, *Plans of Sydney, Section 82*, 1880. City of Sydney Archives.
- Fire Underwriters Association of NSW, *Fire Underwriters Plans, Federation Wharfs Block No. 161*, ca.1917-1939. City of Sydney Archives.
- New South Wales Lands Department, (*Aerial photograph over the eastern part of Darling Harbour*), 1943. NSW Lands Department.
- Town Planning Branch of the City of Sydney Engineering Department, *Civic Survey, City Proper*, 1948. City of Sydney Archives.
- Woolcott & Clarke's *map of the City of Sydney : with the environs of Balmain and Glebe, Chippendale Redfern, Paddington &c*, 1854. National Library of Australia.

### **1.5.3 Heritage Listing Sheets**

- Pymont Bridge, State Heritage Inventory No. 5053337

### **1.5.4 Planning Documents**

- *Darling Harbour Development Plan No. 1 (DHDP)*.
- *Sydney Development Control Plan 2012*.
- *Sydney Local Environmental Plan 2012*.
- *State Environmental Planning Policy (State and Regional Development) 2011*


## **1.6 Site Location**

The subject site is located at 241 – 249 Wheat Road, Cockle Bay. The site is legally described by the following lots:

- Lot 10 DP 801770;
- Lot 19 DP 801770;
- Lot 30 DP 1007434;

- Lot 32 DP 1007434;
- Lot 42 DP 864696;
- Lot 60 DP 1009964;
- Lot 61 DP 1009964;
- Lot 63 DP 1009964;
- Lot 64 DP 1009964;
- Lot 65 DP 1009964 .



Indicative Site Area   
**Figure 1 – Indicative Site Area**  
 Source: JBA

**Figure 1: The proposed development site location.**

JBA Planning

## 2.0 BRIEF OUTLINE OF THE HISTORICAL DEVELOPMENT OF THE SITE

### 2.1 Original Occupation

While an Aboriginal history is not provided for, it is acknowledged that the traditional custodians of the City of Sydney are the Cadigal people of the Eora Nation. The foreshores of Port Jackson were used by the Cadigal people for shelter, hunting and gathering and ceremonial purposes.

### 2.2 Early European Land Use

The Colony of NSW was formally established on 26<sup>th</sup> January, 1788 at Sydney Cove. Exploration of the surrounding area began shortly after. Present-day Cockle Bay was first named Long Bay in 1788. Until the 1830s, however, the bay, was colloquially known as 'Cockle Bay', 'cockle' being the common name for shellfish in Sydney in the eighteenth and nineteenth centuries. From the earliest days of settlement, convict women, as had the Cadigal people before them, collected shells from the foreshores of the bay to supplement their rations and to provide lime for mortar.

The way in which the early settlement was arranged was to have a long lasting impact on the disposal and use of land in adjacent areas. Despite its proximity to Sydney Cove and The Rocks, the eastern side of Cockle Bay was little occupied during the first twenty years of European settlement. As Sydney expanded, however, the limited wharfage available at Sydney Cove became increasingly congested. The older warehouses and wharves to the south became irrelevant as the Tank Stream steadily silted up. The Government Domain inhibited expansion towards the east of the Cove; the government dockyard and commissary and the premises of Robert Campbell lay to the west. By the Macquarie era (1810-1822), it was becoming increasingly obvious that Cockle Bay and Cockle Bay Point (now Millers Point) provided the best option for Sydney's expanding maritime activities. Market activity also moved southwards when, in 1810, a market wharf was built in Cockle Bay and the township's market place relocated to the present-day site of the Queen Victoria Building.

A series of land grants were made around Cockle Bay/Darling Harbour, including large grants to Surgeon John Harris (Ultimo) and John Macarthur (Pymont). The Macarthurs were among the first to establish a private wharf in the bay.<sup>1</sup>

Leases for large waterfront allotments around the shoreline and for smaller residential blocks around Flagstaff Hill were allocated during the 1820s. A *Plan of the Town and Suburbs of Sydney* (1822) shows two wharves on the east side of Darling Harbour, the Macarthur's Wharf at the head of Market Street and a steam engine for grinding grain.<sup>2</sup> In the restrictive trading environment of the 1820s, however, the development of wharf activity in Walsh Bay, Cockle Point and North Cockle Bay would be piecemeal. Wharf construction and enlargement, and industrial development, including new steam mills, commenced in earnest in the 1830s and 1840s to handle increase inland and coastal trade. In 1855, the Darling Goods Line would open to service this increased trade.

By 1831, Cockle Bay had been renamed 'Darling Harbour' in honour of Governor Ralph Darling. Figure 2 provides a detail from the *City Section Plan Series* of 1833 showing the foreshore and 'claimants' of land holdings along the south eastern part of the Cockle Bay foreshore. Claimants of land included well-known City identifies

---

<sup>1</sup> Otto Cserhalmi + Partners, *Pymont Bridge Darling Harbour, Sydney, Conservation Management Plan*. Prepared for the Sydney Harbour Foreshore Authority, June 2006, pp. 36-38.

<sup>2</sup> 'Plan of the Town and Suburbs of Sydney, August, 1822' (Mitchell Library) cited in Paul Ashton and Duncan Waterson, *Sydney Takes Shape: A History in Maps*, Brisbane, Hema Maps Pty Ltd, 2000, pp.18-9.



[illegible]

WEIR PHILLIPS HERITAGE | Cockle Bay Wharf Redevelopment



### 2.3 Mid-Nineteenth Century Expansion and the First Pymont Bridge

Sussex Street, the closest street to the eastern foreshore of Cockle Bay/Darling Harbour barely exists in a 'Plan of the Town and Suburbs of Sydney, August, 1822.' By 1839, however, James Macle hose could write of a busy Sussex Street, forming the 'main thoroughfare between the wharfs, flour mills, shipbuilding yards and manufactories.'<sup>3</sup> By the time that the City of Sydney was incorporated in 1842, the area to the west of George Street, extending to Cockle Bay comprised a jumble of housing and manufacturing.

The number of wharfs on the eastern side of Darling Harbour continued to grow. Figure 3 provides a detail of Woolcott and Clarke's 1854 *Map of the City of Sydney*, which names a number of the wharfs between Druitt and Market Streets in the area comprising the subject site. From Market Street heading south to Druitt Street, the wharfs are identified as the Albion Wharf, the Streets (?) Wharf and Hydnes Wharf. Scattered buildings are shown behind the wharfs.



**Figure 3: Woolcott & Clarke's map of the City of Sydney : with the environs of Balmain and Glebe, Chippendale Redfern, Paddington &c, 1854 (Detail only).**

National Library of Australia

Significant change was foreshadowed in 1855 when a private act was passed allowing the formation of the Pymont Bridge Company. In 1857, this company erected the first Pymont Bridge, which was a toll bridge, linking the Pymont and Sydney Shores of Darling Harbour. Union and Market Street formed the approaches to the bridge. The first Pymont Bridge was designed by Edward Orpen Moriarty and was built of timber. The central span opened to allow shipping to reach the wharves at the southern end of the harbour. The bridge was erected as part of a larger scheme of the Company's that included a bridge across the

<sup>3</sup> James Macle hose, *Picture of Sydney and Strangers' Guide to New South Wales* for 1839. First published in 1839. This edition published by John Ferguson Pty Ltd in 1977.

Blackwattle Swamp, leading to Bridge Road and ultimately Parramatta Road. Tolls continued to be charged until 1884, at which time the Government purchased the bridge.<sup>4</sup>

During the above period, the land at the head of Darling Harbour was reclaimed. Between 1864-1865, the newly reclaimed land was fronted with a stone dyke. As Sydney Cove changed its focus to become a major transport interchange, Darling Harbour continued to be home to the private wharfs of international shipping companies and coastal shipping companies, together with the ferry wharfs of companies running services to Balmain and up the Parramatta River. The City of Sydney had their own wharf, the Corporation Wharf, initially located near the Patent Slip off Sussex Street but subsequently located to the south of the Market Wharf, to the site of what would become the location of the second Pyrmont Bridge. Photographs show that the waterfront was a jumble of buildings of all sizes and types and timber wharfs. Figure 4 provides an early photograph of the Sydney foreshore of Darling Harbour south of the first Pyrmont Bridge.



**Figure 4: View the City from Pyrmont, showing the original Pyrmont Bridge of the left hand side.**

State Library of NSW cited in Otto Cserhalmi + Partners, *Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan, 2006*

## **2.4 Darling Harbour in the Late Nineteenth Century and the Second Pyrmont Bridge**

The importance of Darling Harbour as a freight harbour grew. The facilities in the Darling Harbour Goods Yard gradually improved and the iron wharf was built to allow larger steamers to dock at the southern end of Darling Harbour. The number of wharfs on the eastern side of Darling Harbour continued to grow. Dove's *Plans of Sydney* dated 1880 (Figure 5) identify the wharfs between Market and Drutt Streets as: the Corporation Wharf, Baltic Wharf, Albion Wharf, Fagan's Wharf, Street's

---

<sup>4</sup> Otto Cserhalmi + Partners, *Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan*. Prepared for the Sydney Harbour Foreshore Authority, June 2006, p.41.

Wharf and Wentworth Wharf. Behind the wharfs lay timber stores, steam saw mills, foundries and other industrial enterprises, with commercial businesses fronting Sussex Street

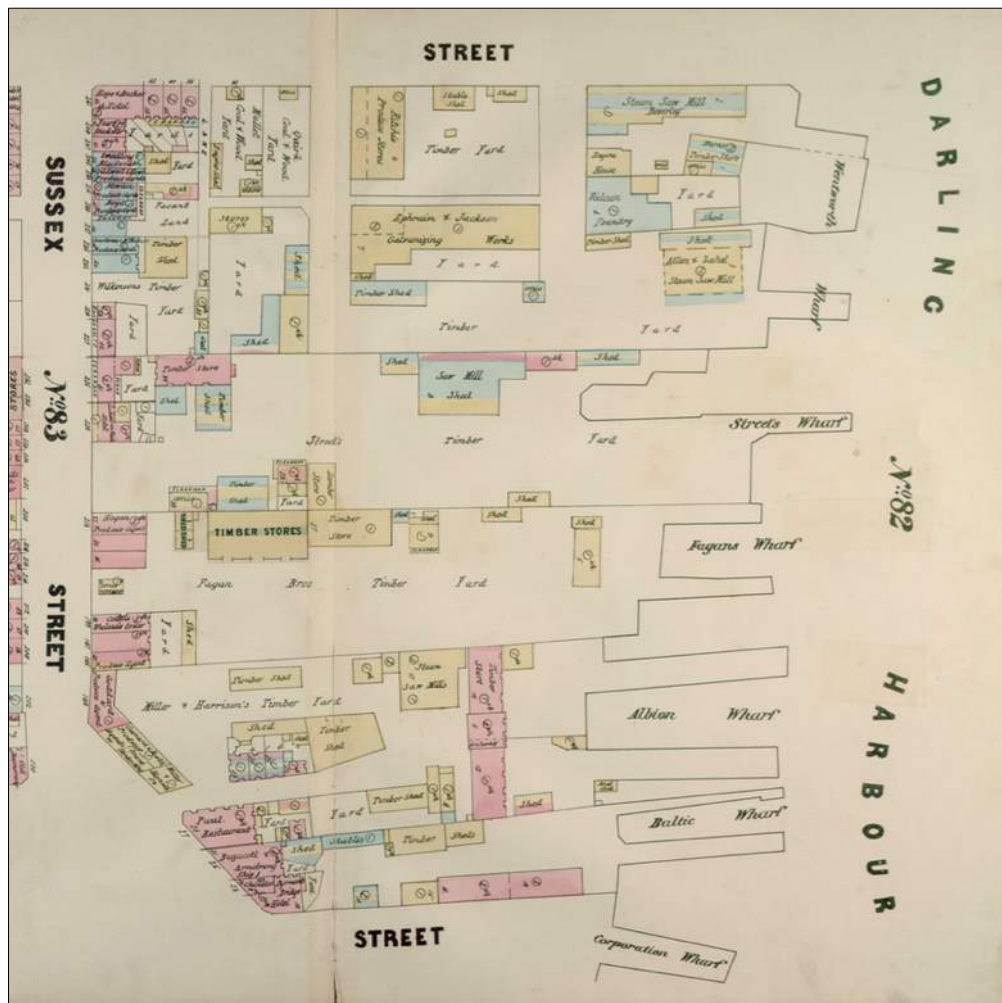


Figure 5 Henry Percy Dove, *Plans of Sydney, Section 82, 1880* (Detail only). City of Sydney Archives.

Complaints about the high toll on the privately owned Pyrmont Bridge lead to the Colonial Government purchasing the bridge in 1884 and abolishing the toll. Questions were now raised about the future of the bridge. Almost as soon as the bridge had been constructed, there had been criticism about its low height and small span, both being obstacles to navigation. The central swinging span, often jammed, resulting in major traffic jams. By the early 1880s, the bridge was also riddled with white ants and marine borer. Its designer, Moriarty, believed that, by 1881, the bridge had outlined its useful life.<sup>5</sup>

Changes were also occurring elsewhere within the City. During the 1880s, it was proposed to relocate the City Markets. A fruit market, the principal building of which was designed by architect George McRae, was erected adjacent to Pyrmont Bridge in 1887. The site was most likely chosen because of its proximity of the bridge and the City Corporation's wharf. This building became the Corn Exchange in 1900, a function it would retain until 1917. This building still stands and is now listed as a heritage item by the City of Sydney.

<sup>5</sup> Ibid, p.50.



In 1891, the Minister for Public Works announced that there would be an international competition for a replacement bridge. Although three winning entries were selected- two from English firms and a third from a Sydney based company- the project did not proceed due to the depression of the early 1890s.

As the economy revived in 1894, a Parliamentary Standing Committee revisited the question of the bridge design, seeking the opinion of wharf owners, shipping captains, railway commissioner and nearby landowners. In 1894, the Roads and Bridges Branch of the Department of Public Works began prepared three schemes for a new bridge. It would be five years before a motion to construct a new timber bridge was passed by Parliament. Steel was chosen for the swing span, in line with contemporary developments in Europe. Steel was not then manufactured in the colonies; the swing span and caisson of the new bridge was imported. The new bridge was primarily the work of Percy Allan, M. Inst. C.E. Work began in late 1899 at the Pyrmont end of the bridge. The foundation stone for the new bridge was laid by the Minister of Public Works on 6 December, 1899. The bridge was constructed beside the original bridge on the location of the former Corporation Wharf. The bridge was opened in June 1902 and the old bridge dismantled. Figure 6 provides a photograph of the new bridge under construction, showing the warehouses and stores that then stood behind the northern part of the subject site.

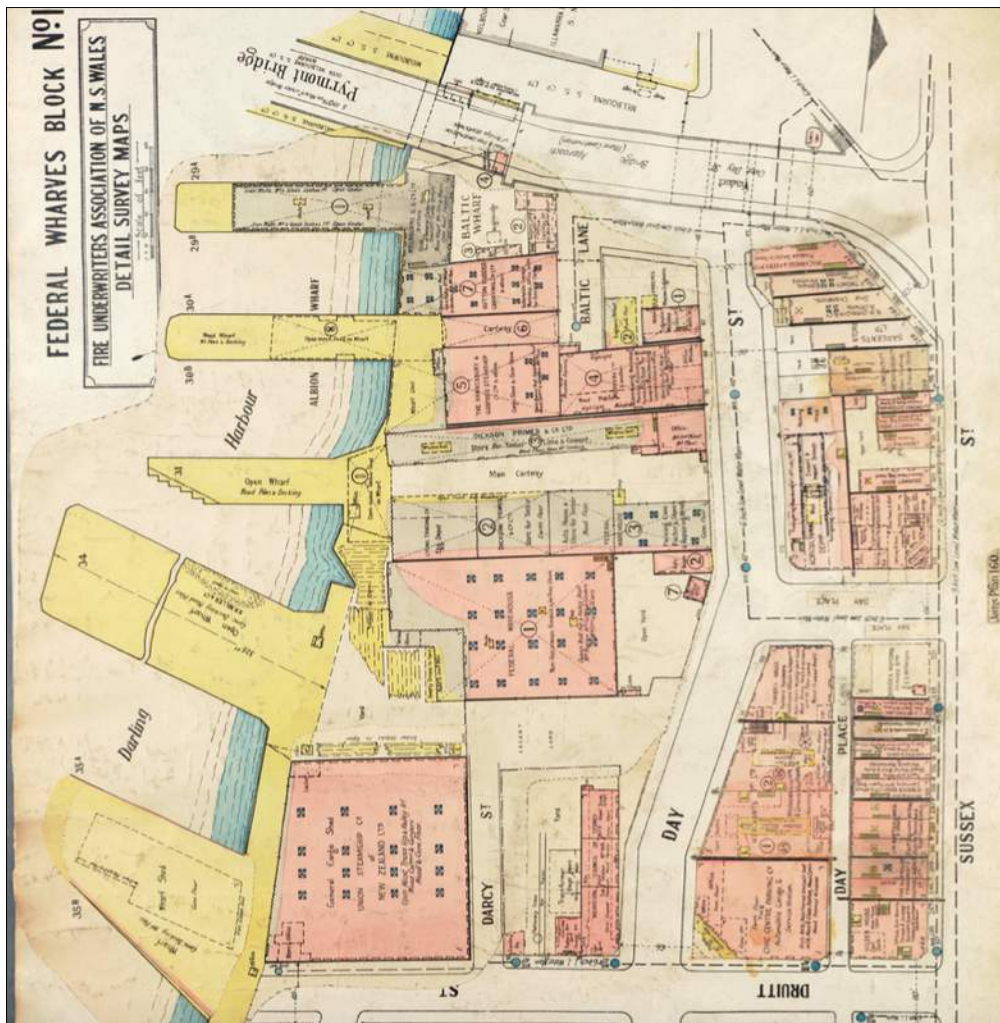


**Figure 6: Photograph of the Sydney Approaches from the Album of Percy Allen, dated 2 May, 1900.**

Department of Commerce, cited in Otto Cserhalmi + Partners, *Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan*, 2006.

## 2.5 Darling Harbour After 1900

In the early nineteenth century, following the outbreak of bubonic plague, the Government resumed large parts of the waterfront, including parts of the subject site. While better wharfs and larger buildings replaced the sheds of earlier periods, similar activities continued to be carried out on the stretch of foreshore between Market and Drutt Streets. The NSW Fire Underwriters Plans dating from the Interwar period show that the Baltic Wharf, the first wharf south of the Pyrmont Bridge, was partially enclosed above with an iron walls with glass sashes. Refer to Figure 7. Behind this wharf was a general cargo shed, used by 'Melbourne S.S. Co. Ltd' and others. The wharfs to the south were open sided, some with timber decking and piling and some with concrete decking on timber piling. Behind stood large warehouses or stores used by a variety of companies. The largest warehouse as the general cargo store of the Union Steamship Company of New Zealand. Day Street had been created/formalized to facilitate access. The small scale industries of earlier years- the steam saw mills- are notably absent. This is consistent with change along the Darling Harbour foreshore at this time carried out as part of the Darling Harbour Improvement Scheme. Many large stores and warehouses, particularly wool stores, were built, fronting Darling Harbour.



**Figure 7: Fire Underwriters Association of NSW, Fire Underwriters Plans, Federation Wharfs Block No. 161, ca.1917-1939 (Detail only).**

City of Sydney Archives.



A similar pattern of buildings on the subject site is shown by the City Survey Plans prepared in the 1930s and 1940s (Figure 8) and a 1943 aerial photograph of Darling Harbour (Figure 9). By this time, the coastal harbour trade was considerably diminished. Darling Harbour was in decline; the last goods train ran in 1984.



**Figure 8:** Town Planning Branch of the City of Sydney Engineering Department, *Civic Survey, City Proper, 1948*. (Detail only).

City of Sydney Archives.



**Figure 9:** New South Wales Lands Department, *Aerial photograph over the eastern part of Darling Harbour, 1943*.

NSW Lands Department.



## **2.6 The Western Distributor and the Closure of Pyrmont Bridge**

Significant change came to the area surrounding the subject site when the Western Distributor was constructed as a viaduct to carry traffic above the City streets towards the Harbour Bridge. The first stage was opened in 1972 and the last, the Anzac Bridge, in 1995. The Western Distributor has created a barrier between the City and Darling Harbour.

The Pyrmont Bridge was permanently closed to traffic on 7 August, 1981 following the opening of new concrete crossings over Darling Harbour. It was originally intended to demolished the bridge to provide expanded wharfage in upper Darling Harbour. Sufficient pressure was brought on the government by various bodies interested in the historic significance of the bridge for it to be preserved as part of the Government's proposed redevelopment of the Darling Harbour as a major Bicentennial project. The bridge was adaptably reused as a pedestrian walkway and to house the monorail. Major restoration works were carried out. The Pyrmont Bridge is listed on the State Heritage Register.

## **2.7 The Revitalization of Darling Harbour**

As noted above, Darling Harbour was revitalized for the Australian Bicentenary in 1988. Improvements continued over the following ten years. The existing building on the site, the Cockle Bay Wharf Centre, was constructed in 1998.

## **3.0 SITE ASSESSMENT**

### **3.1 The Site**

Cockle Bay Wharf is the contemporary commercial development located on the eastern side of Darling Harbour. In comparison to the scale of the western CBD the site is relatively low scale. The building is constructed from concrete, glass, timber and steel.



**Figure 10: The Cockle Bay Wharf when viewed from the opposite side of Darling Harbour**  
TripAdvisor

### 3.3 The Surrounding Area

The surrounding area is characterised by tourist, retail and commercial buildings oriented towards Cockle Bay. The Western Distributor Freeway divides the subject site from the western side of the Sydney CBD. Surrounding the site to north and east are a number of large commercial towers forming part of the western side of the Sydney CBD. Interspersed between the large commercial towers are a number of heritage items. These heritage items are limited to four levels and are mostly overshadowed by the surrounding large scale development.



**Figure 11: Pyrmont Bridge looking towards the development site. West Sydney Harbour Ferry Tour**

## 4.0 ASSESSMENT OF SIGNIFICANCE

### 4.1 Summary of Existing Citations and Listings for the Site

It is noted that the site:

- Is not listed as a heritage item by Part 1 of the *Sydney LEP 2012*.
- Pyrmont Bridge is listed as a heritage item on the State Heritage Register under the auspices of the *NSW Heritage Act 1977* and under the Sydney Harbour Foreshore Authority s.170 Register.
- Is listed within the Cockle Bay Precinct Archaeological Remains under the Sydney Harbour Foreshore Authority s.170 Register.

## 4.2 Additional Guidelines

The following additional guidelines as called for in the SEARs have been used in this assessment:

- *Guideline on Heritage Curtilages* (1996).
- *Assessing Significance for Archaeological Sites and 'Relics'* (2009).
- *Design in Context – guidelines for infill development in the Historic Environment* (2005).

## 4.3 Heritage Items in the Vicinity of the Site

For the following, 'in the vicinity' has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

- The Corn Exchange Building, 173-185 Sussex Street, Sydney
  - Listed under Sydney Harbour Foreshore Authority s. 170 Register
  - Listed under NSW State Heritage Register SHR No. 01619

The Corn Exchange Building is located to the north of the proposed on the opposite side of Market Street. The site has been recently integrated into the recent redevelopment of Four Points by Sheraton Hotel by Cox Richardson Architects. The site is overshadowed by other commercial towers in the vicinity.

- Shelbourne Hotel, 200 Sussex Street, Sydney
  - Listed under Sydney Harbour Foreshore Authority s. 170 Register

The Shelbourne Hotel is located to the north east of the main body of the proposed development site. Presently, the pedestrian ramp which provides access to Pyrmont Bridge is located to the north of the site. The site is overshadowed by the Four Points by Sheraton and 397-409 Kent Street Towers.

- Cockle Bay Precinct Archaeological Remains
  - Listed under Sydney Harbour Foreshore Authority s. 170 Register

Located beneath and around the proposed development site.

- Former "Foley Bros" warehouse including cartway, courtyard and interiors, 230-232 Sussex Street, Sydney
  - Listed under *Sydney LEP 2012* (I1963)

Former "Foley Bros" warehouse is located to the east of the proposed development site. This site is already overshadowed by the Darling Park Towers.

- Former "Central Agency" warehouse including interiors, 48-58 Druitt Street, Sydney
  - Listed under *Sydney LEP 2012* (I1734)

Former "Central Agency" warehouse is located to the south east of the proposed development site. It is situated between two larger towers and behind the Darling Park Tower Group and is generally in shadow.

- Former warehouse "Archway Terrace" including interiors, 26-32 Market Street, Sydney (I1886)
  - The Former warehouse "Archway Terrace" is located to the north east of the proposed development site. This heritage item is situated a distance from the development site, however is located within a view corridor along Market Street towards the Pyrmont Bridge



Figure 12 shows the location of heritage items, listed by Schedule 5 Part 1 of the *Sydney LEP 2012*, within the vicinity of the site. Heritage items are coloured brown and numbered.

Items listed on the Sydney Harbour Foreshore Authority s.170 Register are not noted on the Sydney LEP 2012. They are indicated by the red stars.

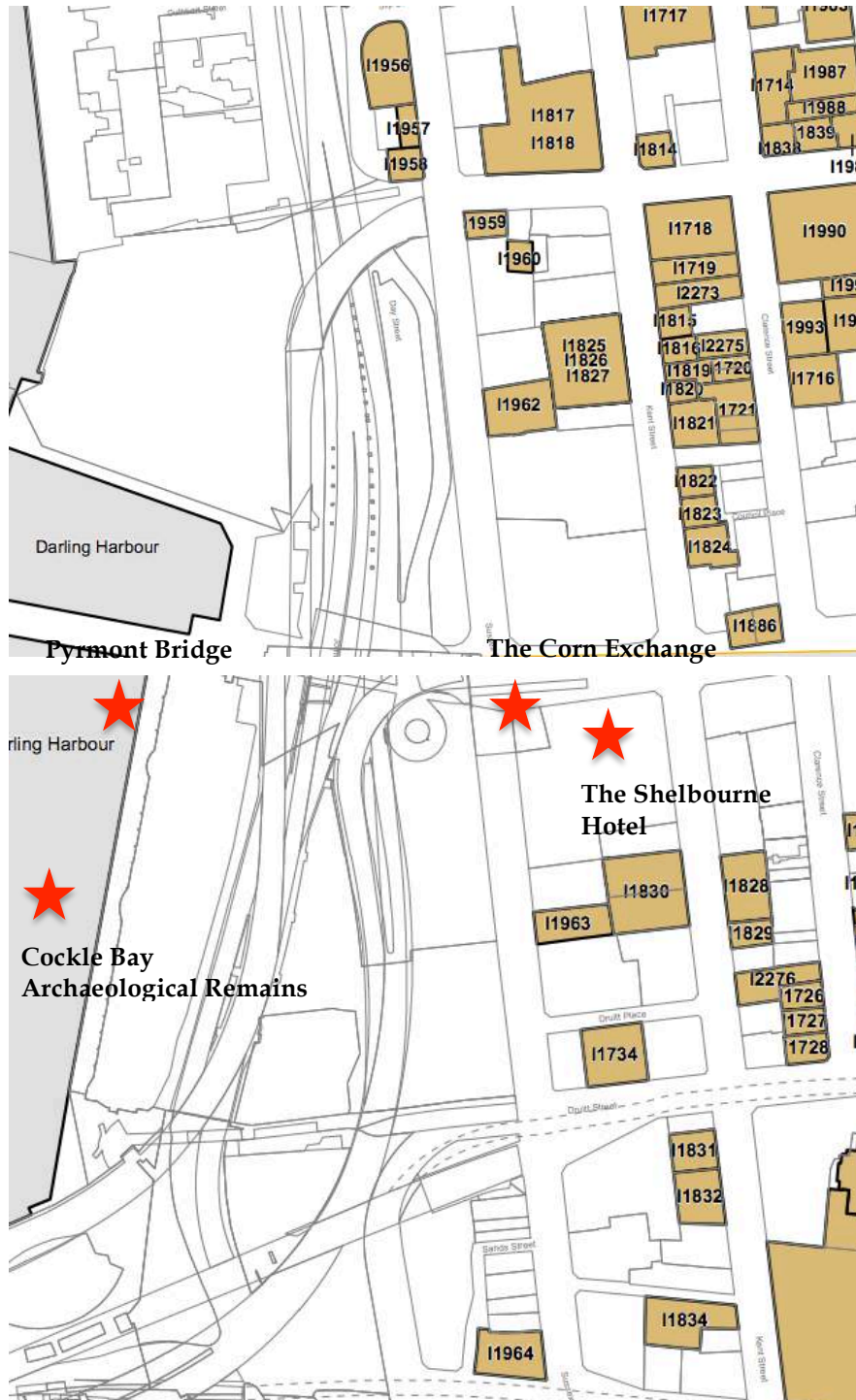


Figure 12: Excerpts from Heritage Map 014 and 015 from the Sydney LEP 2012. The heritage items listed on the Sydney Harbour Foreshore Authority s.170 Register are indicated by the red stars.

#### 4.4 View Corridors

The development site is located in a highly exposed, visible location. The view corridors below outline how the proposed development site will be visible from the Pymont Bridge.

Figure 13 – Looking south east along the Pymont Bridge towards the proposed development site. This view corridor is a busy pedestrian thoroughfare and is where the proposed development will be most visible.

Figure 14 – Looking north along the boardwalk towards the Pymont Bridge. From this vantage point almost the entire span of the Pymont Bridge is visible. The proposal will be visible from behind the bridge.

Figure 15 – Looking west down Market Street towards the pedestrian bridge leading to the Pymont Bridge. This view corridor is significant as the Pymont Bridge originally connected to Market Street as a vehicular bridge prior to the construction of the Western Distributor. The Corn Exchange Building is also visible in this view corridor.

Figure 16 – Looking south from the King Street Wharf precinct towards the Pymont Bridge. The proposed development will be visible behind the Pymont Bridge.



**Figure 13: Looking towards the development site from the Pymont Bridge**



**Figure 14: The development site looking north towards the Pymont Bridge**



**Figure 15: Looking west along Market Street towards the Pymont Bridge. The Corn Exchange Building is located to the right of this image.**





**Figure 16: Looking from Darling Harbour toward the Pyrmont Bridge with the development site behind.**

#### 4.5 Statement of Significance

The State Heritage Inventory provides the following statement of significance for the Pyrmont Bridge:<sup>6</sup>

*Pyrmont Bridge is an item of State heritage significance for its aesthetic, historical and scientific cultural values. An essential link between the city and the inner western suburbs, Pyrmont Bridge is closely associated with the economic and social development of Sydney at the end of the 19th century.*

*Pyrmont Bridge is closely associated with Percy Allen, PWD Engineer-in-Chief of bridge design, who was responsible for the introduction of American timber bridge practice to NSW and designed over 500 bridges in NSW. The quality of the carved stonework of the piers and portals added to the aesthetic appeal of the bridge.*

*At the time of construction the swing span of Pyrmont Bridge was one of the largest in the world. It was one of the first swing bridges to be powered by electricity. The timber approach spans demonstrate a rare example of deck type Allan trusses; there being no other known example. The bridge's Australian design and technological innovation was a source of pride for the people of NSW.*

*Despite the demolition of the eastern approach to the bridge and the construction of the mono-rail track, Pyrmont Bridge retains its essential heritage values.*

---

<sup>6</sup><http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5053337>

## 5.0 SCOPE OF WORKS

The Cockle Bay Redevelopment will seek consent for the following works as part of the design by FJMT for a Stage 1 Development Application.

- Demolition of the existing structures as listed.
- Construction of new buildings, including tower building with a podium to include:
  - Retail areas;
  - Bars and restaurants;
  - Commercial offices.
- Upgrades to public domain including improving pedestrian permeability and access from the CBD to Darling Harbour.

The following works have the greatest potential to create heritage impacts:

- Work to create a pathway to reconnect Market Street to the Pyrmont Bridge;
- Access to the Bridge from the new building;
- The proximity of the podium of the new building to the Bridge.

These impacts are dealt with in relation to the existing Conservation Management Plan for the Bridge.

## 6.0 EFFECT OF WORKS

### 6.1 Method of Assessment

The following is a merit-based assessment. It does not consider compliance or otherwise with Council's numerical controls unless non-compliance will result in an adverse heritage impact. Refer to the Statement of Environmental Effects (SEE) that accompanies this application.

The Stage 1 Proposal will also be assessed against the relevant conservation policies outlined in the Pyrmont Bridge Conservation Management Plan by Otto Cserhalmi & Partners Pty Ltd in June 2006.

### 6.2 Effect of Work on the Site

The bulk of the proposed works including the podium and tower structures are located on land that is not heritage listed.

The Division 4 Part 9 of the *Copyright Amendment (Moral Rights) Act* will apply to this site. The AIA publication 'Moral rights: the right of integrity' (August 2012) states:

'Special application to buildings

In this context s195 AT (3A) is of special significance to architects. Effectively, the section provides that a change in, or relocation, demolition, or destruction of a building will not infringe the moral right of integrity of authorship in the building or in any plans or instructions used in the construction of the building or a part of the building if the owner of the building takes certain steps. First, the owner must make reasonable enquiries to discover the identity and location of the author or a person representing the author. Secondly, if this is successful or the author is already known, the owner must give notice in writing and in accordance with the regulations, of the owner's intention to carry out the change, relocation, demolition or destruction and giving three weeks, from the date of the notice, for the person to whom the notice was given, to seek access to the work to

make a record of it or consult in good faith with the owner about the owner's proposals. If that person indicates within the three-week period that he or she wants access to the work, the owner must give the person a reasonable opportunity to have access within a further period of three weeks. In the case of a change or relocation of the building, the owner must comply with any notice requiring that the author's identification as the author of the work be removed from the work.

Compliance with this procedure will prevent a building owner from being liable for infringement, however, it will also cause a delay of six weeks or more before construction can commence. Obviously, there will need to be planning for this period of inactivity to avoid additional costs being incurred.

It is worth concentrating for the moment on the rights given to an architect. One is to make a record of the work, usually to photograph it. The second is to consult in good faith concerning the work. In practice, consultation may well mean nothing. The third right is to have the author's identification with the work removed. Effectively, the end result is that the work can be photographed if the author wishes to make a record of it, before it is altered. The author can take the trouble to give free architectural advice to the owner (which he or she is free to ignore) if it is important enough to the author, or the author's name can be removed.

A building owner will not infringe an author's right of integrity of authorship by subjecting a work to derogatory treatment, if the owner establishes that it was reasonable in all the circumstances to subject the work to the treatment. Obvious examples of where it would be reasonable would include alterations made for the purpose of complying with legislation (e.g. a Workplace Health and Safety Act or a Building Code) or undertaking work in good faith to restore or preserve an existing building.<sup>7</sup>

There is potential for archaeological deposits to be found on the site. This is dealt with in a separate archaeological report.

The proposed works will have an acceptable impact on the site for the following reasons:

- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the Bridge.
- There will be a minimum set back of 2m from the Bridge at podium level, with greater set back for the tower element.
- The proposed works will not impact upon the ability to understand the technological significance of the Bridge. These values are, to a large extent, independent of its setting.
- The proposed works will not block existing view corridors towards the Bridge from Pymont or when north or north east of the Bridge.
- The proposed work may impact upon the existing view corridors towards the Bridge from the south.
- The proposed works will impact upon the setting of the Pymont Bridge. The impact is acceptable because the setting of this Bridge was evolved over time. At the time the Bridge was first opened, Darling Harbour was being transformed through the Darling Harbour Improvement Scheme. This scheme resulted in the demolition of the often ramshackle buildings that

---

<sup>7</sup> Australian Institute of Architects, *Moral rights: the rights of integrity*. Last updated 17 August, 2012. [acumen.architecture.com.au](http://acumen.architecture.com.au).

lined the Harbour foreshore with new wharfs, stores and warehouses. The character of the Bridge's setting changed fundamentally after 1988 as Darling Harbour was revitalized for the Australian Bicentenary.

- Overshadowing is minimised through the sweep of the shadow of the tower.

### 6.3 Effect of works on the Heritage Item partially on the Site:

#### Pymont Bridge

This section is assessed using the relevant conservation policies in the Conservation Management Plan 2006 Otto Cserhalmi + Partners.

Relevant CMP Policy	How the proposal relates to the policy
<p><i>Project Planning Policy 3.0</i></p> <p><i>Ensure that an assessment of heritage impact of all works, including minor works, to the significance of the Pymont bridge is undertaken.</i></p>	<p>An assessment of heritage impact with regard to the significance of the Pymont bridge accompanies this application.</p>
<p><i>Curtilage Policy 6.0</i></p> <p><i>Maintain an appropriate visual setting for the Pymont Bridge ensuring that views of the bridge and the swing span, when in operation, can be gained from the pedestrian areas along the foreshore of Darling Harbour.</i></p>	<p>The setback of the podium level and its configuration have been carefully determined to maintain the appropriate visual setting of the Pymont Bridge.</p> <p>Access along the western Darling Harbour foreshore is unaffected by the proposal.</p> <p>Access along the portion of the eastern foreshore of Darling Harbour in front of the site will be provided to ensure views of the swing span are maintained.</p>
<p><i>New Works Policy 10.0</i></p> <p><i>Ensure that new works do not:</i></p> <ul style="list-style-type: none"> <li><i>- detract visually from the bridge or its harbour setting;</i></li> <li><i>. hasten the deterioration of the surviving fabric;</i></li> <li><i>. result in irreversible alteration to significant fabric.</i></li> </ul>	<p>New works, particularly where the access from Market Street interfaces with the Bridge and connections are made with the podium of the proposal have been carefully placed and designed to ensure the following:</p> <ul style="list-style-type: none"> <li>• The new works will not visually detract from the bridge or its harbour setting as all works will be confined to the truncated end of the bridge or to the first span out from the eastern shoreline of Darling Harbour.</li> <li>• The new works will not hasten the deterioration of the surviving fabric because the design will carefully minimize the load from the access from Market Street onto the Bridge structure.</li> </ul>

	<ul style="list-style-type: none"> <li>• The new works will not result in irreversible alteration to significant fabric as the points of connection with the bridge are in areas of fabric that is of lower significance. This includes the deck of the Bridge and the reconstructed termination of the Bridge on the eastern shore of Darling Harbour.</li> </ul>
<p><i>Policy 6.1</i></p> <p><i>Retain the north-south low level route along the foreshore and the east-west route across the bridge.</i></p>	Both of these routes are maintained in the proposal.
<p><i>Policy 6.2</i></p> <p><i>Additional connections to the bridge should connect into the modern fabric of the approaches. Further alteration, or relocation of, the historic fabric should not be undertaken as it detracts from the simplicity and elegance of the original design.</i></p>	<p>Where new connections to the bridge are proposed, existing breeches in original fabric and areas where modern fabric has been introduced will be used.</p> <p>New elements will be carefully located and interference with historic fabric avoided in order to maintain the simplicity and elegance of the original design.</p>
<p><i>Policy 6.3</i></p> <p><i>Seek to interpret the section of the original Market Street approach that survives adjacent to the former Corn Exchange.</i></p>	<p>The re-establishment of the severed connection between Market Street and the Bridge will have a profoundly positive impact on the significance of the bridge as it will restore its original approach path and allow the bridge to re-establish its role as a direct link between the City and Pyrmont.</p> <p>As this section will no longer be part of a roadway, the gradient of its approach to the existing bridge will differ from its original street-level approach.</p> <p>This impact is mitigated by the following means:</p> <ul style="list-style-type: none"> <li>• The new structure will be clearly a modern element.</li> <li>• The structure will be designed to be subservient in detail to the existing Bridge.</li> <li>• The structure will interface with the bridge at a point that coincides with a pier to maintain a structural sense of the bridge when seen in elevation.</li> </ul>

	<ul style="list-style-type: none"> <li>• The new structure will interface with the concrete deck of the bridge, fabric that is a later and intrusive addition to the bridge.</li> </ul>
Additional mitigations	<p>The proposal is set on a podium to create an element that is reasonable in terms of bulk and scale when viewed in relation to the Bridge.</p> <p>The podium is setback 2m from the Bridge at its closest point and is splayed away from that point in order to give prominence to the light standards on the end of the Bridge and to maintain the wide view angle when viewed from the western shore of Darling Harbour. Beyond the 2m setback is an “articulation zone” to provide the possibility of a greater setback as the design is developed in detail.</p> <p>The setback is sufficient to give good connection for pedestrians between the proposal and the Bridge while maintaining sufficient separation.</p>
The Bridge and the Proposal	<p>The Proposal consists of a substantial podium with a tower to the northern end whilst the central section is clear above the podium with a lower roof feature to the south.</p> <p>The tower is clearly a large element adjacent to the bridge. In this instance the bridge as a horizontal element is larger than the tower as a vertical element. In a sense the two items, bridge and tower compliment each other as horizontal and vertical elements in a dynamic landscape.</p> <p>The Bridge has sufficient visual strength in this landscape, by virtue of being the only horizontal element, to maintain its visual dominance and hence its significance.</p>

#### 6.4 Effect of Work on the Heritage Items in the vicinity of the site

##### Corn Exchange Building

The Corn Exchange Building is located to the north of the proposed on the opposite side of Market Street. The site has been recently integrated into the recent redevelopment of Four Points by Sheraton Hotel by Cox Richardson Architects. The



proposed works will have an acceptable impact on this item for the following reasons:

- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the item. There are no strong existing visual relationships between this building and the item.
- Works on the subject site will have no impact on the ability to understand the historic and aesthetic significance of this building.
- The principal view corridors towards this building are obtained at street level on Sussex Street and on approach along Market Street. The proposed works will not block these view corridors.
- Given that the Corn Exchange is a two storey building, historically significant views out of the building are to Market and Sussex Street. The proposed works will not block these view corridors.
- The proposed works will form part of the immediate setting of this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.
- The item is already overshadowed by existing buildings.

#### **Shelbourne Hotel**

The Shelbourne Hotel is located to the north east of the main body of the proposed development site. Presently, the pedestrian ramp which provides access to Pymont Bridge is located to the north of the item. The item overshadowed by the Four Points by Sheraton and 397-409 Kent Street Towers.

- The proposed works will have an acceptable impact on this item for the following reasons:
- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the item. There are no strong existing visual relationships between this building and the item.
- Works on the subject site will have no impact on the ability to understand the historic and aesthetic significance of this building.
- The principal view corridors towards this building are obtained at street level on Sussex Street and on approach along Market Street. The proposed works will not block these view corridors.
- Significant views out of the building are to Market and Sussex Street. The proposed works will not block these view corridors. Views east towards Darling Harbour are already blocked by other buildings and infrastructure.
- The proposed works will form part of the immediate setting of this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.
- The item is already overshadowed by existing buildings.

#### **Former “Foley Bros” warehouse including cartway, courtyard and interiors**

The proposed works will have an acceptable impact on this item for the following reasons:

- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the item. There are no strong existing visual relationships between this building and the item.
- Works on the subject site will have no impact on the ability to understand the historic and aesthetic significance of this building.

- The principal view corridors towards this building are obtained at street level on Sussex Street. The proposed works will not block these view corridors.
- Existing buildings and infrastructure block any significant views towards Darling Harbour.
- The proposed works will form part of the immediate setting of this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.
- This site is already overshadowed by the Darling Park Towers.

#### **Former “Central Agency” warehouse including interiors**

The proposed works will have an acceptable impact on this item for the following reasons:

- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the item. There are no strong existing visual relationships between this building and the item.
- Works on the subject site will have no impact on the ability to understand the historic and aesthetic significance of this building.
- The principal view corridors towards this building are obtained at street level from Druitt Street and Druitt Place.
- Views out of this site toward Darling Harbour are blocked by infrastructure and buildings.
- The proposed works will form part of the immediate setting of this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.
- This item is situated between two larger towers and behind the Darling Park Tower Group. It is generally in shadow. A

#### **Former warehouse “Archway Terrace**

The Former warehouse “Archway Terrace” is located to the north east of the proposed development site. This heritage item is situated a distance from the development site, however is located within a view corridor along Market Street towards the Pyrmont Bridge

The proposed works will have an acceptable impact on this item for the following reasons:

- Removing the existing building on the site will have no impact. This building does not contribute to understanding the historic significance of the item. There are no strong existing visual relationships between this building and the item.
- Works on the subject site will have no impact on the ability to understand the historic and aesthetic significance of this building.
- The principal view corridors towards this building are obtained at street level from Druitt Street and Druitt Place.
- Views out of this site toward Darling Harbour are blocked by infrastructure and buildings.
- The proposed works will form part of the immediate setting of this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.
- This item is situated between two larger towers and behind the Darling Park Tower Group. It is generally in shadow.

## 7.0 CONCLUSIONS

The proposed redevelopment of the Cockle Bay Wharf will have positive impact on the Pyrmont Bridge and surrounding heritage items. The proposed pedestrian re-linking of the Western CBD to Pyrmont Bridge will enhance its transport role in linking Pyrmont with the City and by reinstating a direct link onto the bridge from Market Street.

Connections to the Bridge have been designed to minimise potential impacts on significant fabric of the bridge in the context of changes already made, the removal of vehicular traffic from the bridge and the need for pedestrian access to meet the Australian Standard for Access for People with Disabilities.

The proposal will enhance the view corridor From Pyrmont along Market Street and from Market Street to the Bridge.