

HERITAGE IMPACT STATEMENT

Cockle Bay Park Redevelopment

241-249 Wheat Road, Cockle Bay



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

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1.0 INTRODUCTION

1.1 Preamble

This report supports the Response to Submissions and amended Concept Proposal associated with a State Significant Development Application (SSDA 7684) submitted to the Minister for Planning and Infrastructure pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act).

DPT Operator Pty Ltd and DPPT Operator Pty Ltd (the Proponent) is seeking to secure approval to establish concept proposal details for the redevelopment of the Cockle Bay Wharf Building and surrounding area to create a new area of open space and commercial, retail and tourist precinct in the heart of the CBD (now referred to as Cockle Bay Park). The amended concept plan includes:

- A large area of publicly accessible open space;
- New retail outlets, including new food and beverage destinations;
- New cultural and entertainment destinations; and
- A new commercial office tower.

The project will add new open space to the Sydney CBD and help to reconnect the city to the Darling Harbour waterfront. Cockle Bay Park will take its place in a revitalised Sydney CBD and speaks directly to local government objectives to create a 'Green, Global and Connected City' (City of Sydney) as well as the strategic vision outlined in 'Towards Greater Sydney 2056' to grow the "developing central city". The vision for this project was developed with consideration for the NSW Government objectives to support and "grow the knowledge industry", double tourism expenditure and "strengthen our local environment and communities" as outlined in 'NSW 2021: A Plan to Make NSW Number One'.

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 Background

The Proponent controls the lease of the site, and also of the adjacent Darling Park site. The Darling Park site is a successful premium grade office precinct located on the west of the Sydney CBD, the associated Crescent Garden, located to the west of the three existing Darling Park towers, is a key area of open space in this part of the city.

- The Proponent has recognised a number key issues with the existing layout of the Darling Park and Cockle Bay precinct, these being:
- The existing Cockle Bay Wharf building is not well integrated with the city, the Western Distributor freeway currently acts as a barrier to separate this area from the CBD;
- Publicly Accessible open space is limited to the existing crescent Garden in Darling Park; and
- The existing Cockle Bay Wharf building is outdated and is not in keeping with the future of Darling Harbour area as a vibrant entertainment and tourist destination.

The Cockle Bay precinct is at risk of being left behind and undermining the significant investment being made in Darling Harbour that will see it return to the world stage as a destination for events and entertainment. Accordingly, the Proponent is taking a carefully considered and staged approach to the complete revitalisation of the site and its surrounds. The envisaged development, which will be facilitated by the proposed building envelopes will:

- Reconnect the city with the Darling Harbour waterfront;
- Create new public land above the western distributor;
- Create new publicly accessible open space in the heart of the Sydney CBD;
- Provide new access routes between the city and the ICC Sydney / Darling Harbour Live precinct;
- Support the Sydney economy by providing a new premium commercial building; and
- Refresh and renew an existing entertainment and tourist destination.

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 by GML Heritage and Cosmos Archaeology.

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 supplement 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

- Pyrmont 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 Site is located within Darling Harbour. Darling Harbour is a 60 hectare waterfront precinct on the south-western edge of the Sydney Central Business District that provides a mix of functions including recreational, tourist, entertainment and business.

The Site is located to the immediate south of Pyrmont Bridge, within the Sydney CBD on the eastern side of the Darling Harbour precinct. The Site is located within the City of Sydney local government area (LGA). A locational context area plan and location plan are provided at Figure 1 below.

The project area has been slightly amended by this Response to Submissions, a comparison of the exhibited and now-proposed site area is provided as Figure 2, and the now proposed site area is shown below as Figure 3.

The Darling Harbour precinct is undergoing significant redevelopment as part of the SICEEP, Darling Square, and IMAX renewal projects. The urban, built form and public transport / pedestrian context for Harbourside will fundamentally change as these developments are progressively completed.

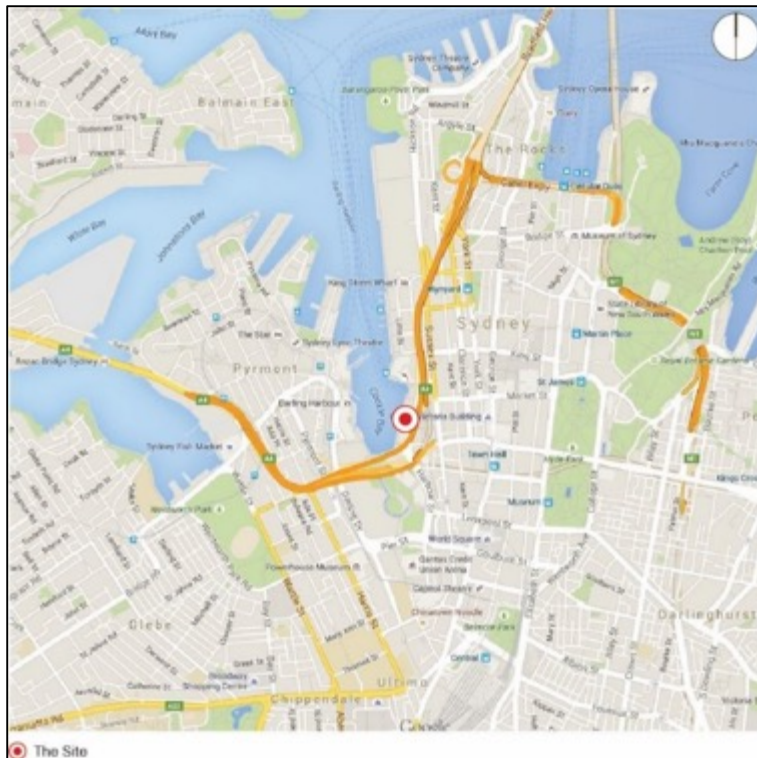


Figure 1: Location Context Area Plan



Figure 2: Location Plan

2.0 BRIEF OUTLINE OF THE HISTORICAL DEVELOPMENT OF THE SITE

2.1 Original Occupation

An Aboriginal history and significance report has been prepared by GML Heritage. 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 26th 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.¹

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.² 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

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

² '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.

Samuel Terry, John Terry Hughes and W.C. Wentworth. The plan also notes the illegal reclaiming of land from the harbour foreshore.



Figure 3: City of Sydney, *City Section Survey Plans: Section 30, 1833*. Compiled by the City of Sydney in 1880 from surveys prepared in 1833. City of Sydney Archives.

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.'³ 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 4 provides a detail of Woolcott and Clarke's 1854 *Map of the City of Sydney*, which names a number of the wharfs between Drui tt and Market Streets in the area comprising the subject site. From Market Street heading south to Drui tt Street, the wharfs are identified as the Albion Wharf, the Streets (?) Wharf and Hydnes Wharf. Scattered buildings are shown behind the wharfs.



Figure 4: 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

³ 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.⁴

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 5 provides an early photograph of the Sydney foreshore of Darling Harbour south of the first Pyrmont Bridge.



Figure 5: 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 6) identify the wharfs between Market and Druiitt Streets as: the Corporation Wharf, Baltic Wharf, Albion Wharf, Fagan's Wharf, Street's

⁴ 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

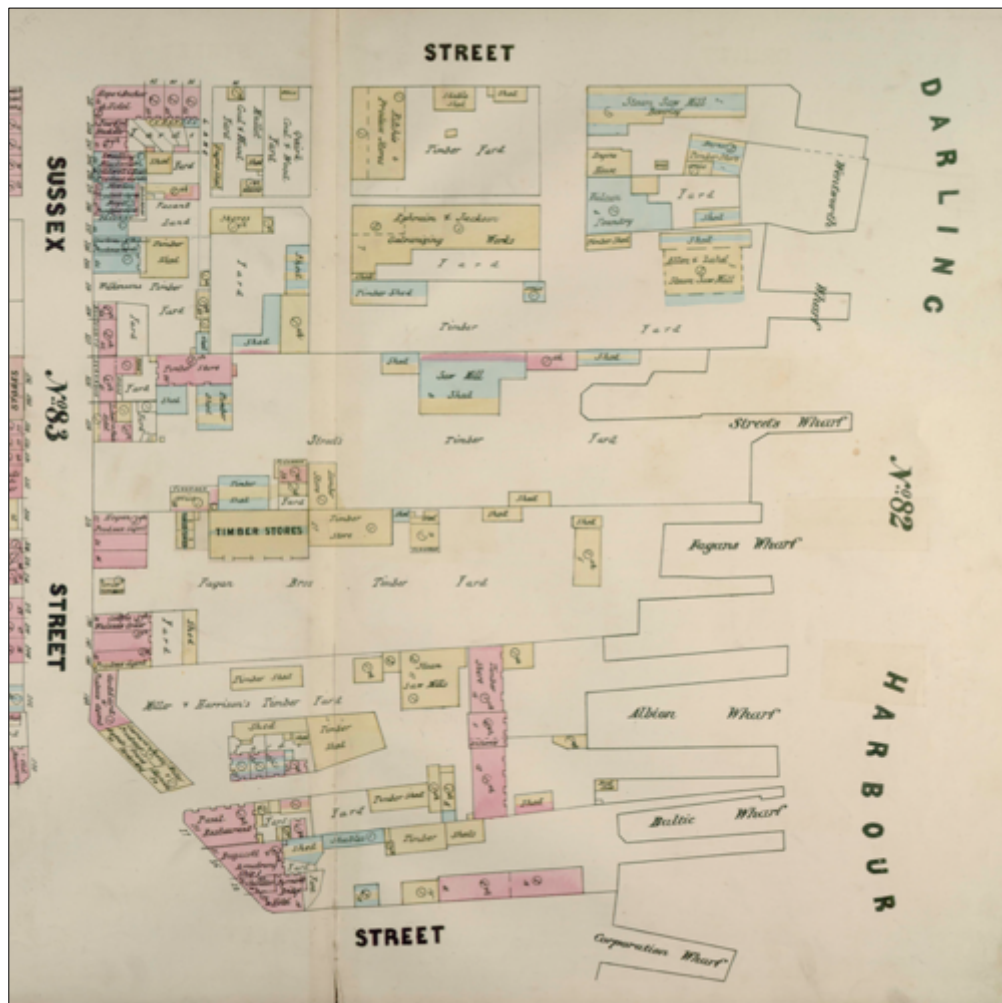


Figure 6 Henry Percy Dove, *Plans of Sydney, Section 82, 1880* (Detail only).
City of Sydney Archives.

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.⁵

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.

⁵ 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 7 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 7: 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 8. 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.

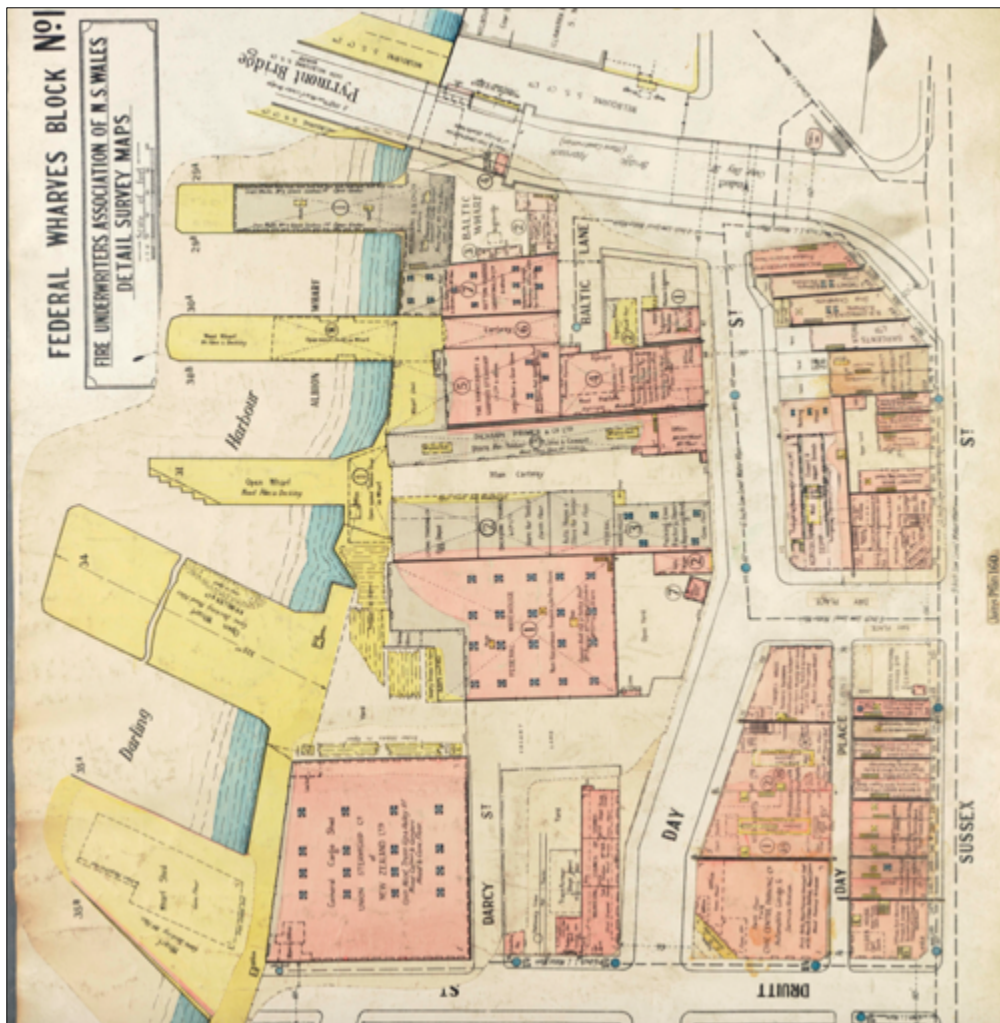


Figure 8: Fire Underwriters Association of NSW, *Fire Underwriters Plans, Federation Wharfs Block No. 161*, ca.1917-1939 (Detail only).

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 9) and a 1943 aerial photograph of Darling Harbour (Figure 10). By this time, the coastal harbour trade was considerably diminished. Darling Harbour was in decline; the last goods train ran in 1984.



Figure 9: Town Planning Branch of the City of Sydney Engineering Department, *Civic Survey, City Proper, 1948*. (Detail only).

City of Sydney Archives.



Figure 10: 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 1990s retail 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. Pyrmont Bridge acts as the northern boundary of the site.



Figure 11: The Cockle Bay Wharf when viewed from the opposite side of Darling Harbour
TripAdvisor

3.2 Building Envelope

The revised Concept Proposal establishes a building envelope and maximum areas for specific land uses. The key revisions to the envelope are summarised as and explained further in Ethos Urban's Response to submission report.

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. As stated above Pymont Bridge forms part of the northern boundary of the site.



Figure 12: Pymont 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*.
- The development site is located adjacent to the Pymont Bridge which 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.

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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

- Listed under *Sydney LEP 2012* (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

Figures 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 or green 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.

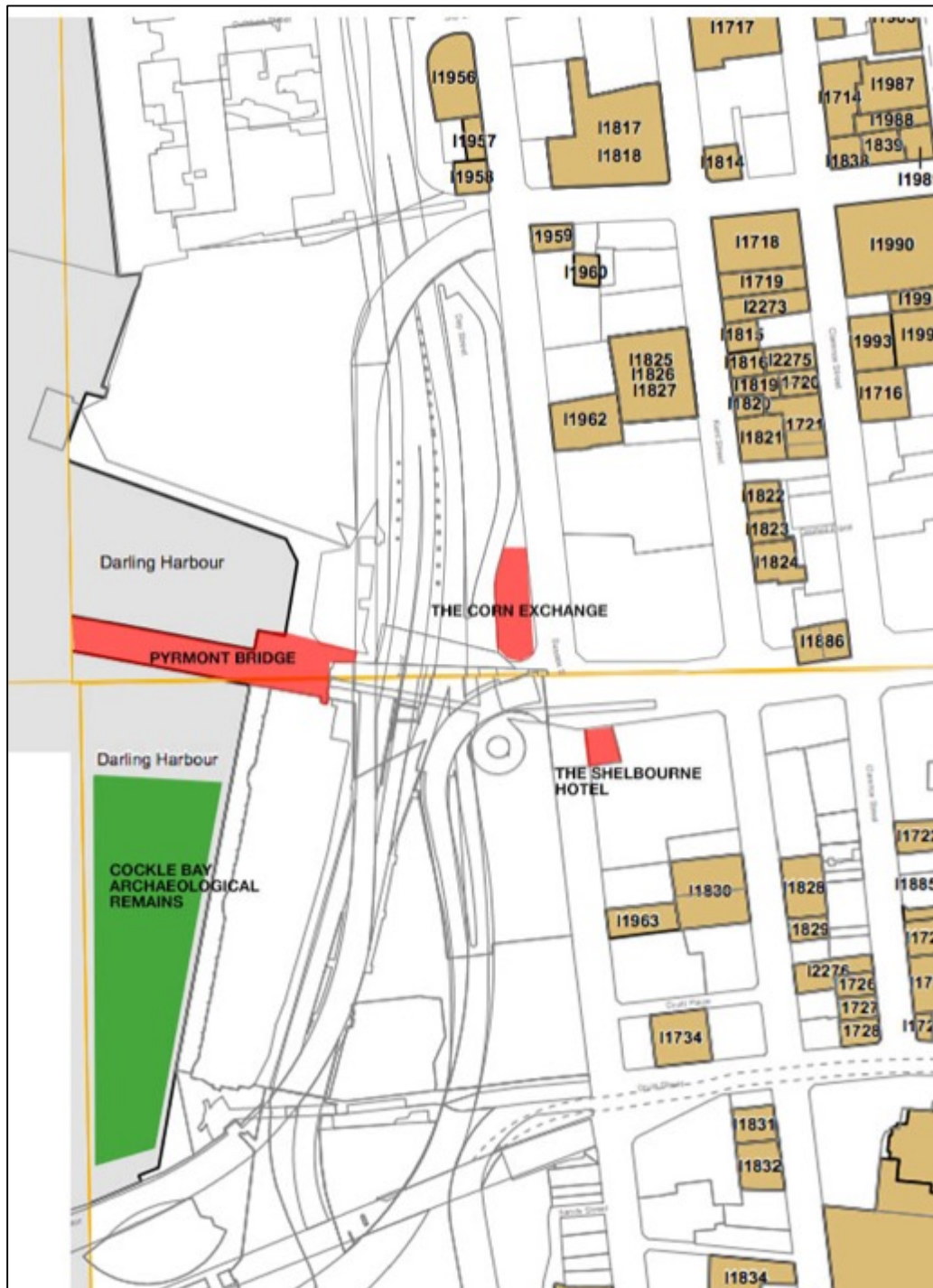


Figure 13: Excerpts from Heritage Map 014 and 015 from the Sydney LEP 2012. The heritage items listed on the Sydney Harbour Foreshore Authority s.170 Register are

indicated by the red and green shaded areas. Please note these shadings are indicative only.

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 14 – 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 15 – 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 16 – 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 17 – Looking south from the King Street Wharf precinct towards the Pymont Bridge. The proposed development will be visible behind the Pymont Bridge.



Figure 14: Looking towards the development site from the Pymont Bridge



Figure 15: The development site looking north towards the Pymont Bridge



Figure 16: Looking west along Market Street towards the Pymont Bridge. The Corn Exchange Building is located to the right of this image.



Figure 17: 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:⁶

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.

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

5.0 SCOPE OF WORKS

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

The proposal relates to a staged development application and seeks to establish concept proposal details for the renewal and re-imagining of Cockle Bay Park. The concept proposal establishes the vision, planning and development framework which will be the basis for the consent authority to assess future detailed development proposals. The Cockle Bay Park site is to be developed for a mix of Retail, Cultural and Commercial (Office) uses, including retail and restaurants, publicly accessible offices, and open space.

The Concept Proposal seeks approval for the following key components and development parameters:

- Demolition of existing site improvements, including the existing Cockle Bay Wharf building complex, pedestrian bridge links across the Western Distributor, and obsolete monorail infrastructure;
- Building envelopes;
- Land uses across the site;
- A maximum total Gross Floor Area (GFA) across the Cockle Bay Park of 75,000m² for commercial development and 14,000m² for retail (including food and beverage) development;
- Urban Design and Public Realm Design Principles to provide design excellence framework; and
- Strategies for utilities and services provision, drainage and flooding, and ecological sustainable development.

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 Environmental Impact Statement and RTS that accompanies this application.

The amended Concept 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.

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.

- 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 park will allow for great new open space vantage points to view the bridge from the south east.
- 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 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
<i>Project Planning Policy 3.0</i> <i>Ensure that an assessment of heritage impact of all works, including minor works, to the significance of the Pymont bridge is undertaken.</i>	This document is an assessment of heritage impact with regard to the significance of the Pymont Bridge.
<i>Curtilage Policy 6.0</i> <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>	The setback of the podium level and its configuration have been carefully determined to maintain the appropriate visual setting of the Pymont Bridge. Access along the western Darling Harbour foreshore is unaffected by the proposal. 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.
<i>New Works Policy 10.0</i> <i>Ensure that new works do not:</i> <i>- detract visually from the bridge or its</i>	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

<i>harbour setting;</i> <i>. hasten the deterioration of the surviving fabric;</i> <i>. result in irreversible alteration to significant fabric.</i>	designed to ensure the following: • 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. • 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. • 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.
<i>Policy 6.1</i> <i>Retain the north-south low level route along the foreshore and the east-west route across the bridge.</i>	Both of these routes are maintained in the proposal.
<i>Policy 6.2</i> <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>	Where new connections to the bridge are proposed, existing breeches in original fabric and areas where modern fabric has been introduced will be used. New elements will be carefully located and interference with historic fabric avoided in order to maintain the simplicity and elegance of the original design. During construction a temporary connection will be established to ensure the bridge remains connected to the modern fabric of the approaches throughout the construction process.
<i>Policy 6.3</i> <i>Seek to interpret the section of the original Market Street approach that survives adjacent to the former Corn Exchange.</i>	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. 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. This impact is mitigated by the following means: • The new structure will be clearly a modern element. • The structure will be designed to be subservient in detail to the existing Bridge. • 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. • The new structure will interface with the concrete deck of the bridge, fabric that is a later and intrusive addition to the bridge.
Additional mitigations	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. The podium is set back 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 setback is an “articulation zone” to provide the possibility of a greater setback as the design is developed in detail. The setback is sufficient to give good connection for pedestrians between the proposal and the bridge while maintaining sufficient separation.
The Bridge and the Proposal	The Proposal consists of a large podium with a tower to the southern central area end of the site. The tower is clearly a large element in the proximity of 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, complement each other as horizontal and vertical elements in a dynamic landscape. 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.
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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 proposal on the opposite side of Market Street. The site has been recently integrated into the redevelopment of Four Points by Sheraton designed 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. There will be no additional overshadowing from the podium or tower as they are located to the south of the site.

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 Pyrmont 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. There will be no additional overshadowing from the podium or tower as they are located to the south of the site.

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.

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 amended concept proposal as addressed will have a 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.

Future 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 concept proposal will enhance the view corridor from Pyrmont along Market Street and from Market Street to the Bridge. Moving the buildings south from the initial proposal, while not necessary, enhances the proposal's relationship to Pyrmont Bridge.