

# **COCKLE BAY PARK REDEVELOPMENT**

Appendix S Heritage Assessment Report

## **State Significant Development, Development Application (SSD DA)**

Prepared for DPT Operator Pty Ltd and DPPT Operator  
Pty Ltd

29 September 2021

Revision [C]

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## Executive Summary

This report has been prepared to accompany a detailed State Significant Development (SSD) Development Application (DA) (Stage 2) for a commercial mixed-use development, Cockle Bay Park, which is submitted to the Minister for Planning and Public Spaces pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The development is being conducted in stages comprising the following planning applications:

- Stage 1 – Concept Proposal setting the overall ‘vision’ for the redevelopment of the site including the building envelope and land uses, as well as development consent for the carrying out of early works including demolition of the existing buildings and structures. This stage was determined on 13 May 2019, and is proposed to be modified to align with the Stage 2 SSD DA.
- Stage 2 – detailed design, construction, and operation of Cockle Bay Park pursuant to the Concept Proposal.

This Heritage Assessment Report (also known as a Statement of Heritage Impact) has been prepared to fulfil part of the requirements of the following condition of consent pertaining to SSD - 9978934 – Condition 13:

*a Statement of Heritage Impact (SOHI), prepared in accordance with relevant guidelines, assessing potential impacts on State and local heritage items (including conservation areas, natural heritage areas, heritage fabric, relics, gardens, landscapes, views and trees) and historical archaeology, and recommending mitigation and management measures where required*

This report has also been prepared to fulfill Condition C10 of SSDA 7684.

*C10. Future Development Application(s) shall include a detailed Heritage Impact Assessment, which considers the heritage impact of the development including any visual impacts on Pyrmont Bridge, the Corn Exchange and Shelbourne Hotel.*

The bulk of the proposed works including the podium and tower structures are located on land that is not heritage listed aside from the section which intersects with the Pyrmont Bridge. The majority of the impact of the proposal deals with visual impacts on items in the vicinity. There is potential for archaeological deposits to be found on the site. This is dealt with in a separate archaeological impact assessments.

There are no major physical impact on items in the vicinity aside from a small area within the eastern section of the Pyrmont Bridge. This bridge is listed as a heritage item on the NSW State Heritage Register under the auspices of the *NSW Heritage 1977* and on the PMNSW S.170 Register.

The proposed modification to the eastern end of the Pyrmont Bridge will have a positive impact on the significance of the structure. The new land bridge over the Western Distributor connecting the western side of the CBD to Darling Harbour will re-establish the historic corridor of the bridge and its connection to Market Street. The proposal has been design in a way to minimise the physical impact on the bridge, by only introducing new fabric or penetrations to allow for smooth transition of pedestrians. The proposal will reintroduce an axial alignment to Market Street allowing for a more sympathetic treatment to the eastern end of the bridge which currently terminates abruptly.

The additions have been designed to be viewed as separate from the form of the bridge to give an appropriate curtilage. The podium is set back from the Bridge at its closest

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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. The setback is sufficient to give good connection for pedestrians between the proposal and the bridge while maintaining sufficient separation.

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 Pymont.

The existing curtilage around heritage items in the vicinity is largely unaffected, allowing ongoing appreciation of heritage significance and interpretations of the places and individual items. The proposed development will impact on the setting of several items but will not affect their visual integrity and heritage. Visual impacts from the proposed development on the heritage items in the immediate vicinity north and east of the site will be ameliorated to some extent by existing tall buildings forming the CBD backdrop to the site. The visual impacts of the proposed development on identified heritage items in the vicinity of the proposed development are generally considered acceptable.

This report satisfies the heritage impact assessment requirements outlined in both the Stage 2 SSDA and SEARs. It is consistent with the heritage assessment pertaining to the Stage 1 SSDA

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# 1 INTRODUCTION

## 1.1 Preamble

This report has been prepared to accompany a detailed State Significant Development (SSD) Development Application (DA) (Stage 2) for a commercial mixed-use development, Cockle Bay Park, which is submitted to the Minister for Planning and Public Spaces pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The development is being conducted in stages comprising the following planning applications:

- Stage 1 – Concept Proposal setting the overall ‘vision’ for the redevelopment of the site including the building envelope and land uses, as well as development consent for the carrying out of early works including demolition of the existing buildings and structures. This stage was determined on 13 May 2019, and is proposed to be modified to align with the Stage 2 SSD DA.
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This report has also been prepared to fulfill Condition C10 of SSDA 7684

*C10. Future Development Application(s) shall include a detailed Heritage Impact Assessment, which considers the heritage impact of the development including any visual impacts on Pyrmont Bridge, the Corn Exchange and Shelbourne Hotel.*

It should be noted that this report does not address the archaeological impact of the Cockle Bay Park redevelopment, this aspect of the development will be addressed in a separate archaeological assessment by others.

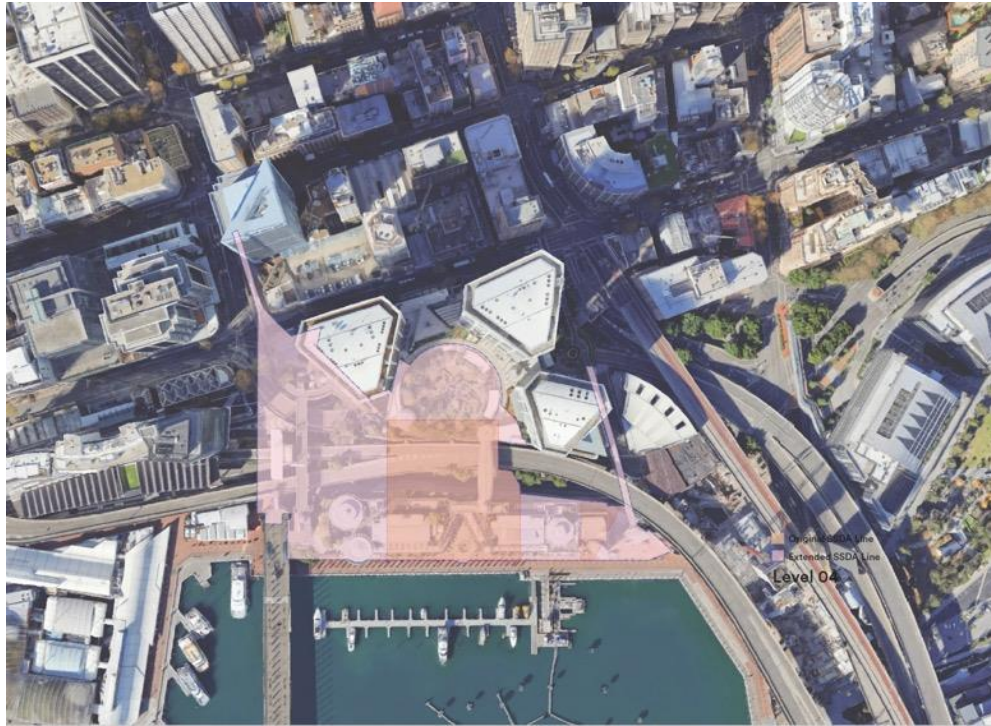
## 1.2 Authorship and Acknowledgements

This Heritage Assessment Report has been prepared by Anna McLaurin, B.Envs (Arch), M.Herit.Cons. MURP., and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage and Planning.

## 1.3 Site Location

The site is located at 241-249 Wheat Road, Sydney to the immediate south of Pyrmont Bridge, within the Sydney CBD, on the eastern side of the Darling Harbour precinct. The site encompasses the Cockle Bay Wharf development, parts of the Eastern Distributor and Wheat Road, Darling Park and Pyrmont Bridge.

The Darling Harbour Precinct is undergoing significant redevelopment as part of the Sydney International Convention, Exhibition and Entertainment Precinct (SICEEP) including Darling Square and the IMAX renewal (W Hotel) projects. More broadly, the western edge of the Sydney CBD has been subject to significant change following the development of the Barangaroo precinct.



**Figure 1: Location Plan**

This report has been prepared in response to the Secretary’s Environmental Assessment Requirements (SEARS) dated 12 November 2020 for SSD-9978934. Specifically, this report has been prepared to respond to those SEARS summarised in Table 1.

<b>TABLE 1 - SEARs requirements</b>		
<b>Item</b>	<b>Description of Requirement</b>	<b>Section Reference (this report)</b>
13	a Statement of Heritage Impact (SOHI), prepared in accordance with relevant guidelines, assessing potential impacts on State and local heritage items (including conservation areas, natural heritage areas, heritage fabric, relics, gardens, landscapes, views and trees) and historical archaeology, and recommending mitigation and management measures where required	Section 7

This report has also been prepared in response to the following Stage 1 (SSD 7684) conditions of consent summarised in Table 2.

<b>Table 2 - Concept approval of Conditions of Consent</b>		
<b>Item</b>	<b>Description of Requirement</b>	<b>Section Reference (this report)</b>
C10	C10. Future Development Application(s) shall include a detailed Heritage Impact Assessment, which considers the heritage impact of the development including any visual impacts on Pymont Bridge, the Corn Exchange and Shelbourne Hotel.	Section 7

#### **1.4 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 Artefact Heritage and Cosmos Archaeology.

#### **1.5 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 on multiple occasions. The photographs taken on the site visit are supplement by images from other sources, as accredited.

#### **1.6 Summary of Existing Statutory Heritage Listings for the Site**

<b>Statutory Mechanism</b>	<b>Site</b>
State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes. Pymont Bridge SHR No. 01618
In the vicinity of items on the State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes
PMNSW s.170 Register.	Yes. Pymont Bridge

	Yes. Cockle Bay Precinct Archaeological Remains
Listed as an item of local heritage significance by Schedule 5 of the Sydney LEP 2012	No
Located within the vicinity of local heritage items by Schedule 5 of Sydney LEP 2012;	Yes.
Located within a heritage conservation area.	No.

Figure 2 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 PMNSW s.170 Register are not noted on the *Sydney LEP 2012*. They are indicated by the red shading.

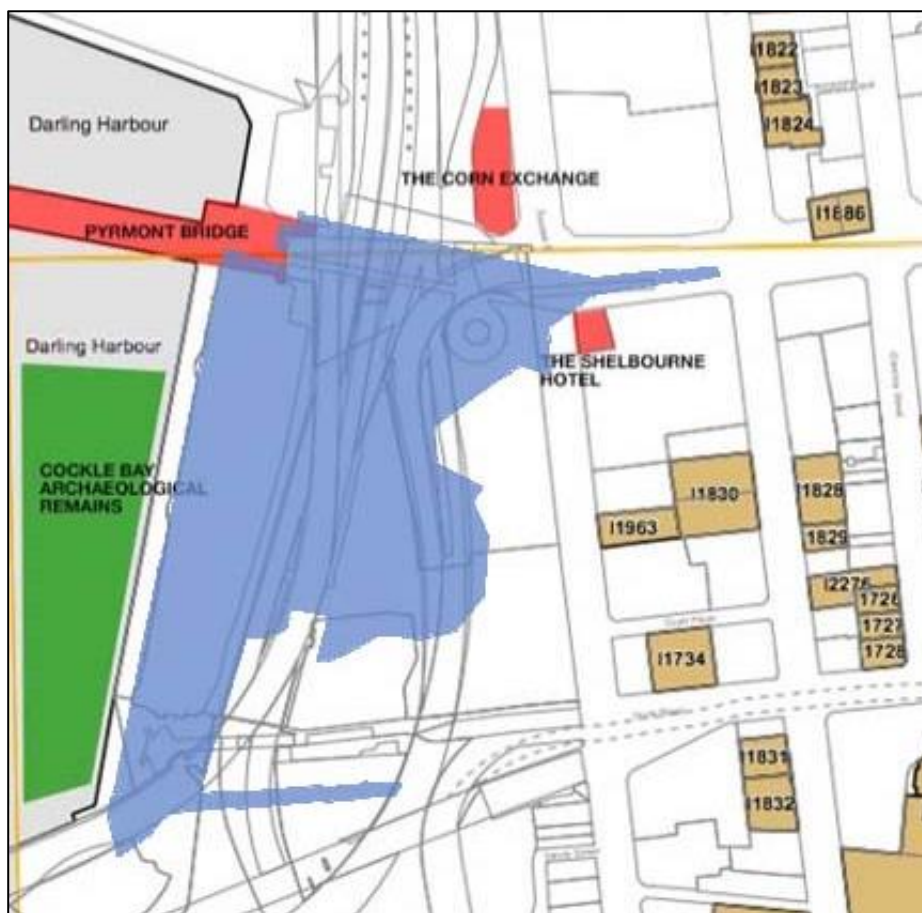


Figure 2: Excerpts from Heritage Map 014 and 015 from the Sydney LEP 2012. The heritage items listed on the PMNSW s.170 Register are indicated by the red and green shaded areas. The subject site is highlighted blue. Please note these shadings are indicative only.

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## 1.7 The Surrounding Area

The site is located on the western side of the Sydney CBD, with numerous heritage items nearby, including items of local heritage significance, listed on Schedule 5 of the *Sydney LEP 2012* and under the PMNSW s.170 register ; items of State heritage significance, listed on the NSW State Heritage Register under the *Heritage Act 1977* (NSW);

## 1.8 Relevant Heritage Legislation

In Australia and NSW, heritage listings give rise to statutory requirements to consider the heritage impact of any proposed works to a heritage item, and in some cases, in the vicinity of a heritage item.

### 1.8.1 Heritage Act 1977 (NSW)

The *Heritage Act 1977* (NSW) provides statutory obligations for the conservation of items of State heritage significance in NSW.

Places, buildings, works, relics, movable objects or precincts considered to be of significance for the whole of NSW are listed on the State Heritage Register (SHR). The SHR is administered by the Heritage Division of the Office of Environment and Heritage, and includes a diverse range of over 1,500 items.

Under cl.57(1) of the Act, alterations of any kind to an item listed on the SHR cannot be carried out without prior approval from the Heritage Council of NSW.

The proposal development application on the subject site does requires assessment under the *Heritage Act 1977* (NSW) as part of the site is listed on the SHR.

### 1.8.2 Local Environmental Plan

In NSW, the *Environmental Planning and Assessment Act, 1979* (NSW) (the 'EP&A Act') sets out statutory obligations for local governments to take into consideration the impacts to the environment and the community of any proposed development or land-use change.

Under this act, local government must prepare and implement a Local Environmental Plan (LEP) to regulate development within their respective Local Government Area (LGA).

Under Cl.5.10(2) of the *Sydney LEP 2012*, development consent is required for any action that will demolish, move or affect a heritage item or item within a conservation area. As such, a heritage impact statement is required to be submitted to assess the impact of the proposal on the heritage item.

### 1.8.3 Development Control Plans

Development Control Plans (DCPs) provide detailed planning and design guidelines to support the planning controls in the Local Environmental Plan (LEP). The *Sydney Development Control Plan 2012* identifies Council's requirements for new works on land to which the *Sydney LEP 2012* applies.

The Section 3.9 of the *Sydney DCP 2012* identifies the following objectives for the preservation of the heritage values of Sydney:

(a) *Ensure that heritage significance is considered for heritage items,*

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*development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal heritage significance.*

*(b) Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.*

## **1.9 Documentary Evidence**

### **1.9.1 General References**

Ashton, Paul and Waterson, Duncan, *Sydney Takes Shape: A History in Maps*, Brisbane, Hema Maps Pty Ltd, 2000,

Maclehose, 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.

### **1.9.2 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.

### **1.9.3 Heritage Listing Sheets**

Pymont Bridge, State Heritage Inventory No. 5053337

### **1.9.4 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

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### 1.9.5 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).

## 2 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 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>

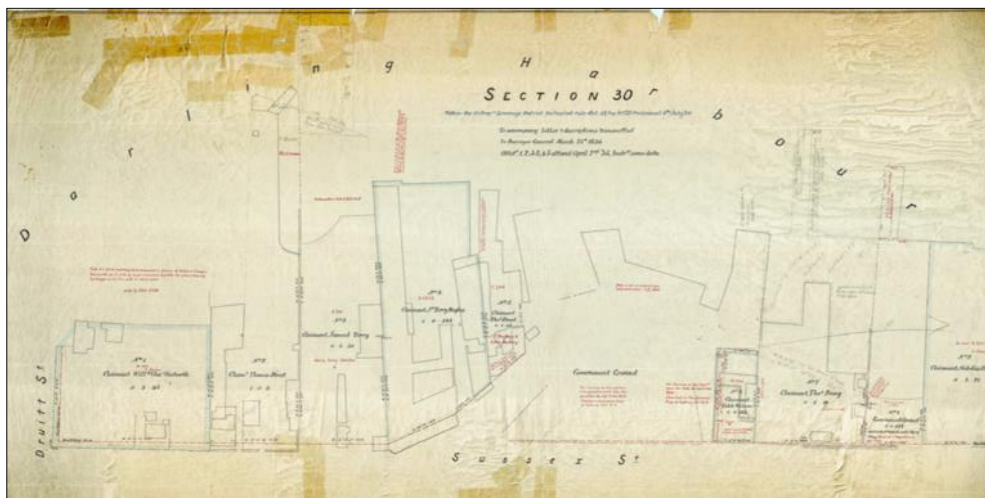
Leases for large waterfront allotments around the shoreline and for smaller residential blocks around Flagstaff Hill were allocated during the 1820s. *A Plan of the Town and*

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<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.

*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 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 Pyrmont 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 Maclehoose 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

<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.

<sup>3</sup> James Maclehoose, *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.

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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 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 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 Pyrmont Bridge Company. In 1857, this company erected the first Pyrmont Bridge, which was a toll bridge, linking the Pyrmont and Sydney Shores of Darling Harbour. Union and Market Street formed the approaches to the bridge. The first Pyrmont 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 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>

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<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.

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

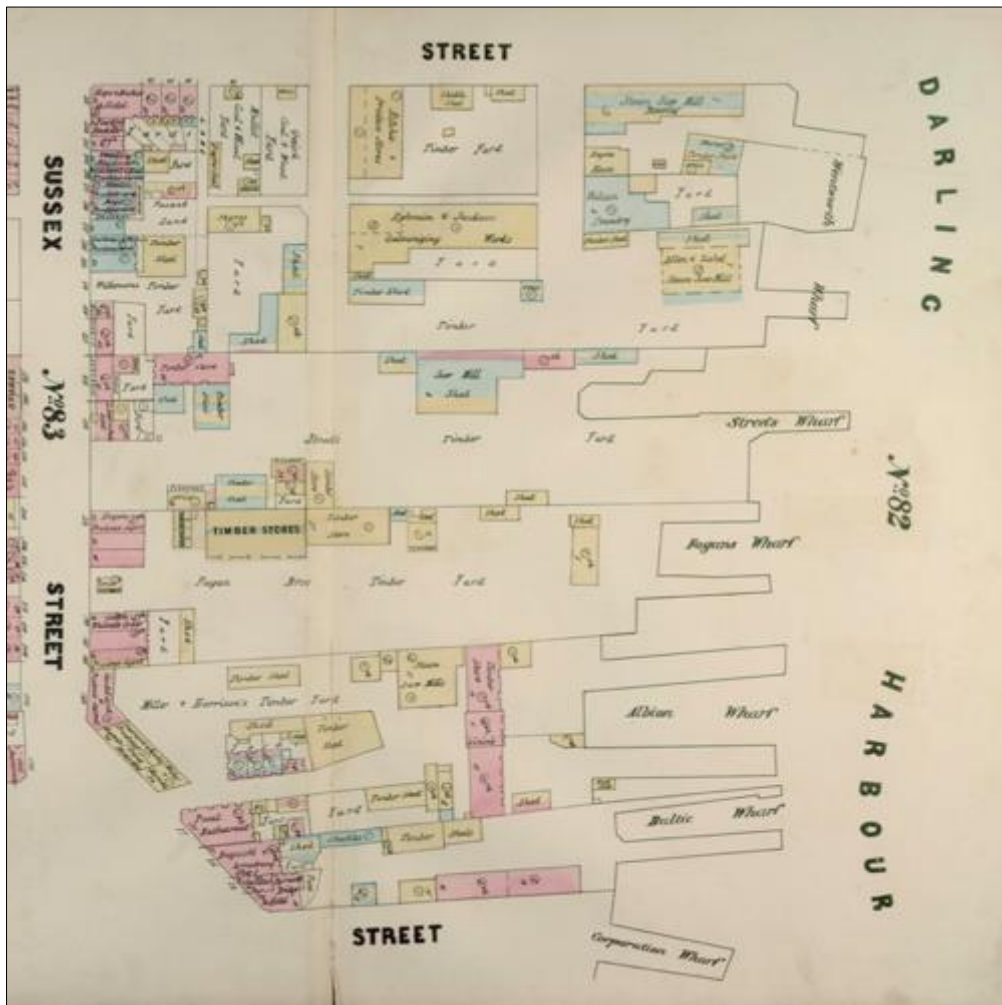


Figure 6: Henry Percy Dove, *Plans of Sydney, Section 82, 1880* (Detail only).

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.<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

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

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it would retain until 1917. This building still stands and is now listed as a heritage item by the City of Sydney.

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 DrUITt 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.

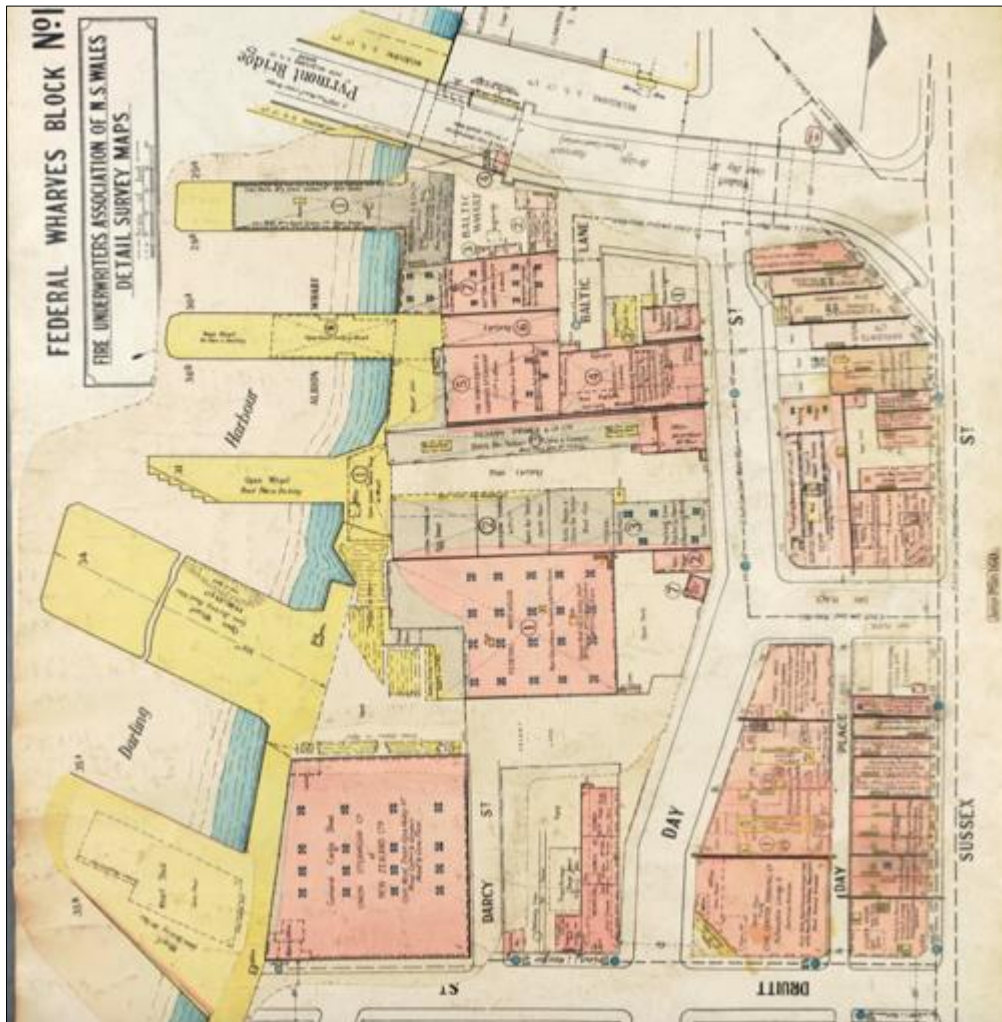


Figure 8: Fire Underwriters Association of NSW, *Fire Underwriters Plans, Federation Wharves Block No. 161*, ca.1917-1939 (Detail only).

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.

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## **2.6 The Western Distributor and the Closure of Pymont 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 Pymont 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 be demolished 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 Pymont 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 SITE DESCRIPTION**

## **3.1 The Subject Site**

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



**Figure 11: View of the site looking south along the boardwalk at Darling Harbour.**

### **3.2 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 Pyrmont Bridge forms part of the northern boundary of the site.

See Figure 12 to Figure 17.



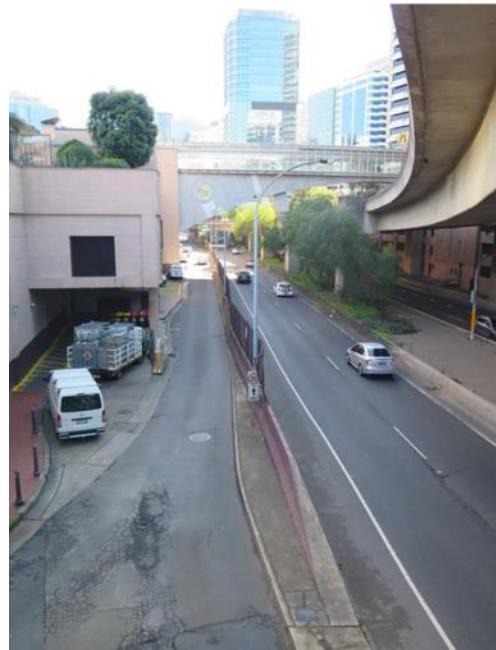
**Figure 12: View from the Market Street Bridge looking west.**



**Figure 13: The Western Distributor bisecting the site.**



**Figure 14: Looking south across the Western Distributor northbound flyover lane from the Pedestrian Footbridge.**



**Figure 15: View looking North along Wheat Road.**



**Figure 16: Looking from the site towards the Pymont Bridge looking west.**



**Figure 17: View north along the Boardwalk with the site to east. The Pyrmont Bridge is in the distance.**

#### **4 ASSESSMENT OF SIGNIFICANCE**

##### **4.1 Summary of Existing Statutory Heritage Listings for the Site**

<b>Statutory Mechanism</b>	<b>Site</b>
State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes. Pyrmont Bridge SHR No. 01618
In the vicinity of items on the State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes
PMNSW s.170 Register.	Yes. Pyrmont Bridge  Yes. Cockle Bay Precinct Archaeological Remains
Listed as an item of local heritage significance by Schedule 5 of the Sydney LEP 2012	No

Located within the vicinity of local heritage items by Schedule 5 of Sydney LEP 2012;	Yes.
Located within a heritage conservation area.	No.

#### 4.2 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.*

This statement has been adopted for the purposes of this assessment.

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



**Figure 18: Pyrmont Bridge in the early 20<sup>th</sup> Century.**  
Source: NSW Heritage Council



**Figure 19: The Pyrmont Bridge as view from the boardwalk in front of the subject site.**



**Figure 20: Looking east towards the CBD from the Pyrmont Bridge.**

#### **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.

Figure 21 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 PMNSW s.170 Register are not noted on the *Sydney LEP 2012*. They are indicated by the red shading.

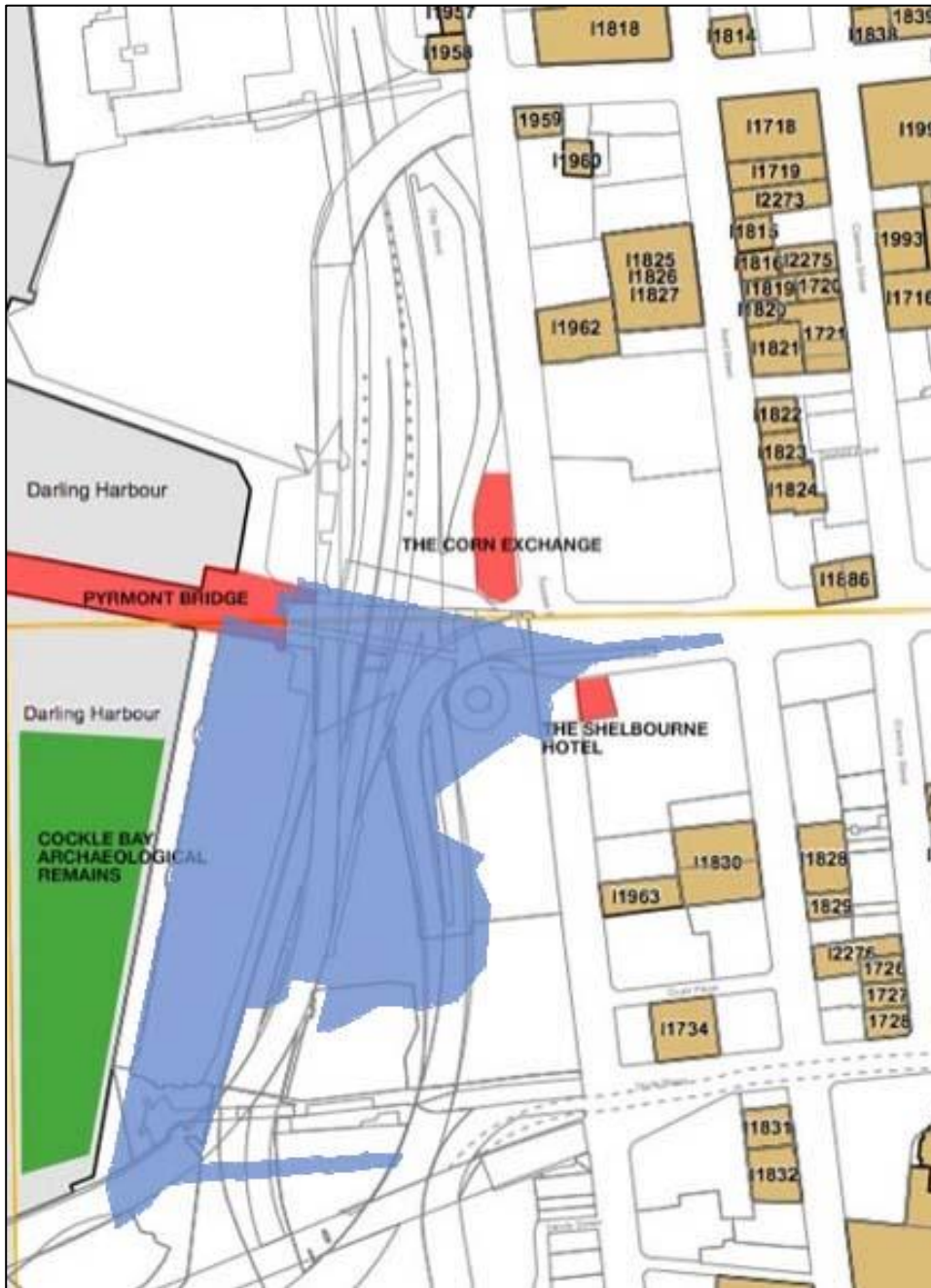


Figure 21: Excerpts from Heritage Map 014 and 015 from the Sydney LEP 2012. The heritage items listed on the PMNSW s.170 Register are indicated by the red and green shaded areas. The subject site is highlighted blue. Please note these shadings are indicative only.

Item name	Description/Notes
<p><b>The Corn Exchange Building, 173-185 Sussex Street, Sydney:</b></p> <ul style="list-style-type: none"> <li>Listed under PMNSW s. 170 Register</li> <li>Listed under NSW</li> </ul>	<p>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</p>

State Heritage Register SHR No. 01619	site is overshadowed by other commercial towers in the vicinity.
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**Figure 22: The Corn Exchange Building as viewed from the Sussex Street and Market Street intersection.**

Item name	Description/Notes
<p><b>Shelbourne Hotel, 200 Sussex Street, Sydney</b></p> <ul style="list-style-type: none"> <li>Listed under PMNSW s. 170 Register</li> </ul>	<p>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.</p>

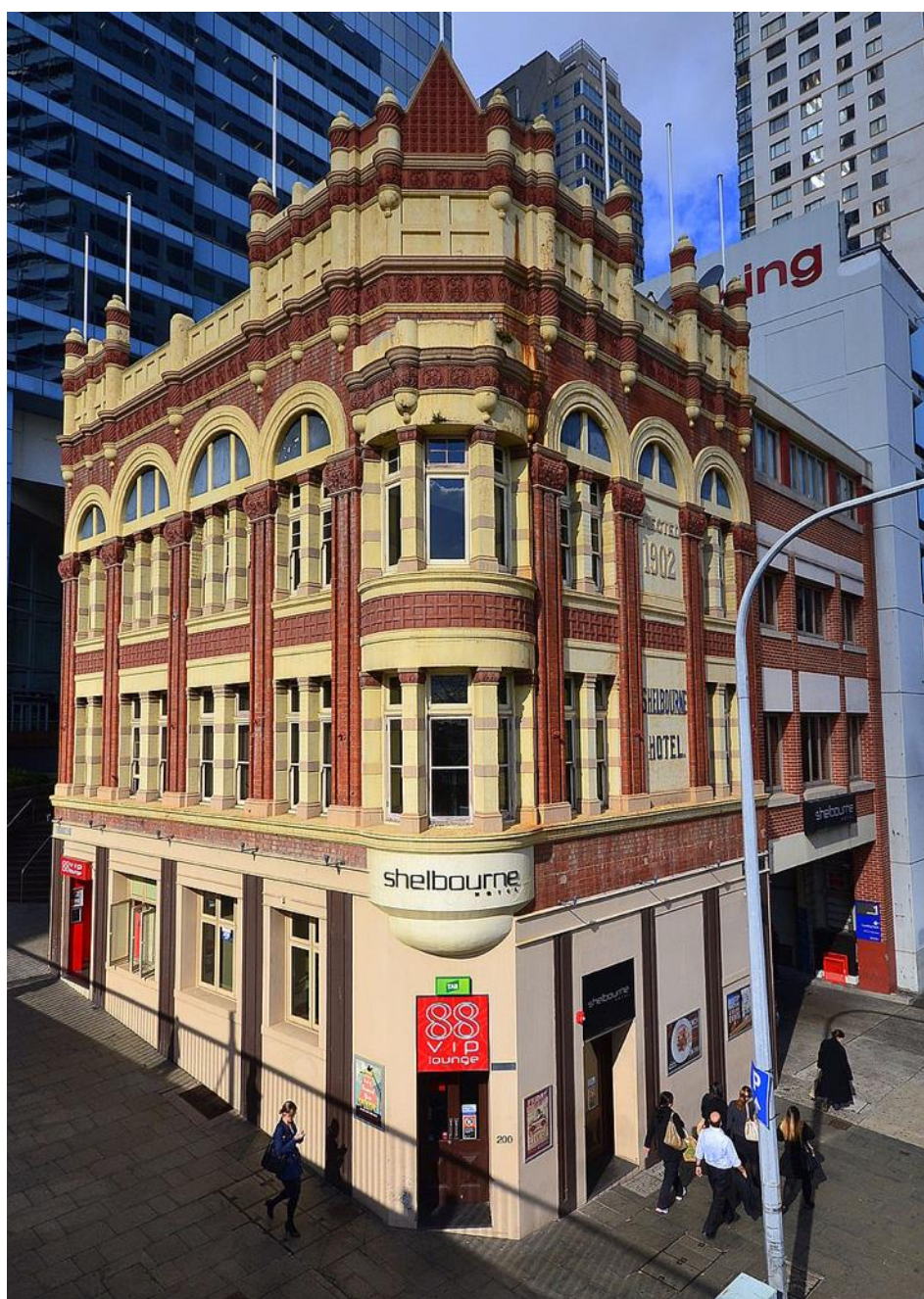


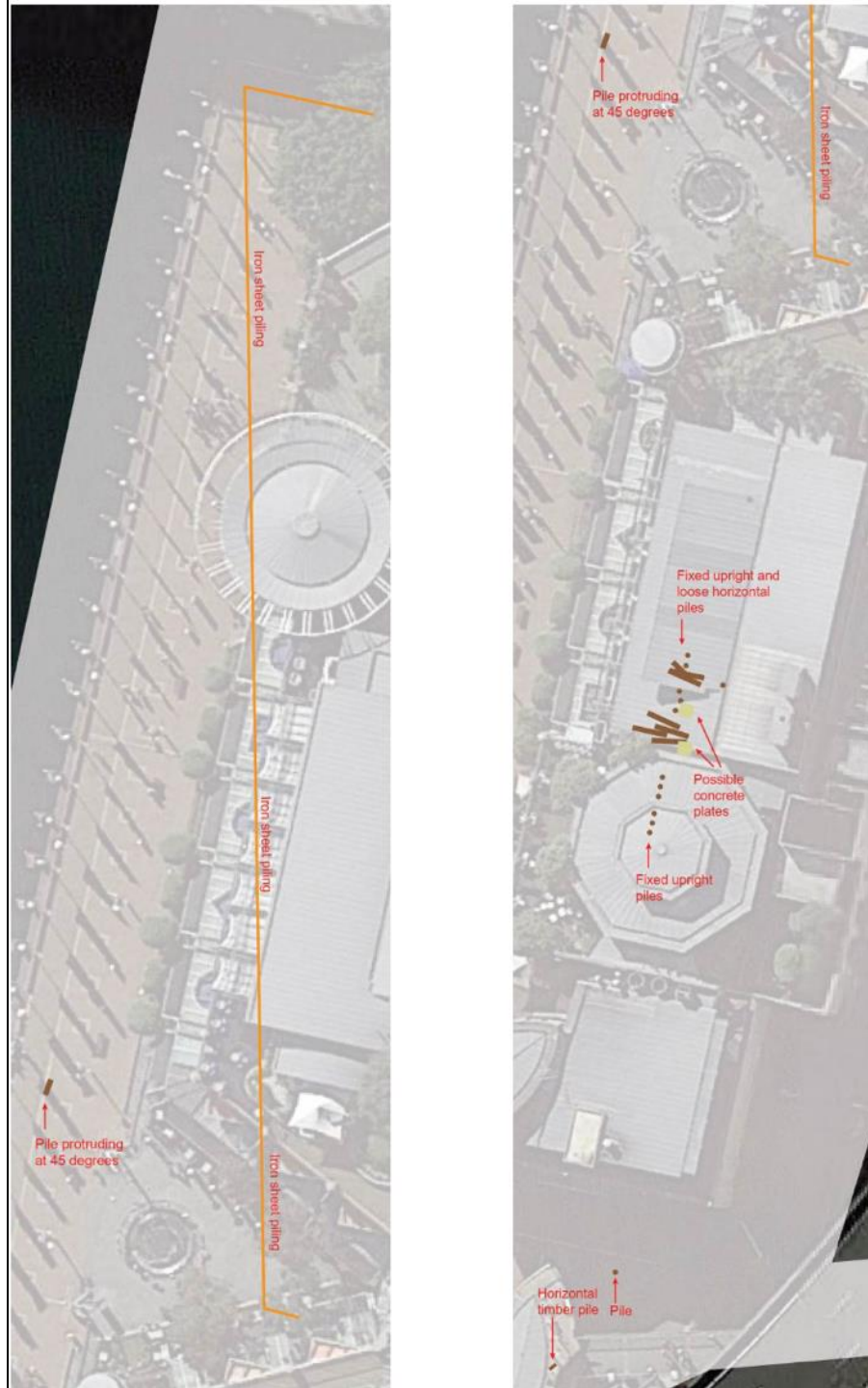
Figure 23: The Shelbourne Hotel as viewed from the Market Street bridge.

Item name	Description/Notes
<p><b>Cockle Bay Precinct Archaeological Remains</b></p> <ul style="list-style-type: none"> <li>Listed under PMNSW s.170 Register</li> </ul>	<p>The following information regarding known archaeological remains in the Cockle Bay precinct has been sourced from the Marine Archaeology</p>

<ul style="list-style-type: none"> <li>• Located beneath and around the proposed development site.</li> </ul>	<p>Assessment by Cosmos Archaeology (2017). See Figure 24:</p> <p><i>Remains of Wharves from the Late 19th Century</i></p> <ul style="list-style-type: none"> <li>• Two piles have been identified as potentially relating to previous wharf structures. One of these piles may be related to Former Streets Wharf (c. mid-1830s to late- 1850s), Former Wharf 31 (c. late-1920s to early-1950s) or Wharf 31 (1956 to 1963). The other pile may be related to Hyndes Wharf (c. late-1930s to late-1880s) and Wharf 35 (c.1918 to mid-1980s). Based on the condition of the piles and the fact that they are both protruding at odd angles from the seabed, it is more likely that the piles are related to the later wharves in the sequence of development.</li> </ul> <p><i>Remains of Timber Sheet Piling with Monier Concrete Plates from the Early 20th Century</i></p> <ul style="list-style-type: none"> <li>• <i>Twenty piles were identified during the site inspection that are possible remains of timber sheet piling along the eastern side of Cockle Bay, as well as two pieces of possible concrete plates that may be remains of Monier plates used to face the timber sheet piling during rat proofing upgrades to the seawalls. All of these features have been identified in the southern half of the site.</i></li> </ul> <p><i>Steel Sheet Piling Retaining Wall from the Mid-20th Century</i></p> <ul style="list-style-type: none"> <li>• <i>A length of steel sheet piling was identified during the site inspection. This was likely placed between the last recorded rat-proofing upgrade in 1920-1929 and the 1985 plan of seawalls prior to development in the 1980s-1990s. An approximately 120 m length of the retaining wall was noted during the site inspection.</i></li> </ul>
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	<p><i>S.S. South Steyne</i></p> <ul style="list-style-type: none"><li>• <i>S.S. South Steyne is a moveable heritage item that is currently moored on the northern side of Harbourside Wharf, on the western side of Cockle Bay. Despite not being located within the study area, the vessel has been included in the list of known maritime heritage sites as it is listed on the State Heritage Register, has State significance, and may incur visual impacts as a result of the proposed development.</i></li></ul>
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**Figure 24: Known sheet piling (left) and Known timber sheet piling and potential wharf remains.**

Source: Cosmos Archaeology (2017) Maritime Archaeological Assessment p.80

Item name	Description/Notes
<p><b>Former “Foley Bros” warehouse including cartway, courtyard and interiors, 230-232 Sussex Street, Sydney</b></p> <ul style="list-style-type: none"> <li>• Listed under <i>Sydney LEP 2012</i> (I1963)</li> </ul>	<p>Former “Foley Bros” warehouse is located to the east of the proposed development site. This site is already overshadowed by the Darling Park Towers. The site has recently been redeveloped as part of a new Meriton Tower.</p>



**Figure 25: Former “Foley Bros” warehouse at Sussex Street.**

Item name	Description/Notes
<p><b>Former “Central Agency” warehouse including interiors, 48-58 DrUITT Street, Sydney</b></p> <ul style="list-style-type: none"> <li>• Listed under <i>Sydney LEP 2012</i> (I1734)</li> </ul>	<p>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.</p>



**Figure 26: Former “Central Agency” warehouse viewed from Druiitt Street.**

Item name	Description/Notes
<p><b>Former warehouse “Archway Terrace” including interiors, 26-32 Market Street, Sydney:</b></p> <ul style="list-style-type: none"> <li>Listed under <i>Sydney LEP 2012</i> (I1886)</li> </ul>	<p>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 Pymont Bridge</p>



**Figure 27: Archway terrace viewed from Market Street.**

#### **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 Pyrmont Bridge. A separate Visual Impact Assessment has been prepared by Ethos Urban and Virtual Ideas.

Figure 28- Figure 30 Looking south east along the Pyrmont 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 28: Looking towards the development site from the Pyrmont Bridge current configuration.**



**Figure 29: Proposed view from Pyrmont Bridge (west), viewing to the east.**  
Source: Virtual Ideas



**Figure 30: Proposed View from Pyrmont Bridge (centre), viewing to the east**  
Source: Virtual Ideas

Figure 31- Figure 33 Looking north along the boardwalk towards the Pyrmont Bridge. From this vantage point almost the entire span of the Pyrmont Bridge is visible. The proposal will be visible from behind the bridge. From the southern section of Cockle Bay the bridge is still visible.



**Figure 31 The current development site looking north towards the Pyrmont Bridge.**



**Figure 32: The proposed view from Cockle Bay (east), Sydney, to the north.**

Source: Virtual Ideas



**Figure 33: The proposed view from Cockle Bay (south), Sydney, to the north-east.**

Source: Virtual Ideas

Figure 34 - Figure 35 show looking west down Market Street towards the pedestrian bridge leading to the Pyrmont Bridge. This view corridor is significant as the Pyrmont 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. The proposal is not overtly visible from this view corridor.



**Figure 34: Looking west along Market Street towards the Pymont Bridge. The Corn Exchange Building is located to the right of this image.**



**Figure 35: Proposed view looking west down Market Street.**

Source: Virtual Ideas

Figure 37– Figure 37 show looking south from the King Street Wharf precinct towards the Pymont Bridge. The proposed development will be visible behind the Pymont Bridge. The proposal sits within the existing high-rise context.



**Figure 36: Existing view looking towards the site from the King Street Wharf.**



**Figure 37: Proposed view looking from Darling Harbour toward the Pyrmont Bridge with the development site behind.**

Source: Virtual Ideas

Figure 38 of the proposal as viewed from the corner of Kent Street and Druitt Street is included at The existing view towards the site is a highly urbanised series of CBD tower buildings with breaks to the sky. The existing Cockle Bay Wharf development is not

visible from this location. The proposal will introduce an additional tower form to this vista without obscuring any views of significance.



**Figure 38: View from Kent Street near Druitt Street, Sydney, to the north-west.**

Source: Virtual Ideas

Tumbalong Park is a public domain space that is intensely used for both passive recreation and in terms of pedestrian movement from the western edge of the CBD through the Darling Harbour Precinct. The site is visible when looking north within the park. See Figure 39.



**Figure 39: Proposed view from Tumbalong Park, Sydney, to the north-east with the W Hotel in the foreground. The site is visible behind.**

## SCOPE OF WORKS

The stage 2 SSDA for the mixed-use redevelopment of Cockle Bay Wharf comprises of the following development:

- Construction of a new commercial tower of Forty-three (43) storeys containing:
  - Four (4) publicly accessible podium levels, containing up to 14,000m<sup>2</sup> of retail GFA.
  - One (1) level of coworking space.
  - Thirty-Four (34) levels of commercial office space incorporating three level of rooftop plant with three (3) levels of plant.
- A landbridge across the Western Distributor freeway between Darling Harbour and Darling Park, including:
  - A publicly accessible park, containing more than 6,500m<sup>2</sup> of public open space
  - Associated landscaping and access to the park from both Darling Park and Darling Harbour
- A loading dock area with nine (9) loading bay spots
- Bicycle parking spaces for commercial, retail and visitor use and associated end of trip facilities

The following photomontages by the architectural team convey the intent of the proposed Stage 2 SSDA.



**Figure 40: View of the new tower and podium from the opposite side of Darling Harbour.**



**Figure 41: View of the podium and connection with the Pymont Bridge**



**Figure 42: View of the new public park above the Western Distributor**



**Figure 43: Pedestrian view of the new public park.**



**Figure 44: View from the boardwalk along Darling Harbour towards the Pyrmont Bridge, .**

## **6 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 that accompanies this application.

### **6.1 The proposal is assessed by consideration of:**

- The relevant controls of the *Sydney LEP 2012*;
- The objectives and controls for new works to and in the vicinity of heritage items as per Part 3 of the *Sydney DCP 2012*;
- The Stage 2 DA 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.
- with an understanding of the requirements for Heritage Impact Statements provided by the NSW Heritage Branch publication Statements of Heritage Impact (2002 update); and

### **6.2 NSW Heritage Branch Model Questions**

The assessment of heritage impacts has been undertaken in reference to the model questions given in the NSW Heritage Office's publication 'Statements of Heritage Impacts'.

Demolition of a building or structure	x
Minor partial demolition	x
Major partial demolition	x
Change of use	x

Minor additions	x
<b>Major additions (Pymont Bridge only)</b>	✓
<b>New development adjacent to a heritage item</b>	✓
Subdivision	x
Repainting	x
Re-roofing/re-cladding	x
New services	x
Fire upgrading	x
New landscape works and features	x
Tree removal or replacement	x
New signage	x

## 7 HERITAGE IMPACT ASSESSMENT

### 7.1 General Assessment

The bulk of the proposed works including the podium and tower structures are located on land that is not heritage listed aside from the section which intersects with the Pymont Bridge. The majority of the impact of the proposal deals with visual impacts on items in the vicinity.

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

### 7.2 Pymont Bridge

The proposed modification to the eastern end of the Pymont Bridge will have a positive impact on the significance of the structure. The new land bridge over the Western Distributor connecting the western side of the CBD to Darling Harbour will re-establish the historic corridor of the bridge and its connection to Market Street. The proposal has been design in a way to minimise the physical impact on the bridge, by only introducing new fabric or penetrations to allow for smooth transition of pedestrians. The proposal will reintroduce an axial alignment to Market Street allowing for a more sympathetic treatment to the eastern end of the bridge which currently terminates abruptly.

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

- The proposal will remove the non-original eastern end of the bridge (constructed in 1984 when the Western Distributor was built) to allow to the

new stair and a safer shared pedestrian and bike path to be installed. The two sandstone piers at the eastern end are retained by the proposal. Some restoration work will be completed on the piers to remove the pollutants on the surface.

- The proposed escalator mechanisms will sit between each of the steel Allan trusses on the underside of the bridge to minimise damage on the highly significant structure.
- The proposed lift is separated from the span of the bridge structure. This ensures that they read as independent structures and the bridge deck does not become further crowded with an additional mode of vertical transport.
- The connection from the south to the subject site will be located in the same position as the existing pedestrian connection to minimise any further alteration to the bridge structure. The new connection will appear light weight to contrast with heavy steel truss and masonry structure.
- 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 proposal 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 proposal will not block existing view corridors towards the Bridge from Pyrmont 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 Pyrmont 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.
- There will be no additional overshadowing of the bridge as a result of the tower as it is located to the south of the bridge.

7.2.1 OEH Statement of Heritage Impact Questions

<i>OEH Statement of Heritage Impact Questions</i>	<b>Response</b>
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<p><i>How is the impact of the addition on the heritage significance of the item to be minimised?</i></p>	<p>The proposal involves minimal invention to the existing significant structure. Where alterations will occur, they have been positioned in a way to minimise impact on the significant fabric. For example, the proposed escalator mechanisms will sit between each of the steel Allan trusses on the underside of the bridge. Other alterations to the bridge are to areas of non-original fabric.</p>
<p><i>Can the additional area be located within an existing structure? If not, why not?</i></p>	<p>No. As the Pyrmont Bridge is a piece of infrastructure there are no internal areas where the additional could be concealed.</p>
<p><i>Will the additions tend to visually dominate the heritage item?</i></p>	<p>At podium level the proposal additions will not visually dominate beyond what is already present on the site.</p> <p>While the link to Market Street will form the eastern end will be greater in scale to the existing connection as it is located further to the north, the reestablishment of the axial connection to Market Street outweighs the visual impact of the new link and public park.</p>
<p><i>Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?</i></p>	<p>This is addressed in a separate Archaeological Assessment accompanying the Stage 2 SSDA.</p>
<p><i>Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?</i></p>	<p>The additions have been designed to be viewed as separate from the form of the bridge to give an appropriate curtilage. 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.</p> <p>The setback is sufficient to give good connection for pedestrians between the proposal and the bridge while maintaining sufficient separation.</p> <p>The proposed escalator mechanisms will sit between each of the steel Allan trusses on the underside of the bridge to minimise damage on the highly significant structure.</p> <p>The proportions of the podium structure has</p>

	a strong horizontality interspersed with diagonal members to reference the structure of the bridge. The soft material palette and vegetated nature of the podium also act to contrast with the heavy structure of the bridge. Which ensure it is readily definable as a separate entity.
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7.2.2 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>Project Planning Policy 3.0</p> <p>Ensure that an assessment of heritage impact of all works, including minor works, to the significance of the Pymont bridge is undertaken.</p>	<p>This document is an assessment of heritage impact with regard to the significance of the Pymont Bridge.</p>
<p>Curtilage Policy 6.0</p> <p>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.</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>New Works Policy 10.0</p> <p>Ensure that new works do not:</p> <ul style="list-style-type: none"> <li>• Detract visually from the bridge or its harbour setting;</li> <li>• Hasten the deterioration of the surviving fabric;</li> <li>• Result in irreversible alteration to significant fabric.</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</li> </ul>

	<p>structure.</p> <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>Policy 6.1</p> <p>Retain the north-south low level route along the foreshore and the east-west route across the bridge.</p>	<p>Both of these routes are maintained in the proposal. The east/west route is enhanced by introducing an axial alignment to Market Street which follows the original route prior to the construction of the Western Distributor.</p>
<p>Policy 6.2</p> <p>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.</p>	<p>Where new connections to the bridge are proposed, they have been located in areas where existing breeches in original fabric have been undertaken. This primarily includes the far eastern end which was altered during the construction of the Western Distributor and the connection to the south to Cockle Bay Wharf.</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>Policy 6.3</p> <p>Seek to interpret the section of the original Market Street approach that survives adjacent to the former Corn Exchange.</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</li> </ul>

	<p>Bridge.</p> <ul style="list-style-type: none"> <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> <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>
<p>Additional mitigations</p>	<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 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.</p> <p>The setback is sufficient to give good connection for pedestrians between the proposal and the bridge while maintaining sufficient separation.</p>
<p>The Bridge and the Proposal</p>	<p>The Proposal consists of a large podium with a tower to the southern central area end of the site.</p> <p>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.</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>

7.3

**Effect of Work on the Heritage Items in the vicinity of the site**

The existing curtilage around heritage items in the vicinity is largely unaffected, allowing ongoing appreciation of heritage significance and interpretations of the places and individual items. The proposed development will impact on the setting of several items but will not affect their visual integrity and heritage. Visual impacts from the proposed development on the heritage items in the immediate vicinity north and east of the site will be ameliorated to some extent by existing tall buildings forming the CBD backdrop to the site. The visual impacts of the proposed development on identified heritage items in the vicinity of the proposed development are generally considered acceptable.

<b><i>OEH Statement of Heritage Impact Questions</i></b>	<b>Response</b>
<i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i>	The impact on heritage items in the immediate vicinity is largely mitigated by the physical separation of these items to the site. The individual impact on the heritage items are addressed in Section 7.3.1 – 7.3.5 below.
<i>Why is the new development required to be adjacent to a heritage item?</i>	The Cockle Bay Park development is part of a comprehensive renewal of a major precinct at Darling Harbour. Heritage items associated with the overall site and its environs are an integral component of the place.
<i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i>	The curtilage around identified heritage items in the vicinity are unaffected by the Cockle Bay Park development. They will retain their visual integrity and interpretation of their heritage significance will be unaffected.
<i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i>	<p>Corn Exchange:</p> <ul style="list-style-type: none"> <li>• Given that the Corn Exchange is a two storey building, historically significant views out of the building are to Market and Sussex Street which have been successively been eroded through development in the immediate vicinity. Additional works by the proposal will not cause additional visual impact.</li> <li>• The proposed works will form part of the immediate setting of</li> </ul>

	<p>this item. The impact is acceptable because large tower buildings are already a major element in the immediate setting of this item.</p> <ul style="list-style-type: none"> <li>• 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.</li> </ul> <p>Shelbourne Hotel:</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> </ul> <p>Former “Foley Bros” warehouse:</p> <ul style="list-style-type: none"> <li>• The principal view corridors towards this building are obtained at street level on Sussex Street. The proposed works will not block these view corridors.</li> <li>• Existing buildings and infrastructure block any significant views towards Darling Harbour.</li> </ul> <p>Former “Central Agency” warehouse:</p> <ul style="list-style-type: none"> <li>• The principal view corridors towards this building are obtained at street level from Druitt Street and Druitt Place.</li> <li>• Views out of this site toward Darling Harbour are blocked by infrastructure and buildings.</li> </ul>
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	<p>Former warehouse “Archway Terrace:</p> <ul style="list-style-type: none"> <li>• The principal view corridors towards this building are obtained at street level from Druitt Street and Druitt Place.</li> <li>• Views out of this site toward Darling Harbour are blocked by infrastructure and buildings.</li> </ul>
<p><i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i></p>	<p>Archaeological impacts are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Artefact.</p>
<p><i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i></p>	<p>Although there is a great difference between the scale of the proposed development and the heritage items in its vicinity, their existing separation ameliorates the majority of the impact on these items.</p>
<p><i>Will the additions visually dominate the heritage item? How has this been minimised?</i></p>	<p>The development will not dominate the identified heritage items in the vicinity, it will integrate with the established high-rise setting of the Sydney CBD.</p>
<p><i>Will the public, and users of the item, still be able to view and appreciate its significance?</i></p>	<p>Users of the items in the vicinity will be able to view and appreciate their significance.</p>

### 7.3.1 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 which have been

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successively been eroded through development in the immediate vicinity. Additional works by the proposal will not cause additional visual impact.

- 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.

### 7.3.2 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 is 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.

### 7.3.3 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.

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- 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.

#### 7.3.4 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.

#### 7.3.5 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.

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## CONCLUSIONS

The Stage 2 SSDA as addressed will have a positive impact on the Pymont Bridge and surrounding heritage items. The proposed pedestrian re-linking of the Western CBD to Pymont Bridge will enhance its transport role in linking Pymont with the City and by reinstating a direct link onto the bridge from Market Street. The proposal has carefully integrated the proposal to sensitively connect with the Bridge with the least physical impact possible. It is

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 existing curtilage around heritage items in the vicinity is largely unaffected, allowing ongoing appreciation of heritage significance and interpretations of the places and individual items. The proposed development will impact on the setting of several items but will not affect their visual integrity and heritage. Visual impacts from the proposed development on the heritage items in the immediate vicinity north and east of the site will be ameliorated to some extent by existing tall buildings forming the CBD backdrop to the site. The visual impacts of the proposed development on identified heritage items in the vicinity of the proposed development are generally considered acceptable.

This report satisfies the heritage impact assessment requirements outlined in both the Stage 2 SSDA and SEARs. It is consistent with the heritage assessment pertaining to the Stage 1 SSDA.