

Barangaroo - Headland Park - Main Works MP10_0048 – Major Project Submission

Submission to the Department of Planning 24 December 2010





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24 December 2010

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Appendix A Standard Conditions of Consent relevant to the application



Above: Former container shipping terminal, to be developed in three stages: The Headland (the subject of this submission), Barangaroo Central and Barangaroo South

1.0 Executive Summary

The City of Sydney (the City) is committed to a high quality, sustainable redevelopment of Barangaroo. The City has given consistent advice through formal submissions and participation on reference groups and design advisory panels to the Sydney Harbour Foreshore Authority (SHFA) and the Barangaroo Delivery Authority (BDA).

The Headland Park is a key feature of the redevelopment of this site and requires careful consideration and an integrated approach in order to deliver a genuine public benefit that is sustainable and appropriate to the context of the City's Harbour.

The City acknowledges the professional design work involved in the Headland Park however it also raises some specific concerns in this submission that the Headland Park has not been satisfactorily integrated into the overall development and existing surrounding context. The application was internally referred to numerous teams within Council for a thorough and balanced assessment with the aim of providing recommendations to the Department of Planning (DoP) and the proponent to assist in the projects delivery.

The City's submission makes 32 recommendations which will require consideration in of the proponent's Preferred Project Report. The recommendations seek clarification and/or amendment on various aspects of the proposal with the aim to providing an integrated, sustainable and more desirable headland park for Barangaroo.

This submission provides specific comments on:

- Urban Design;
- Heritage;
- Traffic, Transport and Parking;
- Trees and Landscaping; and
- Public Domain.

Conditions of consent have also been provided at Appendix A, with project specific inclusions, to assist the DoP in their assessment.

The City welcomes further consultation on this Project Application and engagement with the Department of Planning and the proponent.

2.0 The Proposal

This Project Application seeks approval for the main works required to form and construct the Headland Park and Northern Cove following on from the Early Works submission (MP10_0047). The scope of the Main Works includes (but is not limited to):

- Land formation utilising fill from Stage 1, ranging from the 150,000m³ identified in the Early Works application to approximately 230,000m³ (additional 80,000m³) along with excavated material from the Headland Park site itself (120,000m³) to build the headland up to finished levels for a nominal one metre topsoil layer (total fill of 350,000m³);
- Construction of structural earth retaining walls utilising sandstone based materials;
- Creation of a naturalistic shoreline and northern cove through excavation and formation of retaining walls using boulders;
- General landscaping and planting;
- Construction of a network of pedestrian pathways connecting the foreshore walkway and surrounding areas including a dual use pedestrian path and cycleway along the shoreline promenade;
- Improved connections into Headland Park from the surrounding parks and community at Clyne Reserve, Merriman Street and Munn Reserve with foreshore connections to Moores Wharf and south to Barangaroo Central;
- Jetty / viewing platform and public wharf extending into the Northern Cove from the southern shoreline;
- Construction of a car park totalling up to 300 spaces within the headland with vehicular access from Towns Place;
- Site remediation for limited contamination of fill material previously identified on the Headland Park site.

The Sydney Harbour Control Tower will remain onsite and be operational in accordance with Sydney Ports Corporation's requirements until future modification for reuse or demolition is required. Any changes to the Sydney Harbour Control Tower will need to be the subject of a separate application.

3.0 Urban Design

3.1 Introduction

From a design perspective the work of Peter Walker is generally supported. The realisation of a successful Headland Park critically relies on a complimentary and integrated design for Barangaroo Central. The vision for a naturalised, green passive Headland Park does not cater for nor does it meet the many pressing needs of the local and regional community for facilities such as a regional playground, skate park, and recreational centre. The project relies on Barangaroo Central to meet these needs, and can therefore only be resolved through the integrated planning of the whole Barangaroo Precinct including the Headland Park, Barangaroo Central and Barangaroo South.

The City of Sydney planning assessments and design teams submit the following assessment in the absence of and without proposed plans for Barangaroo Central. The City, in developing its Harbour Village North Public Domain Plan is keen to work closely with the Barangaroo Delivery Authority to ensure integration is maximised at all levels.

Comment is provided on the following urban design issues arising from the Headland Park main works proposal:

- Connectivity with Millers Point
- Cultural building and car park
- Park amenity and useability
- Heritage interpretation
- Public art
- Harbour Control Tower

Many of the urban design issues with the proposal relate to the lack of active uses and destinations within the Headland Park, due to the form of the headland and the internalised nature of the cultural facility “shell”. This urban design review draws on principles of best practice urban design and park design to inform potential and beneficial refinements to the Headland Park design and is consistent with the following strategies for achieving great parks as outlined in *The Project for Public Spaces*¹ as follows:

¹ Source: <http://www.pps.org/articles/six-parks-we-can-all-learn-from/>

Strategies for Achieving Great Parks

Through nearly 30 years of observation and analysis, PPS has identified nine strategies that help parks achieve their full potential as active public spaces that enhance neighbourhoods and catalyse economic development. The parks profiled in this article provide excellent examples of these strategies in practice.

- *Use transit as a catalyst for attracting visitors*
- *Make management of the park a central concern*
- *Develop strategies to attract people during different seasons*
- *Acquire diverse funding sources*
- *Design the park layout for flexibility*
- *Consider both the “inner park” and “outer park”*
- *Provide amenities for the different groups of people using the park*
- *Create attractions and destinations throughout the park*
- *Create an identity and image for the park*

3.2 Connectivity with Millers Point

Relevant DGRs	<p>4. Landscape Design</p> <ul style="list-style-type: none"> ▪ Level grade access into the Headland Park is to be maximized.
Relevant Proponent's Commitments	<p>13. Within the framework of the future Public Domain Plan(s), a Headland Park Sub Plan will be prepared for the Headland Park. The Plan will address:</p> <ul style="list-style-type: none"> ▪ All planning, accessibility and design issues related to the connectivity of the Headland Park to its surrounding development;

The Headland Park is designed as a green space relatively detached from the existing Millers Point headland by cuttings and light wells. To the north, the car park entry ramp is a 10m wide open cutting running along most of the Clyne Reserve frontage. To the centre and south of the Headland Park frontage, a light well/void separates the park from Merriman Street and Munn Reserve. Of the park's approximate 300m boundary to Millers Point, only 20m is connected via a land bridge (at the north end of Merriman Street). At this point it is unclear whether open access into the park is provided or whether the boundary is to be fenced and therefore controlled.

This approach of physically separating the new park land from the existing headland has resulted in access points being provided as a series of narrow entry points (rather than open boundaries such as at The Domain). Two primary access points are proposed (designed as gateways) at Towns Place and The Hungry Mile. Four secondary access points are proposed at Clyne Reserve, Merriman Street and Munn Reserve. These are designed as 2-3m wide bridges over the 10m wide car-park entry cutting and void. The remainder of the Headland Park frontage is separated from Millers Point by fences and low walls along deep cuttings along the line of the existing cliff-face, as shown in the applicant's visual analysis. No details or documentation is provided regarding the design,

height or materials of these boundary fences/walls, and the treatment of the void space is also unclear as to whether it is open or glazed and for what extent.



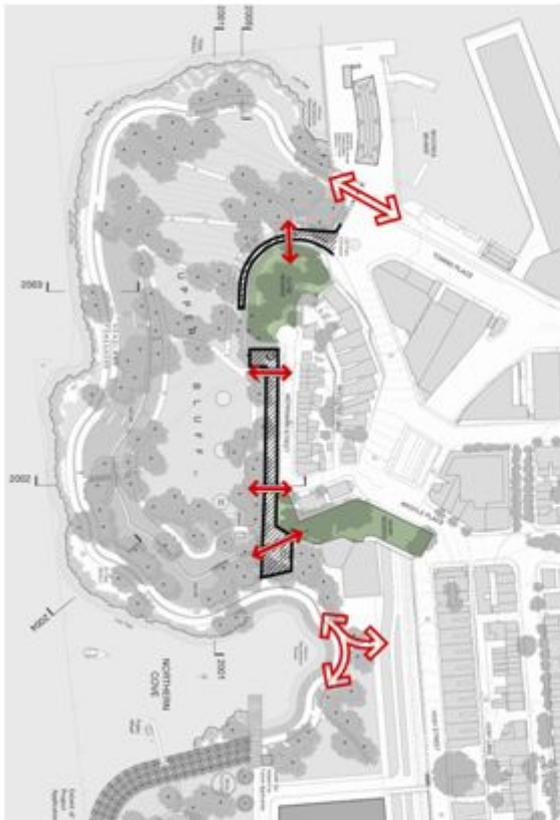
Image showing proposed view from Merriman Street to the southwest
Note: Image shown for Barangaroo South is subject to planning determination.

The Environmental Assessment notes that this approach provides ease of control of the park perimeter. While this may be used for major events, it also provides the potential to close off the park to public access and enforce limited opening hours, as discussed in the Environmental Assessment (page 102). Alternative arrangements such as temporary fencing are possible for major events (as used at the Domain), therefore the absolute requirement for perimeter control is not considered adequate rationale for limiting the connectivity between the park and surrounding public domain.

As a 'restorative facsimile' of the pre-colonial Millers Point headland, it is considered important that there is a high level of connectivity, accessibility and physical integration between existing Millers Point public spaces and the new parkland. This is particularly important where existing public parks (Clyne Reserve and Munn Reserve) front onto the Barangaroo site boundary. These sites present a unique opportunity to knit the existing public domain into the new public domain, building on the existing sense of public ownership by creating generous and direct connections through the landscape into the new park. The current proposal to segregate the new park from existing Millers Point public domain areas limits its integration and connectivity without reasonable justification.

The interface between the nearby City parks and the proposed Headland Park appears to be inadequately resolved in this proposal. The City is currently undertaking an urban design study of Millers Point and surrounds as part of the Harbour Village North planning process. This study will include recommendations for improvements to the public domain with a focus on improving connectivity and wayfinding (signage strategies) from existing City areas to Barangaroo. Adjacent to the Headland Park, the study will focus particularly on the quality of public spaces and their interface with the parkland. The design needs to consider the context around the site (at least indicatively) to ensure that the Headland Park is able to integrate with the existing context.

Proposed park access & connectivity



- main entry points (at grade)
- secondary entry points (bridges)
- cutting - fenced perimeter
- existing parks

Recommended park access & connectivity



- main entry points (at grade)
- secondary entry (seamless transition from exg. parks)
- secondary entry points (bridges)
- cutting - fenced perimeter
- existing parks

Recommendation 1

In relation to connectivity with Millers Point:

- The landscape design and public domain plans should be amended to indicate how the proposal can relate to public domain areas adjacent to the Headland Park site boundary, particularly Argyle Street, Clyne and Munn Reserves;
- The park access from Clyne and Munn Reserves should be widened to provide 'land bridge' treatments extending the width of the frontage to the public reserves with a seamless transition from the reserves to the new Headland Park;
- Additional information and resolution should be provided concerning the edge condition along Merriman Street, the treatment of the proposed void area, whether the boundary is treated with fences or walls with consideration given to the height and materiality of any proposed treatment;
- The brief for the Headland Park design should be expanded to include areas adjacent to the Park in Millers Point (including Clyne Reserve, Munn Reserve and Argyle Street west) to improve connections and public domain continuity; and
- Any approval should be conditioned to require the Headland Park to remain open to the public, 24 hours a day and 7 days a week.

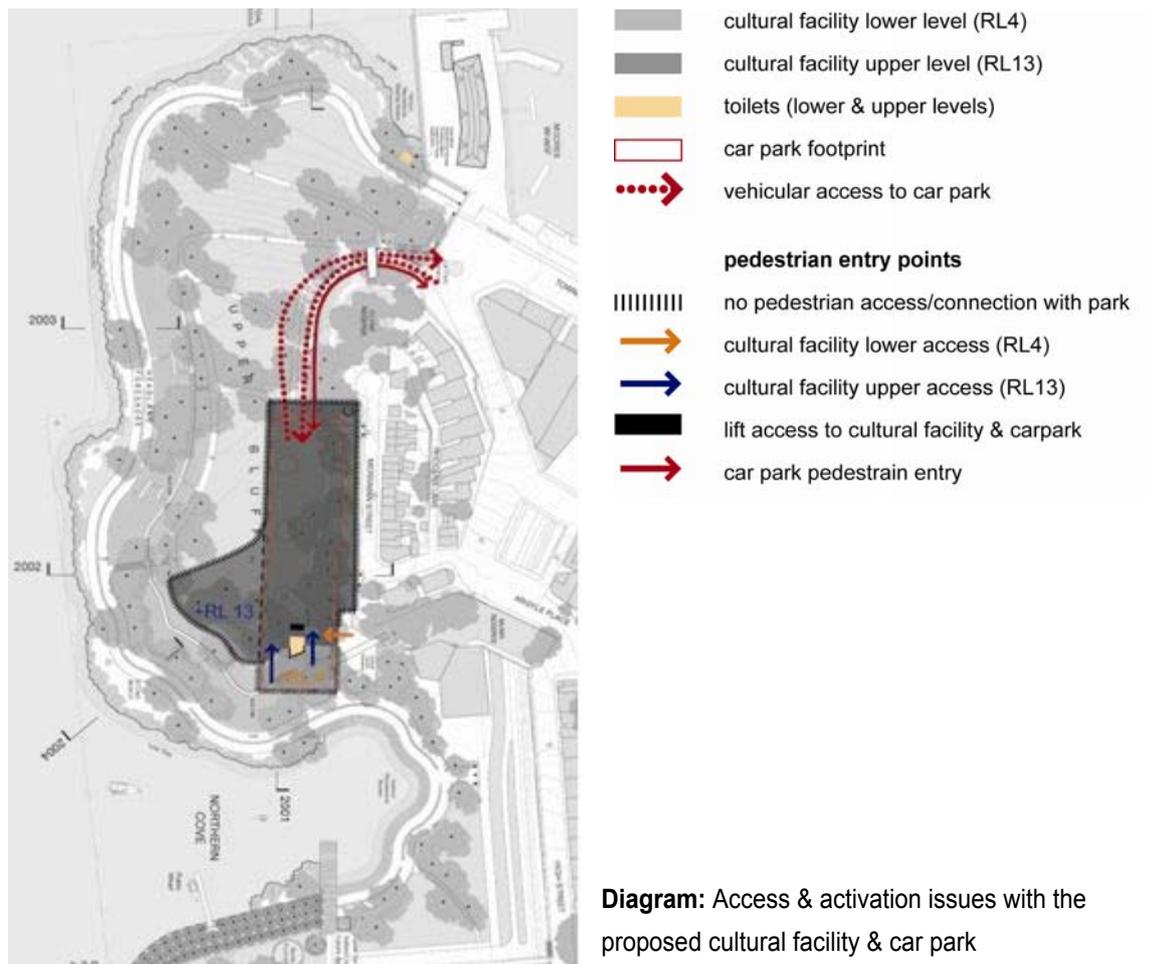
3.3 Cultural Building & Car Park

<p>Relevant DGRs</p>	<p>3. Urban Design and Public Domain</p> <p>A Public Domain Plan is to be prepared for the Headland Park and Northern Cove, which is to address:</p> <ul style="list-style-type: none"> ▪ measures to provide for diverse activation of the Headland Park while being sensitive to local community needs. <p>4. Landscape Design</p> <ul style="list-style-type: none"> ▪ any structures within the Headland Park (including a possible cultural facility) are to integrate with the landscape design of the public domain to maximize opportunities for activation of the surrounding parkland.
<p>Concept Plan Statement of Commitments</p>	<p>13. Within the framework of the future Public Domain Plan(s), a Headland Park Sub Plan will be prepared for the Headland Park. The Plan will address:</p> <ul style="list-style-type: none"> ▪ Measures to provide for the diverse activation of the parklands while being sensitive to local community needs. <p>14. To inform the preparation of the Headland Park Sub Plan a Recreational Plan will be prepared which will consider the following:</p> <ul style="list-style-type: none"> ▪ Activation of the parkland spaces.

The application includes a “shell” under the Headland Park for a future cultural facility of 75,000m³ to 100,000m³. It is understood that the internal design of this facility will be the subject of a future project application; however certain aspects of the design relating to the interface with the parkland need to be considered in assessing this application.

As proposed, the space under the headland is designed as an internalised shell with only two entry points at the southern end of the park (at RL4 and RL13). Similarly, the car park under the headland is provided with a main pedestrian access point via the cultural facility at the southern end of the park, with a secondary access path along the driveway ramp in the north.

It is not clear how such a space would be fully serviced and what impacts future servicing might have on the park itself.



As proposed, the cultural facility and car park create several urban design issues for the Headland Park:

(a) Activation and vibrancy

The importance of activation of the Headland Park emerged as a key issue through the applicant’s community consultation process, highlighting the need for a range of active and passive leisure opportunities. This is consistent with views generated in stakeholder consultation conducted by the City of Sydney for the Harbour North Precinct.

Whilst the vision of creating an “iconic passive open space” is understood and appreciated, there is also a need to provide adequate facilities and attraction to create a safe place that is pleasant for people to visit and stay. The cultural facility provides the only opportunity to activate the park and facilitate after dark usage, by opening out and engaging with park spaces at different levels and in different locations. As proposed, the cultural facility shell is an internalized space that does not engage with the park or provide adequate park amenities. The Public Domain sub-plan and Recreation Plan also do not address the need for park activation.

Creation of unique parkland spaces that relate to the cultural use will ensure a strong identity for the park, attracting return visitors.

The design should be amended to locate additional active uses at the edges of the cultural facility shell, utilizing split levels within the shell to engage and spill out to the park at various locations. The potential for these subterranean uses to blur into the park should be explored. This should be required as a condition of any consent.

(b) Safety and security:

As proposed, the Headland Park lacks any additional uses to further activate the outdoor parkland space after dark or during low usage times. A lack of passive surveillance combined with dense ‘naturalised’ planting will result in an unsafe environment at certain times, making the provision of lighting critical to safety and security within the park.

Ballast Point Park provides a good example of a harbour park which is not fenced but achieves a good level of safety with the use of lighting and activation.

It is noted that lighting is not proposed on some of the park paths and stairs (refer to drawing “MW-JPW-L-S3-1003 Mainworks: Street Furniture Concept”). Lighting to all accessible area should be provided to ensure safety and security.

(c) Access

It is important that the facilities (car park and cultural facility) within the Headland Park are highly accessible both from within the park as well as from surrounding areas. Limited access points are proposed, as follows:

Cultural facility: The cultural facility shell is provided with two pedestrian access points at its southern end, providing access to the same location from different levels. Pedestrian access to this facility from Walsh Bay is important to connect it with the existing cultural precinct, and should be provided through design amendment.

Car park: The main pedestrian access to the car park is provided via lifts through the cultural facility at the southern end. People using the car park to access the Headland Park or the facility itself would be well served by this access point. Due to its proximity to the Walsh Bay cultural precinct, adequate pedestrian access also needs to be provided to the car park from the northeast. In the current scheme, a narrow pedestrian path is provided alongside the vehicular entry ramps into the car park. The location and design of this accessway should be improved to ensure adequate quality, safety and accessibility are achieved without creating pedestrian/vehicular conflict.

(d) Integrated park amenities

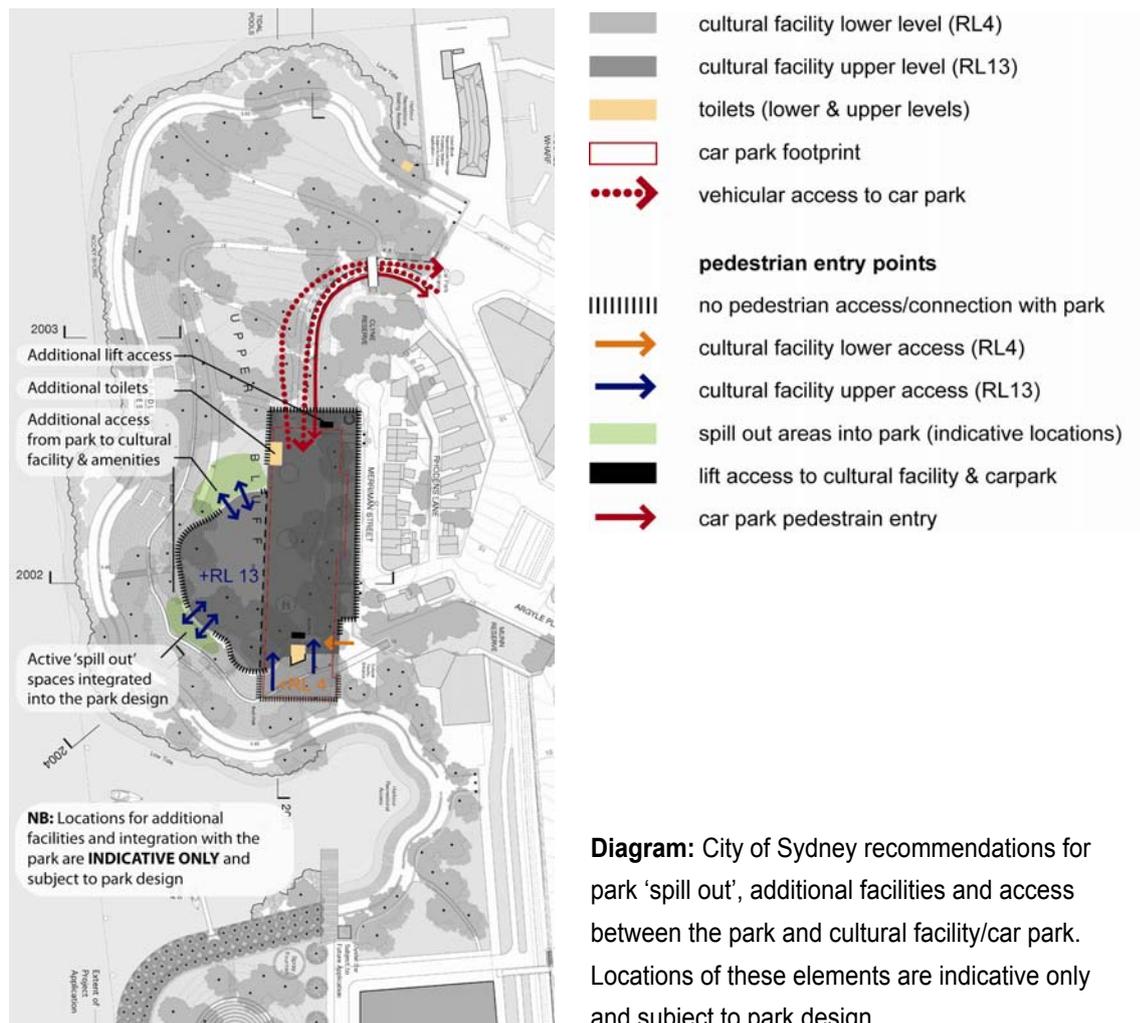
Other than the relocated sewer pumping station (to be reused as toilets) there are no amenities provided in the Headland Park. The shell under the park provides an opportunity

to integrate the provision of important park amenities such as toilets, kiosks, cafes and shelter, whilst preserving the parkland design intent of a naturalized headland.

Careful planning is required to ensure that these facilities are located strategically to ensure the functionality of the park as well as to enhance wayfinding and accessibility to all amenities.

(e) Lightwells within the park

The proposal includes several circular lightwells into the cultural facility shell. The number and location of the lightwells is unclear as they are inconsistently shown in the documentation. Four lightwells are shown on some plans and three on other plans, with their location varying also. No sections or images are provided showing how the lightwells are treated at the park level – whether they are raised structures or sunken glass as indicated for the cutting along Merriman Street. The lightwells are located at the top of the headland in the most level, useable open space in the park. The size, location and treatment of any lightwells will significantly impact on the appearance and useability of the park, and additional information and documentation is to be provided before their impacts can be assessed.



Recommendation 2

In relation to the cultural building and car park:

- The design should be amended to facilitate greater engagement between the internal spaces of the future cultural facility and the external park areas. Additional active uses and amenities such as kiosks and café's should be incorporated at the edges of the cultural facility shell, utilizing split levels within the shell to engage and spill out to the park at various locations. This should be required as a condition of any consent.
- Lighting to all paths and stairs should be required as a condition of consent.
- Improved pedestrian access and additional access points should be provided to both the car park and cultural facility shell. In particular, pedestrian access from the north (Walsh Bay) is important to both the car park and cultural facility.
- The design should be amended to include carefully located and adequate park amenities (additional toilets, kiosk, café, shelter etc), integrated within the headland "shell" structure but accessible from multiple locations around the park.
- Additional information and documentation is required on the number, size, location and design of the proposed circular lightwells to the cultural facility before the impacts of these elements can be assessed.

3.4 Park Amenity and Useability

The intent to create a stylised naturalised headland has dominated the design intent for the park, resulting in limited provision for activities and attractions within the park itself. It is considered important to provide facilities to assist people of all ages to enjoy the park in order to encourage them to spend time there and return for subsequent visits. Whilst targeting passive recreation, families (particularly with young children) will require easy access to shade, toilets and playground facilities to be able to stay in the park for any length of time.

The following areas of the design require further development to ensure that a pleasant and amenable environment is provided in the park:

- **Quality of the foreshore walk:** As shown, the foreshore walk is a wide hard paved area with little shading provided from the afternoon western sun. This area presents the most unique experience available in the park and additional planting is required to provide shading to allow people to spend time along the foreshore.
- **Active recreation & play areas:** The need for a regional children's playground are recognized as necessary, but are not provided in the Headland Park. Certainty around

the provision of these facilities in Barangaroo Central should be provided via conditions of consent, to ensure that families visiting Headland Park are able to access these facilities and stay in the area for longer. Council's Draft Integrated Community Facilities Plan for Harbour North also supports the provision of a skate park and indoor/outdoor recreation facility. These should be provided at the northern end of Barangaroo Central, readily accessible from the Headland Park.

- **Wayfinding, access to amenities and services:** As discussed above, additional amenities such as toilets, kiosks, café and shelter will be provided to ensure that the park functions well and caters for the needs and comfort of users. These should be clearly located to be accessible and obvious from useable areas throughout the park. The southern stairway which terminates the view along the Globe Street North loop from Barangaroo Central is partially obscured by tree planting. Also the western stairway is only visible from limited areas in both upper and lower areas of the park. The clarity of these routes and links, and others within the park should be reviewed from the viewpoint of the visitor's experience.

Recommendation 3

In relation to Park Amenity and Useability:

- Additional landscaping and shading should be provided to the foreshore walk area to protect from the western sun.
- Consent should be conditioned to ensure that a regional children's playground is provided in Barangaroo Central.
- Consideration should be given to the provision of a Skate Park and indoor/outdoor recreation facilities at the northern end of Barangaroo Central, and the accessibility of these facilities from Headland Park.
- Wayfinding within the park is to be carefully designed to provide clear access to an increased number of park amenities and services (such as toilets, kiosk, café and shelter).

3.5 Heritage Interpretation

Relevant DGRs	<p>3. Urban Design and Public Domain</p> <p>A Public Domain Plan is to be prepared for the Headland Park and Northern Cove, which is to address:</p> <ul style="list-style-type: none"> ▪ Heritage conservation and adaptive reuse as part of the urban and landscape design, including management and interpretation. <p>4. Landscape Design</p> <p>A detailed landscape design plan is to be prepared for the Headland Park and Northern Cove, incorporating, among other matters:</p> <ul style="list-style-type: none"> ▪ An Interpretation Strategy
Concept Plan Statement of Commitments	<p>NB This commitment is to be satisfied “Prior to commencement of any works on the site including any demolition or excavation works”</p> <p>61. An appropriately experienced and qualified heritage practitioner will be engaged to prepare an Interpretation Plan for the whole Barangaroo site in accordance with the NSW Heritage Office Heritage Interpretation Policy. The Plan will explore various cultural, social and environmental themes related to the site including, but not limited to:</p> <ul style="list-style-type: none"> ▪ The natural landscape ▪ Aboriginal history ▪ Manipulation of the landscape ▪ Maritime industry, trade and commerce ▪ Labor, workers and social movements ▪ Archaeology <p>The plan will include recommendations for:</p> <ul style="list-style-type: none"> ▪ Public Art ▪ Naming ▪ Interpretive Signage and Installations ▪ Display of archaeological Deposits ▪ Built Form Strategies <p>The plan will also include strategies for:</p> <ul style="list-style-type: none"> ▪ Staged implementation ▪ Ownership ▪ Identification of Responsible Stakeholders ▪ Future Maintenance ▪ Any individual demolished, dismantled or buried heritage items ▪ Historic/significant buildings retained within the precinct; and ▪ The public domain areas of the precinct.
Project Application Statement of Commitments	<p>Heritage</p> <p>4. A detailed interpretation strategy is to be prepared for the Sewage Pumping Station and Sandstone Seawall as part of the overall site interpretation. In regard to the seawall this Plan should address the heritage values of the sandstone blocks to be relocated and demonstrate how, when and why these sandstone blocks were originally laid.</p> <p>TIMING: Within 6 months of completion of construction works.</p>

The Director General’s Requirements clearly state the need for the Headland Park Public Domain Plan to address heritage interpretation as part of the urban design, and landscape

design of the Headland Park. This requirement was reflected in the original Statement of Commitments which committed to providing an Interpretation Plan (including recommendations for Public Art) *“Prior to commencement of any works on the site including any demolition or excavation works”*. This application seeks to push back the timing of an Interpretation Strategy, not committing to complete it until six months prior to completing construction.

Heritage interpretation and public art need to be considered together and be treated as integral to the landscape design of the park, to provide an experiential appreciation of these elements rather than applying them as a superficial afterthought to the park design.

This change to the timing of an Interpretation Strategy is problematic in terms of urban and landscape design as:

- It precludes any heritage interpretation issues informing the urban and landscape design of the Headland Park, as required under DGR 3
- It does not allow the interpretation strategy to inform the Public Art strategy for the Headland Park.
- It would be inconsistent with the Governing Principles for Design in the Barangaroo Public Domain Plan (Attachment 10, page 11) which states:

“12.2 Ensure that the design and location of public art and heritage interpretation are incorporated in the overall public domain design approach to produce a cohesive experience of the place.”

The Barangaroo Delivery Authority should be prepared to amend the park design where necessary so as not to preclude integrated public art and interpretation.

Recommendation 4

In relation to the Interpretation Strategy:

- The timing of any Interpretation Strategy requirements should remain unchanged in the Statement of Commitments, and should read *“Prior to commencement of any works on the site including any demolition or excavation works”* as per the commitments approved with the early works application.
- The Heritage Interpretation Strategy should be incorporated into the Headland Park Public Domain Sub-Plan as part of the response to Commitment 12A.3 for the sub-plan to include *“Proposals and options to increase cultural experiences at the Headland Park”*.

3.7 Public Art

Relevant DGRs	<p>4. Landscape Design</p> <p>A detailed landscape design plan is to be prepared for the Headland Park and Northern Cove, incorporating, among other matters:</p> <ul style="list-style-type: none"> ▪ Public art
Relevant Proponent's Commitments	<p>16. The Public Domain Plan is to incorporate a Public Art Strategy.</p>

The Headland Park main works application does not reflect a public art strategy for the site. Whilst a Draft Public Art Strategy has been provided with the application, this is a generic document which articulates very broad motherhood principles regarding public art. The document is so generic that the same report has been submitted supporting both the Headland Park main works application and the C4 building project application.

The Draft Public Art Strategy is considered an inadequate response to DGR 4 and the statement of commitments as:

- there is no discussion of how art relates to the new landform or landscape;
- no strategy has been developed for commissioning or works at specific sites within the park; and
- no strategy has been provided for public art to be informed by site specific heritage interpretation relevant to the park (eg sandstone sea wall, sewerage pumping station).

Approval of the main works application in its current form does not meet the DGR requiring a detailed landscape plan incorporating public art. It would be inconsistent with the Governing Principles for Design in the Barangaroo Public Domain Plan (Attachment 10, page 11) which states:

“12.2 Ensure that the design and location of public art and heritage interpretation are incorporated in the overall public domain design approach to produce a cohesive experience of the place.”

Recommendation 5

In relation to the Public Art:

- The proponent should provide a developed Public Art Strategy which responds to the site specific landscape and heritage conditions of the Headland Park. This developed strategy should be provided with the Preferred Project Report.

- The Headland Park design (including wayfinding, landform and landscape) should be reviewed and refined in the Preferred Project Report to incorporate recommendations of the developed Public Art Strategy.
- The Public Art Strategy should be incorporated into the Headland Park Public Domain Sub-Plan as part of the response to Commitment 12A.3 for the sub-plan to include “Proposals and options to increase cultural experiences at the Headland Park”.
- Both PWP and JPW are highly experienced in working in the area of integrated public art, It is strongly recommended that they be given the opportunity to develop the public art and interpretation strategy as soon as possible.

3.8 Harbour Control Tower

The Harbour Control Tower is retained in the proposal, however no long term strategy for its use or access is specified, and its relationship to the Headland Park at Merriman Street at the new ground level is unresolved. As proposed, the tower sits in a void which separates Merriman Street from the new Headland Park. Access to the base of the tower from the current apron level is retained, and the shaft of the tower then rises up through the cultural facility shell. As proposed, the tower is separated from the public domain of Merriman Street, Clyne Reserve and the Headland Park by a wide void space. The documentation does not specify whether the void is covered or open, if it is covered whether it is trafficable, or what any fence/wall proposals may be. These issues need to be addressed.

Recommendation 6

In relation to the Harbour Control Tower:

- A strategy for access, interpretation or public art adaptation of the Harbour Control Tower should be developed as part of the overall Heritage Interpretation Plan for the site.
- The ground level (park level) treatment between Merriman Street, Clyne Reserve and the Headland Park needs to be resolved to provide a better interface with the Harbour Control Tower. This may involve providing a trafficable covering to the void space around the tower.
- The proposal should be detailed adequately to allow an assessment to be carried out. This requires clarification of whether the void is covered or open, if it is covered whether it is trafficable, or what any fence/wall proposals may be.

3.9 Urban Design Conclusion

The Headland Park main works proposal is supported in principle from an urban design perspective, subject to several areas of amendment, clarification and further resolution. Further development of the cultural facility shell is required in this application to ensure that it engages and opens out to the park at a range of different locations, providing increased activation and access to amenities. Further resolution of the interface between the Headland Park and surrounding Millers Point areas is also required, to achieve a seamless and generous parkland interface at Clyne and Munn Reserves. Additional recommendations to be incorporated in the Headland Park design have been made. The design should be refined through the PPR process to include these recommendations.

4.0 Heritage

4.1 Heritage status

The heritage listings within the site area of the North Headland Park include the following:

- Sydney Ports Corporation S170 Register: The Port Operations and Communications Centre.
- Sydney Ports Corporation S170 Register: Relocated former Moore's Wharf now the Ports Safety Facility.
- Sydney Ports Corporation S170 Register: The 1913 sandstone seawall.
- Sydney Water S170 Register: Barangaroo Sewage Pumping station SPS 0014.

State Heritage Register listings include:

- Millers Point Conservation Area
- Millers Point and Dawes Point Village Precincts
- Merriman Street Terraces 20, 22, 24, 26, 28, 30, 32, 34, 36, 38, 40, 42, 44, 48 Merriman Street
- Cottage, 18 Merriman Street
- Stone Cottage & Wall 14-16 Merriman Street
- The Warehouses (former Dalgety's Bond Stores) at 6-10 Munn Street.
- Terrace at 18 - 20 Munn Street.

The SLEP 2005 heritage items within close proximity include:

- The SLEP 2005 Schedule 6 Millers Point Conservation Special Area

Within this area is Clyne Reserve at 2 Merriman Street, located on top of the Millers Point promontory. The reserve is significant for its distinctive and visual contribution to Merriman Street and vicinity. The landscaped open space contrasts

with the remnant streetscape of early Victorian buildings from the earliest stages of European development of the area and is significant as one of the key broad areas in Millers Point for viewing out towards the harbour and beyond. It is also of some historic significance having been created as a result of the hill being cut away on all sides by the Maritime Services Board as part of the demolition of the large Dalgety's Wool Store and older housing on the western side of Merriman Street in association with conversion of the finger wharves of Darling harbour into longshore roll on/roll of container terminals and the reconstruction of Dalgety's wharf. The connection maintained between Merriman Street and the terraces in Dalgety Road via the reserve is significant as the last remaining link with the rest of Millers Point to which it was previously closely associated.

- SLEP Schedule 8 Part 1 Item No 840: Georgian cottage at 14-16 Merriman Street.
- SLEP Schedule 8 Part 1 item No. 857: Cottage at 18 Merriman Street.
- SLEP Schedule 8 Part 1 item No 903: Two terrace groups at 20-42 and 44-48 Merriman Street.
- SLEP Schedule 8 Part 1 item No 316: The former Dalgety's Bond Stores at 6-10 Munn Street.
- SLEP Schedule 8 Part 1 item No 317: Terrace at 18 - 20 Munn Street.

Additionally:

- The Merriman Street rock face aligns with the boundary of the State Heritage Register listing for the 'Millers Point and Dawes Point Village Precinct and boundary of the Millers Point Special Character Area SLEP 2005. The Millers Point and Walsh Bay Heritage Review Map 6 identifies the Merriman Street rock face as being a landscape item of heritage significance and the Millers Point and Walsh Bay Heritage Review Map 14 identifies the Merriman Street rock face as being recommended for heritage listing as a significant public domain feature.
- Hand cut well section in the rock face at the northern end of the site.

4.2 Heritage Impact upon the understanding of Millers Point

The State Heritage Register listing for Millers Point Conservation Area summarises its significance as: *'The Millers Point Conservation Area is an intact residential and maritime precinct of outstanding State and national significance. It contains buildings and civic spaces dating from the 1830s and is an important example of nineteenth and early twentieth century adaptation of the landscape. The precinct has changed little since the 1930s.'*

The State Heritage Register listing for the Millers Point and Dawes Point Village Precincts includes in its statement of significance:

'Millers Point & Dawes Point Village Precinct is of State significance for its ability to demonstrate in its physical forms, historical layering, documentary and archaeological records and social composition, the development of colonial and post-colonial settlement in Sydney and New South Wales. The natural rocky terrain, despite much alteration, remains the dominant physical element in this significant urban cultural landscape in which land and water, nature and culture are intimately connected historically, socially, visually and functionally...Millers Point & Dawes Point Village Precinct has evolved in response to both the physical characteristics of its peninsular location, and to the broader historical patterns and processes that have shaped the development of New South Wales since the 1780s, including the British invasion of the continent; cross-cultural relations; convictism; the defence of Sydney; the spread of maritime industries such as fishing and boat building; transporting and storing goods for export and import; immigration and emigration; astronomical and scientific achievements; small scale manufacturing; wind and gas generated energy production; the growth of controlled and market economies; contested waterfront work practises; the growth of trade unionism; the development of the state's oldest local government authority the City of Sydney; the development of public health, town planning and heritage conservation as roles for colonial and state government; the provision of religious and spiritual guidance; as inspiration for creative and artistic endeavour; and the evolution and regeneration of locally-distinctive and self-sustaining communities. The whole place remains a living cultural landscape greatly valued by both its local residents and the people of New South Wales.'

Of the above statements of significance, the most appropriate sections in assessing this application are:

*'Millers Point & Dawes Point Village Precinct is of state significance **for its ability to demonstrate, in its physical forms, historical layering, documentary and archaeological records and social composition, the development of colonial and post-colonial settlement in Sydney and New South Wales.** The natural rocky terrain, despite much alteration, remains the dominant physical element in this **significant urban cultural landscape in which land and water, nature and culture are intimately connected historically, socially, visually and functionally.....'** The Millers Point Conservation Area is an intact residential and maritime precinct of **outstanding State and national significance**[The area].is an important example of **nineteenth and early twentieth century adaptation of the landscape. The precinct has changed little since the 1930s.'***

The proposal will dramatically change this nationally significant cultural landscape as it currently stands and the understanding of the Millers Point promontory as it evolved

throughout the nineteenth century into the twentieth century with the justification that it re-established the natural heritage of the area and provided a reconstruction of the naturalistic headland as it existed prior to 1836. A careful examination of the proposed contours provides evidence that the proposal is not a reconstruction of the naturalistic headland, but rather proposes effectively interpretive distortions of the original headland profile and shoreline configuration.

The adopted conceptual approach, as it includes the intention to reconstruct a naturalistic headland, is nevertheless flawed in respect of the Australian ICOMOS Burra Charter 1999 particularly considering the following articles of the charter:

Article 8. Setting

- *‘Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place.’*

Article 15. Change

- 15.1 *‘Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place should be guided by the cultural significance of the place and its appropriate interpretation.’*
- 15.2 *‘Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.’*
- 15.4 *‘The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.’*

Article 19. Restoration

- *‘Restoration is appropriate only if there is sufficient evidence of an earlier state of the fabric.’*

Article 20. Reconstruction

- 20.1 *‘Reconstruction is appropriate only where a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric. In rare cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place.’*

Article 27. Managing Change

- 27.1 *‘The impact of proposed changes on the cultural significance of a place should be analysed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.’*

A level of change and evolution of the place whilst retaining the identified level of cultural significance of a place could well be supported, although a proposal that seeks to potentially obliterate a significant portion of physical evidence of a place is not supportable given that *'The contributions of all aspects of cultural significance of a place should be respected'* and *'emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance'* (Article 15.4). The understanding of a significant period of history of the Millers Point promontory particularly as it relates to its significant maritime use will be effectively lost if the proposal proceeds and this significance cannot be properly interpreted for future generations. Currently, there is an inadequate level of evidence available to reconstruct the headland to its former natural state, and such a reconstruction is not possible as the complexity of ecological systems inhibits recreation.

The City of Sydney's adopted Millers Point and Walsh Bay Heritage Review Final Report March 2007 Paul Davies Pty Ltd Section 4.3 Views outlines that *'A key attribute of the Millers Point area is views to the area and views from various parts of the locality. The views and vistas range from broad panoramic outlooks from elevated locations to streetscapes, slot views up and down stairs and lanes, views to the Harbour Bridge from a number of locations and views under the bridge to the Opera House...To understand the visual setting and views we need to look at the place from a number of perspectives as outlined below':*

Section 4.3.1 studies views of Millers Point from the harbour and beyond:

'The study area is unique within the harbour setting. The juxtaposition of Victorian and Edwardian residential development set within the city area, and on the escarpment edge is sharply defined by rock faces, concrete walls and vertical barriers that separate it from the waterfront and the North Shore. It is as if the area has been carved out and set apart from the port below. The result for much of the area is that the residential buildings are clearly seen from the harbour and from distant vantage points, set above the port buildings and cranes. Although small in scale, the buildings dominate, which is an unusual outcome.'

This section of the study concludes with a Recommendation:

'There should be minimal loss of views to Millers Point from the Harbour, particularly from the north and north-west, and the distant shores including being able to see the escarpments and rock and concrete walls where they are currently visible..... The potential re-development of the wharves to the west will have an impact on views to and from the area and design solutions should consider retaining views in this area within the context that historically wharf buildings occupied the area...'

The proposal will dramatically alter this nationally significant cultural landscape, and the understanding of the Millers Point promontory as it evolved throughout the nineteenth century into the twentieth century with the justification that it re-established the natural

heritage of the area and provided a reconstruction of the naturalistic headland as it existed prior to 1836. This adopted conceptual approach, in as much as it includes the intention to reconstruct a naturalistic headland, is flawed in respect of the Australian ICOMOS Burra Charter 1999.

Recommendation 7

That the conceptual design approach for the Headland Park should be amended so as to create a contemporary landscape setting that acknowledges, incorporates and interprets the significant cultural landscape of the Millers Point promontory derived from the significant dramatic physical changes of the past and that retains significant views to Millers Point from the Harbour, with the escarpments and rock walls remaining visible where possible, interpreted and incorporated into the design in a meaningful manner. The approach should be based on the Australia ICOMOS Charter for Places of Cultural Significance (Burra Charter 1999), which provides the nationally accepted philosophical approach for the management of heritage sites.

4.3 Impact upon the Merriman Street cottages and terraces

Merriman Street and 14-16 Merriman Street is significant at a state level due to its intact nature. It is a rare example of an early free-standing house and smithy's shop and is the earliest surviving Georgian cottage built in a significant area of Sydney's early development. Together with the early freestanding cottage at No 18 and the two Victorian terrace groups at 20-42 and 44-48 Merriman Street, they form a streetscape of exceptional significance at state level. The State Heritage Register Listing for the Merriman Street Terraces states that '*Merriman Street contains housing groups of the utmost historical importance*'. The Merriman Street rock face is significant for its distinctive and prominent visual contribution to the setting of Merriman Street, creating vast panoramic views to the west.

The proposed infill of existing land levels to create the 'Upper Bluff' of the Headland Park will result in a contoured shape that does not interpret the original natural steep incline west of Merriman Street down to the harbour foreshores. The raised 'Upper Bluff' will severely restrict views towards the west to Balmain and Pyrmont over Darling Harbour from the public domain of Merriman Street and the Merriman Street heritage items and alter their distinctive setting. The height of the raised 'Upper Bluff' is in part a result of the proposed two levels of public parking facilities within the Cultural Facility.

The proposed six metre wide crevasse allowing the Merriman Street rock face to remain exposed and the Cultural Facility below the 'Upper Bluff' are both supported but these should not be at the expense of the integrated setting of Merriman Street and of the Merriman Street heritage items.

The dimensions of the glazed entry around the former Port Operations and Communications Centre tower that provides access to the Cultural Facility may further restrict views to the west.

There is a risk that once the Headland Park is completed and its functioning fully established, the traffic in Merriman Street will dramatically increase, with a resultant loss of character. Increased vehicular traffic has the potential to erode the historic character of the streetscape, and reduce visitor perception of the heritage values which can lead to long term impacts.

Recommendation 8

It is essential that the Victorian character of Merriman Street and of the Merriman Street heritage items is enhanced rather than diminished. To mitigate the negative impacts of the proposal the following is advised:

- The raised levels of the 'Upper Bluff' should be substantially reduced to allow interpretation of the original natural steep incline to the west of Merriman Street down to the harbour foreshores to conserve the setting of the Merriman Street heritage items and to reduce the restrictions on views to the west from Merriman Street. The parking facilities within the Cultural Facility should be reconsidered so that the height of the 'Upper Bluff' can be lowered sufficiently to enable the conservation of the setting of Merriman Street and its aligning heritage items.
- The dimensions of the glazed entry around the former Port Operations and Communications Centre tower that provides access to the Cultural Facility below should be kept to a minimum to avoid further restrictions on views to the west.
- Archival documentation of the entire Merriman streetscape and its setting including as viewed from the harbour and locations at major peninsulas across the harbour should be carried out in accordance with the NSW Heritage Branch's Guidelines for the documentation of heritage places of local significance prior to commencement any demolition works. A hard copy and one digital of the Archival Documentation should be lodged with the City of Sydney Archives.
- Merriman Street should be closed to construction traffic.
- Merriman Street should be repaved in a material that will enhance its heritage significance and will discourage vehicular traffic.

4.4 Impact upon the Clyne Reserve, 2 Merriman Street

Clyne Reserve, located on the edge of the Millers Point promontory is significant for its distinctive and visual contribution to Merriman Street and vicinity. It is of historic significance having been created as a result of the hill being cut away on all sides by the

Maritime Services Board as part of the demolition of the large Dalgety's Wool Store and older housing on the western side of Merriman Street in association with conversion of the finger wharves of Darling harbour into longshore roll on/roll of container terminals and the reconstruction of Dalgety's wharf.

The City of Sydney supports the retention of the connection between Merriman Street and the terraces in Dalgety Road via the reserve as it is significant as last remaining link with the rest of Millers Point to which it was previously closely associated.

However the following is not supported:

- The proposed open cut of the vehicular entrance to the car park of the lower levels of the Cultural Facility prohibits the reinstatement of topographical connections to the Headland Park to the north, limiting the connection of Clyne Reserve to the remainder of the proposed parkland to a single bridge. This is a similar scenario to the Cahill Expressway as it cuts through at Observatory Hill; and
- The proposed infill of existing land levels to create the 'Upper Bluff' of the Headland Park will result in a contoured shape that will severely restrict panoramic views from Clyne Reserve to the west and southwest.

Recommendation 9

It is essential that the character of Clyne Reserve is enhanced rather than diminished. To mitigate the potential negative impacts of the proposal, and if the Headland Park is to be justified on the basis of re-establishing the former topography pre 1836, then the following is recommended:

- The raised levels of the 'Upper Bluff' should be substantially reduced to reduce the restrictions on views to the south. The parking facilities within the Cultural Facility should be reconsidered so that the height of the 'Upper Bluff' can be lowered sufficiently;
- A greater level of physical connectivity should be provided between Clyne Reserve and the Headland Park to the north and northwest; and
- The vehicular entrance to the car park and the provision of public parking facilities within the Cultural Facility should be reconsidered to maintain visual and physical connectivity.

4.5 Impact upon the Port Operations and Communications Centre and the Merriman Street rock face

The retention of the Port Operations and Communications Centre and the associated Merriman Street rock face is supported for its contribution that it makes to the cultural significance of Millers Point and Sydney harbour. These can be summarised as follows:

- The Ports Facility Control Tower has developed aesthetic significance as part of the skyline of Sydney Harbour and as a powerful landmark that demarks the entrance to Darling Harbour, and provides important visual links between the Millers Point promontory and other parts of the harbour and the City;
- The Port Facility Control Tower contributes to the identified character of the Millers Point area as a monumental engineering structure against which small scale Victorian development is juxtaposed and contributes to the dramatic layering of historic periods evident throughout the area;
- The Merriman Street rock face and the Port Facility Control Tower represent a series of unique engineering responses in Millers Point and Walsh Bay that have resulted in modification to the natural Millers Point's landscape producing a unique cultural landscape. This is typified by the juxtaposition of small scale colonial development against engineering features of a monumental scale;
- The Merriman Street rock face and the Port Facility Control Tower are significant elements of the maritime landscape of Sydney Harbour and contribute to the overall understanding of its development as a maritime port, representing the final culminating stages of this development;
- The tower has significance as part of a series of installations in Sydney Harbour that represent the long process of establishing visual control and guidance over maritime operations in the Port of Sydney;
- The construction of the tower represents a significant engineering challenge for its time; and
- At a comparable level, the Port Facility Control Tower is rare in Australia and possibly rare at an international level.

Whilst the Headland Park proposal will connect the Merriman Street promontory with the shoreline below, re-establishing former tenuous steeply graded connections, the retention of the Control Tower and the carved Merriman Street rock face will provide significant physical evidence of the wharves and port facilities activities of the area since which is a significant and intrinsic component of the character of the Millers Point heritage conservation area.

Recommendation 10

That the Port Facility Control Tower and the Merriman Street rock face be retained within the 'Cultural Facility' providing opportunities for adaptive re use, interpretation and a continuation of their landmark role for Millers Point and Darling Harbour.

The developed design for the 'Cultural Facility' should include the conservation and adaptive reuse of the Port Facility Control Tower and allow for the retention of the Merriman Street rock face exposed to public view. The potential of the tower for adaptation as a publicly accessible observation tower should be further explored. A Conservation Management Plan should be developed for the Port Facility Control Tower and Merriman Street rock face to guide the design of the 'Cultural Facility'.

4.6 Protection of Moore's Wharf.

The proposed seawall and new harbour inlet on the western side of the former Moore's Wharf building are supported in principal as it re establishes the wharf's original dockside setting, however details of the proposed shoreline and promenade are still to be resolved.

Recommendation 11

A Conservation Management Plan should be developed for the former Moore's Wharf building. The detail design resolution of the proposed seawall and new harbour inlet on the western side of the former Moore's Wharf should be developed alongside the Interpretation Strategy for the Headland Park and in consultation with the Heritage Architect Conybeare Morrison International and the City of Sydney.

4.7 Impact upon the 1913 sandstone seawall

The proposed incorporation of the 1913 sandstone seawall into the proposed naturalistic shoreline, rearranging the stone units will have a detrimental impact upon this item.

Recommendation 12

To mitigate the negative impact of the dismantling of this the 1913 sandstone wall, the detail design resolution of the proposed shoreline should maintain a short section of the wall in its original form. The wall should be recorded to archival standard prior to any disassembling of stone units.

4.8 Relocation of Sewage Pumping Station (SPS0014)

The proposed relocation of the Barangaroo Sewage Pumping Station (SPS0014) to a site to the west of Moore's wharf is supported. However at this stage of the process there is not sufficient detail relating to the design of its new setting to ensure that its heritage

significance is retained. The precise details of the proposed relocation to this site need to be carefully resolved to ensure that its setting is appropriately designed.

The method of relocation of Sewage Pumping Station (SPS0014) is critical in achieving a good outcome. The Barangaroo Sewage Pumping Station (SPS0014) Conservation Management Plan prepared by Conybeare Morrison International October 2010 advises that the relocation can be most effectively achieved if undertaken by Relocation Method B. Method B includes relocation by lifting the building intact and is based on Relocation Option Two of The Structural Report by Shreeji Consultants.

Thorough archival documentation including photographic recording and measured drawings will be necessary to provide a reference point should any unforeseen damage occur during the relocation process. Archival documentation should be in accordance with the NSW Heritage Branch's *Guidelines for the documentation of heritage places of local significance* prior to commencement any demolition works.

A suitable adaptive reuse plan should be established in consultation with the heritage consultant, Sydney Water and the City of Sydney, and should be compliant with the policies of the Barangaroo Sewage Pumping Station (SPS0014) Conservation Management Plan prepared by Conybeare Morrison International October 2010 particularly policies 8.1 to 8.4, 9.1, 9.2, 10.1, and 11.1.

Interpretation of its former location and significant use should be included as part of the overall interpretation of the area.

Recommendation 13

- Archival documentation of the Sewage Pumping Station (SPS0014) including photographic recording and measured drawings should be carried out for future reference in accordance with the NSW Heritage Branch's *Guidelines for the documentation of heritage places of local significance* prior to commencement any demolition works.
- The archival documentation should also include an inventory of the mechanical equipment within the pumping station should be undertaken for archival purposes and the equipment salvaged for incorporation as part of the interpretation of the site or as determined by Sydney Water.
- One hard copy and one digital copy of the Archival Documentation of the building and the inventory of mechanical equipment should be lodged with the City of Sydney Archives.
- It is recommended that the relocation of the Sewage Pumping Station (SPS0014) is undertaken by Relocation Method B that includes relocation by lifting the building intact. The entire process is to be monitored by a suitably qualified the Structural Engineer and the Heritage Architect Conybeare Morrison International.
- Archaeological monitoring of any ground disturbance should be undertaken.
- The adaptive re use is to be based on policies 8.1 to 8.4, 9.1, 9.2, 10.1, and 11.1 of the Conservation Management Plan and in consultation with the Heritage Architect Conybeare Morrison International, Sydney Water and the City of Sydney.
- Conservation works are to be implemented as part of a specific project development application.
- The design of its new setting is to provide adequate curtilage to conserve the significance of the building.
- Interpretation of its former location and use should be included as part of the overall interpretation of the area as per policy 13.1, of the Conservation Management Plan.

4.9 Impact upon Munn Street and buildings

Munn Street is now a remnant piece of road that has been heavily modified removing its functional role of a wide carriageway providing easy access for vehicles into the bond stores to which it connects. The SHR listing for the Warehouses, the former Dalgety's Bond Stores at 6-10 Munn Street states that *'the complex is important as a townscape feature in this area of dramatic topography. Its different building forms and shapes display a progression of functional architectural style, reflecting the difficulties of building on this contorted terrain. It also demonstrates the redevelopment and change of the area associated with civil works that followed the bubonic plague of 1901. It perpetuates the*

memory of Dalgety & Co, one of Australia's largest mercantile companies, and maintains a historic link with the maritime activities of Millers Point. The internal structure and mechanical features provide additional scientific significance.'

Terrace at 18 - 20 Munn Street is group of early twentieth century Arts and Craft style terrace houses that represent the redevelopment of the area by the Sydney Harbour Trust following the bubonic plaque of 1901, and are part of a larger group as a number being previously demolished for Darling Harbour Port expansion.

The proposal in as far as it has the potential to interpret the former alignment of Munn Street that existed 1870 - 1910 into the proposed Headland Park is supported although the extent to which Munn Street will be interpreted is questionable, considering that the proposed land levels and the incline down to the foreshore will vary from the original Victorian streetscape.

The proposed fill will restrict views to the west from Block A of the former Dalgety's Stores and will dramatically alter the appreciation of its former dockside location.

The proposal alters the setting of the Federation Arts and Craft terrace at Munn Street

The design resolution of the interface of the Headland Park and with the Munn Street buildings is critical. The proposed raised land levels and contours of the Headland Park need to be carefully reconsidered to achieve the stated objective of interpreting the former Munn Street alignment, and if the dramatic setting of the former Dalgety's Bond Stores at 6-10 Munn Street is to be conserved.

Recommendation 14

The design resolution of the interface of the Headland Park with the Munn Reserve should enhance, rather than detract from, the setting of the former Dalgety's Bond Stores at 6-10 Munn Street and the terrace at 18 - 20 Munn Street, and should be developed in consultation with the Heritage Architect Heritage Architect Conybeare Morrison International, the City of Sydney and the NSW Heritage Branch.

A Conservation Management Plan should be developed for the former Dalgety's Bond Stores building. The detail design resolution of the proposals for the former Dalgety's Bond Stores building should be developed alongside the Interpretation Strategy for the Headland Park and in consultation with the Heritage Architect Conybeare Morrison International and the City of Sydney.

4.10 Interpretation to be developed alongside the design

The Interpretation Strategy should be developed alongside the design of the Headland Park and the Public Art Strategy and not as an afterthought. The proposed contoured shape of the headland should interpret the original steep incline west of Merriman Street.

The richly complex array of uses of the area by Aboriginal followed by Non Indigenous cultures provides tremendous potential for public art that is interpretive.

Naming of new elements provides an opportunity for interpretation and should be based on a naming strategy utilising the abundance of potential sources that relate to the natural heritage and both the Non Indigenous and Aboriginal cultural heritage of the headland site area. The use of names that do not relate to these is not supported.

Recommendation 15

An Interpretation Strategy should be developed alongside the design of the Headland Park and the Public Art Strategy, in consultation with heritage consultants, the archaeologists, the Metropolitan Local Aboriginal Land Council and the City of Sydney. The Interpretation Strategy should include a naming strategy that utilises sources relating to the natural heritage and to both the Non Indigenous and Aboriginal cultural heritage of the headland site area.

4.11 Archaeological disturbance and monitoring

The proposed works will have little or no impact on archaeological features and deposits. The configuration of the current headland and Hickson Road were created by vertical excavation of bedrock up to 15m below original ground level. Any archaeological resource in those locations was removed in the past. However should any further excavation not already undertaken as part of the Headland Park Early Works program, exceed a depth greater than two (2) metres along the Hickson Road boundary of the site south of the Dalgety Bond Stores, archaeological features and deposits may be present below the fill.

Recommendation 16

Excavation to a depth greater than two (2) metres should be minimised along the Hickson Road boundary of the site south of the Dalgety Bond Stores to avoid disturbance of archaeological features and deposits that may be present below the fill. To effectively manage the potential impacts of excavation below this level in accordance with the NSW Heritage Act, archaeological monitoring is to be undertaken and an excavation director appointed to manage the program if excavation exceeds this depth.

If any unidentified historical archaeological features or deposits are exposed during the works, excavation is to cease immediately in the affected areas and the archaeologist is to undertake an evaluation of the extent and significance of such relics. The Heritage Council is to be notified as a matter of courtesy.

Any resulting archaeological reporting is to inform the interpretation of the site. A copy of the final report is to be lodged with the City of Sydney Archives.

4.12 Protection of heritage conservation areas and precincts during construction

Aside from potential impacts due to excavation vibrations, the extent of vehicular traffic, noise and dust and temporary construction signage throughout the construction period, has the potential to erode the character of the area, perception of the heritage values of an area over a number of years can lead to long term impacts. Dust accumulation on horizontal ledges can hold moisture exacerbating the deterioration of heritage fabric particularly external door and window joinery. Vibrations from rock excavation not already undertaken as part of the Headland Park Early Works program, may have an impact upon the fabric of a number of heritage items dating from the 1820s within the near vicinity of the site considering the vulnerable nature of early structures.

Recommendation 17

Any Construction Management Plan must consider the impacts on the surrounding heritage conservation areas and precincts and provide detailed methodologies for the control of traffic, vibrations, noise and dust.

A Dilapidation Survey should be undertaken of the following heritage items prior to the commencement of works:

- SLEP Schedule 8 Part 1 Item No 840: Georgian cottage at 14-16 Merriman Street.
- SLEP Schedule 8 Part 1 item No. 857: Cottage at 18 Merriman Street.
- SLEP Schedule 8 Part 1 item No 903: Two terrace groups at 20-42 and 44-48 Merriman Street.
- SLEP Schedule 8 Part 1 item No 316: The former Dalgety's Bond Stores at 6-10 Munn Street.
- SLEP Schedule 8 Part 1 item No 317: Terrace at 18 - 20 Munn Street.

4.13 Protection of heritage conservation areas and precincts post construction

In the long term, the completed Headland Park as a destination point will result in some vehicular increased traffic through the Millers Point, Dawes Point, Walsh Bay and the Rocks heritage conservation areas and precincts. The provision of public parking facilities within the Cultural Facility will increase traffic flows over and above its capacity as it provides an expectation that may exceed its capacity. Increased vehicular traffic has the potential to erode the character of the area, and reduce visitor perception of the heritage values which can lead to long term impacts.

In the Millers Point/Walsh Bay area all streetscapes are considered to be of high significance, consequently the rating system is not applied to each street as with other heritage conservation areas.

Recommendation 18

A Traffic Management Plan should be developed with the aim of discouraging vehicular traffic into the area, and confining traffic to a discreet, clearly defined route.

Consideration should be given to the repaving of streets surrounding the Headland Park in a material that will enhance their heritage character and which will discourage vehicular traffic.

4.14 Impact of signage and lighting

The need for significant new signage and lighting has the potential to create a negative impact on the character and setting of the surrounding heritage items and the Millers Point, Dawes Point, Walsh Bay and the Rocks heritage conservation areas and precincts.

Recommendation 19

A signage strategy should be developed utilising the City of Sydney Signage and Advertising Structures DCP 2005 as a guideline, particularly in relation to impacts on heritage items, and in consultation with the City of Sydney and the NSW Heritage Branch.

Illumination must be kept to a minimum and signage should be of high quality materials and graphic design, and recessive in nature.

All lighting should be designed to minimise disturbance to and to enhance the character and setting of the heritage items surrounding heritage items and heritage conservation areas and precincts.

5.0 Traffic, Transport and Parking

5.1 Construction Traffic Management Plan (CTMP)

The following concerns are raised by the City's Traffic and Transport Unit in relation to the Construction Traffic Management Plan (CTMP) and should be addressed as part of the Preferred Project Report via an amended CTMP.

- The proposed route via Harrington, Argyle Streets and Dalgety Road is not supported as it may have a significant impact on Millers Point residents. Construction vehicles/trucks access to the site should only be via Hickson Road.
- The proposed route via Towns Place is not supported as it may have a significant impact on Walsh Bay residents. Therefore construction vehicles/trucks access to the site must only be via Hickson Road.
- Construction vehicles/trucks must not congregate in Hickson Road before 7am to access the site.

- Only existing gates in Hickson Road should be used for access to the site to minimise impact on parking and traffic arrangements.
- Any proposals for alterations to the public road, involving traffic and parking arrangements, must be designed in accordance with RTA Technical Directives and must be referred to and approved by the Sydney Traffic Committee prior to any work commencing on site. The proponent must make a separate request for these changes to the City.
- The City wants to discourage construction workers from using on-street parking spaces in Hickson Road and other local streets in the area. The proponent should provide a list of measures that are to be implemented to stop construction workers using on-street parking spaces in the area and promote public transport and use of off-street parking stations.
- The existing peak hour traffic conditions are heavy in northern parts of the City. The addition of construction traffic may increase traffic delays at some intersections especially in Sussex and York Streets. The City will monitor traffic flow in the area and if there is significant increase in delays request the proponent to revise the CTMP.

Recommendation 20

The Construction Traffic Management Plan should be amended as part of the Preferred Project Report to address the City's concerns noted above.

The City has made previous submissions on the number of Project Applications assessed concurrently and the need for a cumulative assessment of particular issues including the Construction Traffic Management Plans. The following points have been raised in the City's submission to the other Project Applications previously, and will be raised with each Project Application until resolved.

While each individual project has been assessed, the cumulative impact of all developments occurring at approximately the same time is unclear. This effectively creates confusion and can lead to a watering down effect when assessed individually. It appears that no major impacts will result from each project if they ran independently, however when running concurrently the impact will be compounded and will likely lead to negative impacts. However to what degree it is unknown.

Each application proposes different routes to access the associated site. It is recommended that a construction traffic route be formulated and adopted for the entire Barangaroo development in conjunction with the City (Traffic Operations and Transport Strategy) and the Roads and Traffic Authority (RTA). This will allow for better enforcement for all construction traffic on the site. Routes that pass residential properties such as Towns Place, Dalgetty Road and Argyle Street should not be used and all access to any

works on the site should be via Hickson Road. It should also be noted that there is a shared zone on Argyle Street between Harrington Street and George Street and that there is an existing No Left Turn permitted from George Street to Argyle Street.

An adopted route selection for the entire site is also crucial in mediating impacts at street level. Again the adopted routes should apply to the whole site and not just a specific project. This would also assist in assessing the impacts associated with the entire development as all traffic would use the adopted route. If this were to be developed and adopted traffic generation and its impacts would have to be assessed to ensure network capacity is not compromised.

Site specific Traffic Control Plans need to be developed and submitted to the City for review and approval to ensure all modes of transport are catered for and safety is not compromised. There will be a large amount of equipment required to facilitate the works for the whole development and where possible it should be delivered to the site via the harbour.

A Green Travel Strategy should be developed which applies to the whole site, and all workers including construction workers rather than being developed for individual sites. This will ensure maximum gain from sustainable modes of transport. This strategy should form part of the general site induction.

5.2 Car Park Access Location

The proposed car park entry/exit driveway location is at the intersection of Towns Place and Dalgety Road. The traffic report states the Towns Place currently carries 330 vehicles per hour (vph) in the am peak and 290 vph in the pm peak. This is used as justification that additional traffic as a result of the car park will keep Towns Place within the environmental limit for a collector road. While the environmental levels may be acceptable the comparative amenity is not. The increase in traffic movements along Towns Place will potentially double the peak hour flows, and potentially more than double the off peak hour flows. The weekend volumes of traffic will also be considerably increased compared to the existing.

Residential amenity in the area needs to be carefully considered, especially as many of the Port Functions in the area are no longer operational. While the road may be classified as a collector road, it functions more as a local road serving the residential properties on the site.

The Traffic Report includes a section explaining why car park access from Hickson Road is not a viable alternative. A number of arguments are presented. The arguments presented are not considered to adequately balance with the loss of amenity the residents of Towns Place will suffer as a result of the additional traffic. It is recommended the proponent be requested to review with Council the options of alternative access locations.

There also seems to be no evaluation of the possibility for the access to be from one of the internal Barangaroo roads, such as the most northerly cross street connecting Globe Street and Hickson Road, identified in the Transport Management and Access Plan (TMAP) as new road.

The development is also likely to increase traffic in Millers Point as motorists heading north over the Harbour Bridge may use Dalgety Road, Argyle Place and Kent Street, being the shortest direct access to the Harbour Bridge, impacting upon residents in those streets. To address these issues, vehicular access to the proposed car park should be via Hickson Road or an internal road from within the development.

Recommendation 21

That the proponent further consider, in consultation with the Council, an alternative car park entrance location to minimise the impact upon surrounding residents.

5.3 Pedestrian Amenity

The proposed development would also increase pedestrian activity in Dalgety Road. In addition to the construction of a new footpath on the western side, the proponent should also widen the footpath on the eastern side of the street to the satisfaction of the City. The existing footpath on the eastern side is narrow, especially next to the street light poles.

Recommendation 22

That the impact upon pedestrian amenity in Dalgety Road be reduced via the widening of the footpath on both sides of the road.

5.4 Car Parking Pay Structure

The proponent should provide details to the effect that any public parking pay structure is set up to ensure that the spaces are not used as a commuter car park for the near by office workers. Other major developments in the area with pay parking (i.e. Star City Casino) were conditioned to gain approval from the City for their initial pay structure, and have been required to gain approval for all future amendments. A similar condition should be required by the Department of Planning in any consent.

Recommendation 23

The proponent should provide a public parking pay structure as a separate document that would then form part of the consent for the parking area. The structure is to ensure that spaces are not used as a commuter car park for nearby office workers and should be subject to the City's initial and ongoing approval

5.5 Proposed New Roundabout

The proponent is proposing to construct a new roundabout to control the access to the car park entry. There are no details as to why the roundabout is required, and why the driveway can't operate as a standard give way driveway access. The proposed roundabout is located at the north main pedestrian entry point. Roundabouts are not "pedestrian friendly" forms of traffic control.

Additional information should be submitted to the DoP and the City as a justification as to why a roundabout is required in this location. The roundabout will be located within a City road. As such the roundabout will require the approval of the City of Sydney. A plan must be submitted to the City's Traffic Operations Unit for a referral to the Sydney Traffic Committee.

The traffic report suggests that discussions over the roundabout have already been held with the City of Sydney, however no details have been given.

Recommendation 24

That the proponent provides further justification for the proposed roundabout at the car park entry and consider the more pedestrian-friendly standard give way access.

5.6 Proposed Changes to Kerb Side Parking

The application discusses the issue of potential bus set down/pick up areas, and of potential "kiss and ride" arrangements in the vicinity of the site. The report correctly states that these will be subject to the approval of the City of Sydney. There is no indication as to the predicted levels of bus and coach parking at the site, but if these are considered to be necessary, consideration should be given to providing the facilities within the car park.

It is recommended that a condition be imposed to further address this.

In addition, any proposed taxi rank in the area will need to be approved by both the City of Sydney and the NSW Taxi Council, particularly if located on existing city roads.

Recommendation 25

That the following condition be imposed:

Changes to Kerb Side Parking Restrictions

A separate submission must be made to the Sydney Traffic Operations Unit seeking the City's approval for any kerb side parking restrictions. The submission must include a plan showing the proposed kerb side parking restriction signs and stems with chainages to all signs and stems from the kerb line of the nearest intersection. All costs associated with the changes to sign posting will be at no cost to Council.

5.7 Impact Assessment and Construction Traffic Management Plan (Appendix 20 of the EA)

The plan suggests that the location of the car park could provide additional parking for visitors to Walsh Bay. This is not supported by the City of Sydney and the car park should be restricted in terms of its operating hours.

This car park does not currently have any provision for bike parking. At a minimum, the rates identified in the NSW State Government Planning Guidelines for Walking and Cycling need to be considered. The City would prefer bike parking rates in excess of these rates in order to encourage more active uses of the site.

Given the length of the road and the land uses that it services, the City considers that Towns Place acts as a local road even if it is classified as a collector road by the RTA. Additional consideration needs to be given to the increases in traffic volumes and the residential amenity as a result.

The plan identifies that there may be additional traffic on weekends which is potentially offset by office generation. However this area is predominately residential with very little commercial land uses in the area. It is likely that there will be very little reduction in the amount of traffic on a weekend.

A cumulative traffic generation has been undertaken for Headland Park and the Commercial Building C4 in this plan. It does not appear that this cumulative impact has been assessed using an intersection modelling program (e.g. Sidra). This should be qualified.

The proposed bus and coach drop-off areas are suggested on existing roads in the local areas. As stated in the report, exact locations and operations will need to be further discussed with the City of Sydney. Provision should also be made for limousines to cater for photo opportunities.

Recommendation 26

The Impact Assessment and Construction Traffic Management Plan should be amended as part of the Preferred Project Report to address the City's above concerns.

6.0 Trees

The design philosophy as stated in the Environmental Assessment Report is as follows:

“The Headland Park and Northern Cove will be one of the most iconic and significant precincts for the city featuring some of the most memorable views of the city and the harbour.....It will create a picturesque landscape complementing the other harbour headlands. The aim is to inspire excellence for a timeless place that stimulates civic pride”.

6.1 Protection of existing City street trees – temporary facilities and structures

The construction contractors require work areas to undertake various preparatory activities and to temporarily store materials for use in the Headland Park. A review of the proposal has identified the following issues regarding potential impacts to the City's street trees:

- Site hoardings and fencing,
- Office compounds including amenity areas,
- Water treatment facilities such as sediment basins,
- Parking for staff and contractor vehicles,
- Workshops and maintenance areas,
- Storage and handling of sandstone and other rock for landscaping purposes, and
- Storage and handling of fill and topsoil.

To ensure all street trees adjacent to the site are safely retained and protected in relation to the abovementioned activities, specific tree protection measures must be prepared to ensure trees are protected during all stages of development.

The required tree protection requirements should be prepared in accordance with AS 4970 Protection of Trees on Development Sites and be prepared by a qualified Consultant Arborist, who holds the Diploma in Horticulture (Arboriculture), Level 5 under the Australian Qualification Framework.

All issues regarding street trees must be addressed and resolved prior to the commencement of works.

6.2 New Landscape

Trees feature heavily in the Public Domain plans and are a major component of the Headland Park however it is noted that no technical data has been provided to support the proposal in relation to landscape works.

At this stage, the City would expect specialist advice regarding technical specifications on soils, trees and the maintenance and management of the park. A review of the proposal has identified the following issues relating to the proposed landscape:

- **Plants:** 100% Native and 90% Endemic plant species (excluding lawn) are proposed as it is claimed they have lower irrigation requirements.
This should be reconsidered, as it is not entirely accurate. Some native / endemic species use more water than exotics. Clearly defined rationale should be provided – including the limitations of the endemic area (e.g. Millers Point, Sydney Basin or NSW). Plant provenance should also be detailed.
- **Tree Supply:** Advanced growth trees are detailed in the proposal
How will advanced stock be sourced and in accordance with which specifications/standards?
- **Topsoils:** These will be prepared on site and placed via trucks, front-end loaders and graders to get to the final contours. How will the soil be prepared and what measures are in place to prevent compaction? Specialist soil advice should be provided in relation to sustaining long term plant health – especially where remediated fill is to be used.
- **Irrigation systems:** These will be installed with the topsoil placement and activated to commence growth of first plantings and turf where laid. Details of watering schedule/water management plan for new trees should be included within a Tree Management Plan.

To ensure that an amended and refined concept and vision of the Headland Park is achieved, the City's Tree Management Unit request these issues and questions are addressed by a qualified Consultant Arborist and a Soil Scientist, engaged to assess the proposal and provide recommendations within a Tree Management Plan / Soil Management Plan.

A Tree Management Plan (TMP) should be prepared and be in keeping with best industry practice. The TMP should provide details of tree species selection, specify stock selection criteria, provide planting specifications, include details of drainage and watering systems and recommend the short and long term maintenance and management requirements of the park.

Recommendation 27

The proponent should provide a Tree Management Plan as part of the Preferred Project Report which addresses all of the above issues raised above.

7.0 Volume and Height of Proposed Fill

It is noted that the volume of fill from Stage 1 may increase by 80000m³ to approximately 230000m³. The increase in fill volume onto the site puts pressure on the constraints of the site to accommodate such volumes while still providing useful amenity space for visitors.

In addition to previous comments made about the proposed finished height, it is noted that the latest Landscape Design Statements include an increase in the gradients on the west and south sides of the park from 1:2 (Sept 2010) to 1:1.5 in the Landscape Design comment (Headland Park and Northern Cove Main Works Environmental Assessment, November 2010). This raises a number of concerns:

- Given that no explanation for the increase is provided in the documents, this reinforces concern that the design of the final landscape for Headland Park is being compromised by the desire to store increased volume of fill;
- The whole of the proposed park is to be constructed from fill and will include a mixture of sandstone rubble, soils and other spoil. Construction of steep sided banks on top of fill would need to include both engineered underground structural elements and soil stabilisation webbing to avoid problems with subsidence and erosion in the future. It is likely that if such measures were put in place they would detract from the desired visual appearance of a naturalised landscape; and
- Maintenance on the steep slopes to maintain vegetation will be difficult and raises concerns about health and safety measures to assure a safe work environment. Safe grades for planting and maintenance range up to 1:3 batters.

It is not accepted that the final profile of the park has been driven by design principles as evidenced by increasing the steepness of batters whilst at the same time stating that fill volumes from Stage 1 are to be increased.

Recommendation 28

Conditions of consent should require that an average of 1.0m of topsoil is to be placed on top of imported fill to achieve final levels. This is an insufficient allowance to meet minimum Council standards of 1.5m topsoil depth for trees and it is requested that topsoil depths are increased accordingly.

8.0 Landform

The regularity of the proposed contours and profiling of the landform indicates a uniform gradient which is not typical of the headlands in Sydney Harbour which feature sandstone outcrops, terracing and variable gradients.

It is noted that under the DGR's Section 4 - Landscape Design that views over the Headland Park are required to be maintained, particularly from adjacent streets and public open spaces. It is unlikely from a study of the provided sections that views from even the upper floors of residences along Merriman Street will be retained.

Recommendation 29

It is requested, if the design of the landform for the west and south slopes is to include a steeply sloping batter to match the historic profile of Millers Point, that the batter and Upper Bluff be revised to more literally interpret the former headland and should reference existing foreshore profiles still found around Sydney Harbour. The final landform should incorporate terracing and be graded so that at least partial views are retained from Merriman Street and planting be strategically positioned to further retain filtered views.

It is also noted that a portion of the volume of the park is created by the provision of car parking and a future Cultural Facility. It is stated in the Design Statement that the 'form of these 'architectural' facilities is subservient to the landform design' in which instance it should be feasible to achieve the desired landform profile by reducing or reshaping the profile of the Facility if required.

9.0 Public Domain

9.1 Materials and Park Furniture

It is understood that that Barangaroo and Headland Park are to be on land that will be retained by the Barangaroo Delivery Authority and that the Authority will be responsible for construction and maintenance of the works. It is suggested that the proposed finishes and furnishings reference the City's standards including:

- Interim Sydney Streets Design Code
- Ultimo Pyrmont Public Domain Technical Manual
- City of Sydney Exterior Lighting Strategy
- Interim Sydney Lights Design Code
- City of Sydney Street Furniture standards
- City of Sydney Wayfinding Signage standard
- City of Sydney standard Grates and Pit Covers

9.2 Lighting

The lighting plan layout shown on MW-WAG-E-S3-1001 has been noted as generally being acceptable, conditional on lighting levels being met and with reference to fittings noted in the Conditions for lighting. In addition it is suggested that landings upon stairways receive increased lighting, especially where lighting will increase safety upon the western stairway where it crosses through areas of understory planting.

9.3 Signage and Interpretation

A Signage Strategy Plan should be submitted to council for comment. Signage must be provided at key locations around the park including, but not limited to:

- Designated routes for cyclists;
- Clear accessibility map identifying alternate routes for disabled users;
- Entry/ exit points;
- Public transport options;
- Park rules and bylaws; and
- Emergency contact points.

The Headland Park will provide many opportunities for telling visitors about the history of the site, its current appearance, the naturalisation of the shoreline; and the technological solutions that have been implemented in its creation. Additionally there are many surrounding points of interest that will be visible from within the park including Architectural Features & Landmarks and the Harbour Foreshore and Islands.

Recommendation 30

An Interpretation Signage Plan with reference to the City's park signage manual (City of Sydney Regulation Signage User Manual) should be submitted to council for comment as part of the Preferred Project Report.

9.4 Access

The proposal indicates that a system of linked paths, cycle ways, steps and a lift will provide public access around the site 24hrs daily.

Recommendation 31

The access strategy should be reviewed to address the following:

- A map should be provided at the lift at the south end of the park so that disabled visitors may choose alternate routes or, if the lift were disabled/ not available they are directed to the nearest accessible route;
- Review access points through the sandstone wall along the Foreshore Path to ensure that accessible ramps are included at appropriate locations (e.g. the end of the footway in the north of the park, which is an accessible path, is terminated by steps at the crossing point through the wall, it would be desirable to provide a ramp);
- Investigate providing an accessible path to allow disabled users to get closer to the tidal pools. Such a facility would be a unique opportunity to allow disabled users rare access to a usually inaccessible environment.

9.5 Plan of Management

It is noted that the Barangaroo Delivery Authority will be the end owner responsible for the proposed new Headland Park. It is unlikely however that a delivery Authority will remain the long-term responsible owner.

Recommendation 32

A Plan of Management must be prepared and forwarded to the City of Sydney for comment to address all operational and management procedures to be employed, to ensure that the Cultural Facility and the Headland Park can operate without disturbance to the surrounding locality. The Plan must include but is not restricted to: hours of operation of the Cultural Facility; access routes and entry points to the park for vehicles and services; noise from both the Cultural Facility and Headland Park and impact on residents; access control during special events; security management; and handling of complaints.

10.0 Conclusion

The City of Sydney's submission makes 32 recommendations which require consideration by the Department of Planning and the Proponent as part of the proponent's Preferred Project Report. The recommendations seek clarification and/or amendment on various aspects of the proposal with the aim to providing an integrated, sustainable and more desirable headland park for Barangaroo.

The City appreciates that the Preferred Project Report will be made available for comment once these issues have been addressed for further review and comment.



Appendix A

Standard conditions of consent relevant to the application

Council Standard Conditions

If the City was the consent authority for this application the following are the standard conditions of development consent that would be included

CONSTRUCTION MANAGEMENT PLANS

- All vehicles must enter and exit the site in a forward direction.
- All Traffic Control Plans associated with this Construction Traffic Management Plan must comply with Australian Standards and RTA's Traffic Control at Work Sites Guidelines. WorkCover requires that Traffic Control Plans must comply with Australian Standards 1742.3 and must be prepared by a Certified Traffic Controller (under RTA regulations).
- The applicant must provide council with details of the largest truck that will be used during the demolition, excavation and construction, prior to the start of any work on site and obtain approval from City's Construction Regulation Unit for the use of this vehicle. NOTE: No dog trailers to be used without City's Construction Regulation Unit approval.
- The developer must obtain a permit from the City's Construction Regulation Unit regarding the placing of any plant/equipment on public ways.
- No queuing or parking of construction vehicles is permitted in any public road.
- All vehicles associated with the development shall be parked wholly within the site. All site staff related with the works are to park in a designated off street area, no staff are to park on the street.
- All loading and unloading must be within the development site.
- The applicant must comply with development consent for hours of construction.
- Any Traffic Controllers are NOT to stop traffic on the public street(s) to allow trucks to enter or leave the site. The Roads Act does not give any special treatment to trucks leaving a construction site - the vehicles already on the road have right-of-way so that every vehicle leaving a site MUST wait until a suitable gap in traffic allows them to exit. Secondly Trucks are not (at no time) allowed to reverse into the site from the road for safety reasons.
- Pedestrians may be held only for very short periods to ensure safety when trucks are leaving or entering BUT you must NOT stop pedestrians in anticipation i.e. at all times the pedestrians have right-of-way on the footpath not the trucks.

- Physical barriers to control pedestrian or traffic movements need to be determined by the Construction Regulations Unit prior to commencement of work.
- Any temporary adjustment to a Bus Stop or Traffic Signals will require the applicant to obtain approval from the STA and RTA respectively prior to commencement of works.
- The developer must apply to the Construction Regulations Unit to organise appropriate approvals for cranes and barricades etc.
- The developer must apply to Building Compliance Unit to organise appropriate approvals for hoarding prior to commencement of works.

ASSOCIATED ROADWAY COSTS

All costs associated with the construction of any new road works including kerb and gutter, road pavement, drainage system and footway shall be borne by the developer. The new road works must be designed and constructed in accordance with the City's "Development Specification for Civil Works Design and Construction".

BICYCLE PARKING

The layout, design and security of bicycle facilities either on-street or off-street must comply with the minimum requirements of Australian Standard AS 2890.3 – 1993 Parking Facilities Part 3: Bicycle Parking Facilities except that:

1. all bicycle parking for occupants of residential buildings must be Class 1 bicycle lockers, and
2. all bicycle parking for staff / employees of any land uses must be Class 2 bicycle facilities, and
3. all bicycle parking for visitors of any land uses must be Class 3 bicycle rails.

CAR PARKING SPACES AND DIMENSIONS

A maximum of [DoP to insert] off-street car parking spaces must be provided. The design, layout, signage, line marking, lighting and physical controls of all off-street parking facilities must comply with the minimum requirements of Australian Standard AS/NZS 2890.1 - 2004 Parking facilities Part 1: Off-street car parking and Council's Development Control Plan. The details must be submitted to and approved by the Principal Certifying Authority prior to a Construction Certificate being issued.

LOADING WITHIN SITE

All loading and unloading operations associated with servicing the site must be carried out within the confines of the site, at all times and must not obstruct other properties/units or the public way.

LOADING/PARKING KEPT CLEAR

At all times the service vehicle docks, car parking spaces and access driveways must be kept clear of goods and must not be used for storage purposes, including garbage storage.

LOCATION OF ACCESSIBLE CAR PARKING SPACES

Where a car park is serviced by lifts, accessible spaces for people with mobility impairment are to be located to be close to lifts. Where a car park is not serviced by lifts, accessible spaces for people with mobility impairment are to be located at ground level, or accessible to ground level by a continually accessible path of travel, preferably under cover.

LOCATION OF DRIVEWAYS

The access driveway for the site must not be closer than:

- 10 metres from the kerb line of the nearest cross street/lane.
- 20 metres from the kerb line of the nearest signalised cross street/lane.
- 1 metre from the property boundary of the adjacent site.
- 2 metres from any other driveway.

The details must be submitted to and approved by the Certifying Authority prior to a Construction Certificate being issued.

SIGNS AT EGRESS

The following signs must be provided and maintained within the site at the point(s) of vehicular egress:

- Compelling drivers to stop before proceeding onto the public way
- Compelling drivers to “Give Way to Pedestrians” before crossing the footway; or compelling drivers to “Give Way to Pedestrians and Bicycles” before crossing a footway on an existing or identified shared path route.

TRAFFIC WORKS

Any proposals for alterations to the public road, involving traffic and parking arrangements, must be designed in accordance with RTA Technical Directives and must be referred to and agreed to by the Sydney Traffic Committee prior to any work commencing on site.

VEHICLE FOOTWAY CROSSING

A separate application is to be made to, and approved by, Council for the construction of any proposed vehicle footway crossing or for the removal of any existing crossing and replacement of the footpath formation where any such crossings are no longer required.

All disused or redundant vehicle crossings and laybacks must be removed and footway and kerb reinstated in accordance with Council’s standards, to suit the adjacent finished footway and edge treatment materials, levels and details, or as otherwise directed by Council officers. All construction and replacement works are to be completed in accordance with the approved plans prior to the issue of an Occupation Certificate.

Note: In all cases the construction materials should reinforce the priority of pedestrian movement over that of the crossing vehicle.

VEHICLES ACCESS

The site must be configured to allow all vehicles to be driven onto and off the site in a forward direction.

PUBLIC DOMAIN PLAN

The Public Domain Plan accompanying this Development Application has not been approved by this consent.

Margaret Street West Pedestrian Bridge

- (1) The applicant shall submit detailed documentation to Council for approval of public domain works including existing and proposed streetscapes, the northern park following the community consultation process outlined by Council and prior to issue of *the first* Construction Certificate. The documentation shall be prepared by an appropriately qualified landscape architect and civil engineer. The detailed documentation shall be provided at a level and standard suitable for construction purposes. Documentation shall include but not be limited to:
 - (a) A1 sized public domain plans at scale 1:200;
 - (b) Cross sections and Elevations at scale 1:100;
 - (c) Longitudinal section of the pavement showing existing and proposed levels at 10 metre intervals at the building alignment, the kerb and the gutter on a common datum line. The longitudinal section is to be drawn at 1:100 horizontal scale and 1:10 vertical scale;
 - (d) Include 1:50 scale cross sections through pedestrian ramps and vehicle crossings;
 - (e) Include specifications for the proposed works;
 - (f) Ensure maximum footpath cross falls of 2.5% from building line to top of kerb;
 - (g) Long Sections at scale 1:200;
 - (h) Construction details at appropriate scale;
 - (i) Schedules and specification;
 - (j) Services;
 - (k) Entire scope of works on Council property including intersection treatments with the proposed new road pavements, line marking, parking, kerb and gutters;
 - (l) Civil and stormwater infrastructure;
 - (m) Footpaths and pavements, treatment to the right of carriageway, road restoration;
 - (n) Street tree planting, bioretention swales;
 - (o) utility poles, and service pits;
 - (p) Ground preparation, depths, types and locations of soil mixes, fertilisers and mulches for all tree planting, planting beds, grassed areas and planter boxes;
 - (q) Mass planting beds, planter boxes, and individual plantings;
 - (r) Species, quantity, spacing, sizes of planting, staking and/or tree guard;
 - (s) Materials and finishes;
 - (t) Furniture and fixtures;
 - (u) Street lighting, pedestrian lighting and feature lighting;
 - (v) Irrigation system, drainage lines, pits and automated irrigation measures;
 - (w) Walls, embankments and mounds;
 - (x) Edges, screens and fences;

- (y) Steps, ramps, vehicle crossings, decks and pathways;
- (z) Soils, fertilisers and mulches;
- (aa) Timber decking with galvanised steel frame; and
- (bb) Water features and public art.

(2) The applicant shall submit detailed documentation to Council for approval of public domain works including existing and proposed streetscapes, the northern park following the community consultation process outlined by Council and prior to issue of *the first* Construction Certificate. The documentation shall be prepared by an appropriately qualified landscape architect and civil engineer. The detailed documentation shall be provided at a level and standard suitable for construction purposes. Documentation shall include but not be limited to:

- (a) A1 sized public domain plans at scale 1:200;
- (b) Cross sections and Elevations at scale 1:100;
- (c) Longitudinal section of the pavement showing existing and proposed levels at 10 metre intervals at the building alignment, the kerb and the gutter on a common datum line. The longitudinal section is to be drawn at 1:100 horizontal scale and 1:10 vertical scale;
- (d) Include 1:50 scale cross sections through pedestrian ramps and vehicle crossings;
- (e) Include specifications for the proposed works;
- (f) Ensure maximum footpath cross falls of 2.5% from building line to top of kerb;
- (g) Long Sections at scale 1:200;
- (h) Construction details at appropriate scale;
- (i) Schedules and specification;
- (j) Services;
- (k) Entire scope of works on Council property including intersection treatments with the proposed new road pavements, line marking, parking, kerb and gutters;
- (l) Civil and stormwater infrastructure;
- (m) Footpaths and pavements, treatment to the right of carriageway, road restoration;
- (n) Street tree planting, bioretention swales;
- (o) utility poles, and service pits;
- (p) Ground preparation, depths, types and locations of soil mixes, fertilisers and mulches for all tree planting, planting beds, grassed areas and planter boxes;
- (q) Mass planting beds, planter boxes, and individual plantings;
- (r) Species, quantity, spacing, sizes of planting, staking and/or tree guard;
- (s) Materials and finishes;
- (t) Furniture and fixtures;
- (u) Street lighting, pedestrian lighting and feature lighting;
- (v) Irrigation system, drainage lines, pits and automated irrigation measures;
- (w) Walls, embankments and mounds;
- (x) Edges, screens and fences;
- (y) Steps, ramps, vehicle crossings, decks and pathways;
- (z) Soils, fertilisers and mulches;
- (aa) Timber decking with galvanised steel frame; and
- (bb) Water features and public art.

(3) The applicant shall submit detailed documentation to Council for approval of public domain works including existing and proposed streetscapes, the northern park following the community consultation process outlined by Council and prior to issue of *the first* Construction Certificate. The documentation shall be prepared by an appropriately qualified landscape architect and civil engineer. The detailed documentation shall be provided at a level and standard suitable for construction purposes. Documentation shall include but not be limited to:

- (a) A1 sized public domain plans at scale 1:200;
- (b) Cross sections and Elevations at scale 1:100;
- (c) Longitudinal section of the pavement showing existing and proposed levels at 10 metre intervals at the building alignment, the kerb and the gutter on a common datum line. The longitudinal section is to be drawn at 1:100 horizontal scale and 1:10 vertical scale;
- (d) Include 1:50 scale cross sections through pedestrian ramps and vehicle crossings;
- (e) Include specifications for the proposed works;
- (f) Ensure maximum footpath cross falls of 2.5% from building line to top of kerb;
- (g) Long Sections at scale 1:200;
- (h) Construction details at appropriate scale;
- (i) Schedules and specification;
- (j) Services;
- (k) Entire scope of works on Council property including intersection treatments with the proposed new road pavements, line marking, parking, kerb and gutters;
- (l) Civil and stormwater infrastructure;
- (m) Footpaths and pavements, treatment to the right of carriageway, road restoration;
- (n) Street tree planting, bioretention swales;
- (o) utility poles, and service pits;
- (p) Ground preparation, depths, types and locations of soil mixes, fertilisers and mulches for all tree planting, planting beds, grassed areas and planter boxes;
- (q) Mass planting beds, planter boxes, and individual plantings;
- (r) Species, quantity, spacing, sizes of planting, staking and/or tree guard;
- (s) Materials and finishes;
- (t) Furniture and fixtures;
- (u) Street lighting, pedestrian lighting and feature lighting;
- (v) Irrigation system, drainage lines, pits and automated irrigation measures;
- (w) Walls, embankments and mounds;
- (x) Edges, screens and fences;
- (y) Steps, ramps, vehicle crossings, decks and pathways;
- (z) Soils, fertilisers and mulches;
- (aa) Timber decking with galvanised steel frame; and
- (bb) Water features and public art.

The applicant shall submit detailed documentation to Council for approval of public domain works including existing and proposed streetscapes prior to issue of the first Construction Certificate. The documentation shall be prepared by an appropriately qualified landscape architect and civil engineer. The detailed documentation shall be provided at a level and standard suitable for construction purposes. Documentation shall include but not be limited to:

- (a) A1 sized public domain plans at an appropriate scale to describe the proposed works in detail;
- (b) Cross sections and Elevations at scale 1:100;
- (c) Footpaths and pavements, treatment to the right of carriageway (if applicable);
- (d) Materials and finishes;
- (e) Furniture and fixtures;
- (f) Street lighting, pedestrian lighting and feature lighting;
- (g) Edges, screens and fences;
- (h) Walls, embankments and mounds;
- (i) Steps, ramps, vehicle crossings, decks and pathways;

- (j) Construction details at appropriate scale;
- (k) Services where affected, utility poles, and service pits;
- (l) Civil and stormwater infrastructure;
- (m) Tree planting;
- (n) Mass planting beds, planter boxes, and individual plantings;
- (o) Species, quantity, spacing, sizes of planting, staking and/or tree guard;
- (p) Ground preparation, depths, types and locations of soil mixes, fertilisers and mulches for all tree planting, planting beds, grassed areas and planter boxes;
- (q) Irrigation system, drainage lines, pits and automated irrigation measures;
- (r) Soils, fertilisers and mulches;
- (s) Schedules and specification;
- (t) Extent of temporary works and permanent features to be clearly shown, including furnishing and/or footings, finished surfaces, service and planting.

The Public Domain Plan must be prepared in accordance with the City of Sydney's Public Domain Manual. The works to the public domain are to be completed in accordance with the approved plan and the Public Domain Manual before any Occupation Certificate is issued in respect of the development or before the use commences, whichever is earlier.

Drainage and service pit lids throughout the public domain shall be wheel guard and bicycle safe, finished flush with the adjacent pavement to avoid trip hazards and be clear of obstructions for easy opening and cleaning. Pit lids shall be in accordance with any Council standards and details provided to Council prior to issue of a Construction Certificate for each stage where relevant. Margaret Street West Pedestrian Bridge Margaret Street West Pedestrian Bridge

Note: A security deposit will be required to be lodged with Council for works to the public way prior to the issue of a Road Opening Permit, in accordance with the City of Sydney's adopted fees and charges. You should contact Council to determine deposit amount prior to payment.

GEOMETRIC ROAD DESIGN FOR CAR PARK ENTRANCE ROAD

The design of the Car Park entrance road shall be undertaken in accordance with Council's Development Specification for Civil Works.

The design and documentation of the proposed road system where it adjoins the public road at Towns Place shall include the following information, which must be submitted with future applications for development of the site:

1. General subdivision plan with contour details and a clear indication of the extent of roadworks;
2. Road plan and longitudinal sections showing services;
3. Road cross sections showing road widths, pavement configuration, batter slopes and kerb and gutter types;

4. Drainage plan and schedule of drainage elements;
5. Drainage profiles;
6. Utility services;
7. Traffic management and intersection layout details including line marking, pavement marking and signposting;
8. Standard engineering and structural details plan;
9. Services plans for utility services including design report;
10. Design Certification report and check lists 1-9 for Council's Development Specification for Civil Works.

All design documentation shall be completed in accordance with the relevant standards and specifications as adopted by Council from time to time. All engineering plans and calculations shall be checked and signed by a professional engineer.

The applicant shall submit plans of subdivision incorporating bearings, distances, and areas of land proposed for dedication to Council, as well as those proposed for road closure. The plans shall clearly describe existing and proposed site boundaries, public reserves, public roads, drainage reserves, and easements.

ALIGNMENT LEVELS

Prior to a Construction Certificate being issued, footpath alignment levels must be submitted to Council for approval. This submission must be accompanied by a plan prepared by a Registered Surveyor showing the existing location, size and levels (AHD) of all service covers, trees, poles and street furniture, and alignment levels of cross sections, alignment levels at pedestrian entrances within the footway adjacent to and extending 20 metres past either side of the site, **alignment levels of cross sections at pedestrian access points down to the waters edge, tidal ponds and man-made beach areas along the foreshore pathway.**

These alignment levels, as approved by Council, are then to be incorporated into the plans submitted with the application for a Construction Certificate, excluding a Construction Certificate for approved preparatory, demolition or shoring work.

LANDSCAPING OF THE SITE

(a) The Landscape Plan accompanying this Development Application has not been approved by this consent.

(b) A detailed Landscape Plan, drawn to scale, by a landscape architect or approved landscape consultant, must be submitted to Council for review prior to a Construction Certificate being issued.

The plan must include:

- (i) Location of existing and proposed structures on the site including existing trees (if applicable);
- (ii) Details of earthworks including mounding and retaining walls;
- (iii) Location, numbers and type of plant species;

- (iv) Details of planting procedure and maintenance;
- (v) Details of drainage and watering systems.

All landscaping in the approved plan is to be completed prior to an Occupation Certificate being issued or the use commencing, whichever is earlier.

(c) Prior to a Construction Certificate being issued, a maintenance plan is to be submitted for approval of the Certifying Authority and be complied with during occupation of the property.

FOOTPATH DAMAGE BANK GUARANTEE

A Footpath Damage Bank Guarantee calculated on the basis of an area of 1675sqm of asphalt road or footway surface to the site frontages on Towns Place, Dalgety Road & Merriman Street must be lodged with Council in accordance with the City of Sydney's adopted Schedule of Fees and Charges. The Footpath Damage Bank Guarantee must be submitted as an unconditional bank guarantee in favour of Council as security for repairing any damage to the public domain in the vicinity of the site.

The guarantee must be lodged with Council prior to issue of a Construction Certificate.

STORMWATER AND DRAINAGE - MAJOR DEVELOPMENT

On-site detention, treatment and re-use is encouraged.

(a) Prior to a Construction Certificate being issued, details of the proposed stormwater disposal and drainage from the development including a system of on-site stormwater detention in accordance with Council's standard requirements and details of the provision and maintenance of overland flow paths must be submitted to and approved by Council. All approved details for the disposal of stormwater and drainage are to be implemented in the development.

(b) Any proposed connection to the Council's underground drainage system will require the owner to enter into a Deed of Agreement with the Council and obtain registration on Title of a Positive Covenant prior to Construction Certificate being issued and prior to the commencement of any work within the public way.

(c) The requirements of Sydney Water with regard to the on site detention of stormwater must be ascertained and complied with. Evidence of the approval of Sydney Water to the on-site detention must be submitted prior to a Construction Certificate being issued.

(d) An "Application for Approval of Stormwater Drainage Connections" must be submitted to the Council with the appropriate fee at the time of lodgement of the proposal for connection of stormwater to the Council's drainage system.

PAVING MATERIALS

The surface of any material used or proposed to be used for the paving of footways, thoroughfares, plazas and the like which are used by the public must comply with AS/NZS 4586:2004 (including amendments) "Slip resistance classification of new pedestrian surface materials".

- (1) The applicant shall provide a system of underground street and pedestrian lighting along all roads, footpaths and within the new park in accordance with Council and Energy Australia standards. Detailed plans and construction specifications for the works shall be prepared, submitted to Council for approval and certified as complying with Council's and Energy Australia's specifications prior to the issue of *the first* Construction Certificate **for public domain works**. [Section 96 modification dated 15 June 2010] [**Section 96 modification 30 August 2010**]
- (2) The Lighting Plan(s) shall indicate layout, location, connections, conduits, types, luminaries, fixtures and category for street lighting, pedestrian lighting and feature lighting.
- (3) The detailed plans and supporting documentation shall conform to the following design criteria:
 - (a) Lighting in laneways and pedestrian pathways to comply with AS1158.3.1 Category P2;
 - (b) Lighting in footpaths along Lachlan Street, Bourke Street, Sydney Gate and the new public roads to comply with AS1158.3.1 Category P2;
 - (c) All through traffic roads shall be illuminated to comply with AS1158.3.1 Category V3;
 - (d) Lighting designs to be certified by a practicing lighting engineer; and
 - (e) That all fittings and fixtures used other than metal halide luminaries shall be compatible with those used within Energy Australia's street lighting network.

LIGHTING – PUBLIC DOMAIN AND PUBLICLY ACCESSIBLE AREAS

The applicant shall provide a system of underground supplied Smartpoles street lighting and pedestrian lighting along all roads, pedestrian pathways and plaza areas in accordance with the City's public domain lighting specifications and Energy Australia network supply standards. Detailed plans and construction specifications for the works shall be prepared by an approved lighting engineer and submitted to Council for approval prior to the issue of the first Construction Certificate.

The Lighting Plan(s) shall indicate pole layout, luminaire specifications, vertical and horizontal luminance plots to demonstrate design lighting levels to all areas and electrical supply reticulation including details of connection to Energy Australia's low voltage supply network. The detailed plans and supporting documentation shall conform to the following design criteria:

- (1) Lighting installations in public and publicly accessible locations are to comply with the requirements of the "City of Sydney Exterior Lighting Strategy". This document can be down loaded from the City's website www.cityofsydney.nsw.gov.au/Development/Controls&Conditions/DevelopmentPolicies/CityofSydneyExteriorLightingStrategy.
- (2) Lighting must be designed to meet AS1158.1.1 Category V1 for Hickson Road and Towns Place; Category V3 for other roads and AS1158.3.1 Category P3 for footpaths.
- (3) Recommend Category P1 compliance for the waterfront promenade pathway and P2 compliance for secondary pathways connecting the roadways.

- (4) Certification of compliance of the lighting designs with the specified standards must be prepared by a qualified lighting engineer and must be provided with the submitted lighting plans.