



Public Works
Government Architect's Office



WEST CIRCULAR QUAY (INCORPORATING FIRST FLEET PARK)

PUBLIC DOMAIN LANDSCAPE & UPGRADE WORKS

STATEMENT OF HERITAGE IMPACT

DSTA Report No. 10083

Prepared for Sydney Harbour Foreshore Authority

WEST CIRCULAR QUAY (INCORPORATING FIRST FLEET PARK) PUBLIC DOMAIN LANDSCAPE & UPGRADE WORKS STATEMENT OF HERITAGE IMPACT

Matthew Devine

Government Architect's Office,
Department of Services, Technology and Administration

McKell Building, Level 19 2-24 Rawson Place SYDNEY 2000

T: 61 2 9372 8409 F: 61 2 9372 8444

E: matthew.devine@services.nsw.gov.au

W: www.govarch.commerce.nsw.gov.au

© Crown in right of NSW through the Department of Services, Technology & Administration 2009

This publication is copyright and may incorporate moral rights of an individual. Other than for the purposes of and subject to the conditions prescribed under the Copyright Act, no part of it may, in any form or by any means, be reproduced, altered, manipulated, stored in a retrieval system or transmitted without prior written consent of the copyright owner or owner of moral rights. Any inquiries relating to consents and use of this publication, including by NSW Government agencies must be addressed to [branch] NSW Public Works.

CONTENTS

EXECUTIVE SUMMARY

1.	INTRODUCTION	2
2.	SITE HISTORY	8
3.	PHYSICAL DESCRIPTION	16
4.	HERITAGE SIGNIFICANCE	25
5.	PROPOSED WORKS	33
6.	ASSESSMENT OF HERITAGE IMPACT	38
7.	RECOMMENDATIONS	56

EXECUTIVE SUMMARY

This Statement of Heritage Impact is written to accompany project plan documents for the redesign of West Circular Quay in Sydney. This development will be considered for approval by the Department of Planning under Part 3A Major infrastructure and other projects of the *Environmental Planning and Assessment Act 1979*.

The key heritage values associated with this site are related to the site's historical development, the extant evidence of this in the archaeological record and its historic use as an area of public open space on Sydney Cove.

The proposed development involves the removal and rationalisation of the existing paths, garden beds and trees, with the creation of a simpler park, comprising a series of gently sloped lawns, between paved areas with carefully placed trees to create and protect views. The site has been designed as a series of linked spaces with different characteristics, materials and qualities. This redeveloped parkland will protect and retain the significant elements of the site and its heritage, as well as providing a means to understand the heritage significance of the site through interpretation.

The proposed development will retain the site as a public open space; retain important archaeological resources on the site; retain important historic views and spatial relationships; reinstate lost historic views; retain important cultural artefacts on the site; and interpret the history and heritage of the site.

The proposed landscaping and upgrading works of the public domain at West Circular Quay as described in the SOHI **will not have an adverse impact** on the heritage significance of West Circular Quay.

1. INTRODUCTION

1.1 BACKGROUND

The Government Architect's Office, NSW Department of Services, Technology and Administration (GAO) has been commissioned by the Sydney Harbour Foreshore Authority (SHFA) to develop a Masterplan for West Circular Quay in Sydney. This area includes First Fleet Park and the strip of land between Circular Quay, the Museum of Contemporary Art (MCA) and its proposed extension to the north. Works associated with the construction of the MCA extension have commenced on site.

This Statement of Heritage Impact (SoHI) has been prepared to accompany the project plan documents for approval by the Department of Planning under Part 3A Major infrastructure and other projects of the *Environmental Planning and Assessment Act 1979*.

1.2 LOCATION

West Circular Quay comprises an area of 1.45 hectares of open space located on the western shore of Circular Quay, in the Rocks area of Sydney. The site is bounded by Argyle Street to the north, George Street and the MCA and its carpark to the west and Alfred Street to the south. This area includes First Fleet Park and the strip of land north and east of the Museum of Contemporary Art, the foreshore promenade, and landscaped areas around the existing MCA and under the existing Cahill expressway. (see Figure 1).

Figure 1

Site Location
The area covered by this SoHI is shown by the red outline.
Source: DSTA



1.3 HERITAGE LISTINGS

There are numerous statutory and non-statutory heritage listings for the various parts and components of the site. These listings are divided by element as follows:

PLACE / ITEM	LISTING	STATUTORY OR NON- STATUTORY	LEVEL	NOTES
THE ROCKS	Sydney Harbour Foreshore Authority Heritage and Conservation Register	Statutory	State	Conservation Area
	Register of the National Estate (listing # 2255)	Non-Statutory		
	National Trust Register	Non-Statutory		
FIRST FLEET PARK	Sydney Harbour Foreshore Authority Heritage and Conservation Register (listing # AR056)	Statutory	Local	
	Register of the National Estate (listing # 2119)	Non-Statutory		part of the Cahill Expressway Space
	National Trust Register	Non-Statutory		part of the Cahill Expressway Space
MUSEUM OF CONTEMPORARY ART	Sydney Harbour Foreshore Authority Heritage and Conservation Register (listing # AR055)	Statutory	Local	
	Register of the National Estate (listing # 102747)	Non-Statutory		
	National Trust Register	Non-Statutory		
	RAIA NSW Chapter Register of 20 th Century Buildings of Significance	Non-Statutory		

	Art Deco Society Register	Non-Statutory		
COMMISSARIAT STORE FOUNDATION STONE	Sydney Harbour Foreshore Authority Heritage and Conservation Register (listing # AR055)	Statutory	Local	
CIRCULAR QUAY RAILWAY STATION & VIADUCT	State Heritage Register (Listing #01112)	Statutory	State	
	Railcorp Heritage and Conservation Register	Statutory	Local	
	Special Area in the City of Sydney <i>Local Environmental Plan 2005</i> (Area # 6)	Statutory	Local	
ARCHAEOLOGY UNDER CIRCULAR QUAY RAILWAY STATION	Heritage item in City of Sydney <i>Local Environmental Plan 2005</i>	Statutory	Local	
ARCHAEOLOGY ACROSS THE SITE	Sydney Harbour Foreshore Authority Heritage and Conservation Register	Statutory	Local	included in Archaeological Collections - (The Rocks sites)
	The relics provisions of the <i>NSW Heritage Act 1977 (HA)</i>	Statutory		Protected under Division 9: Protection of certain relics, HA
CIRCULAR QUAY RAILINGS	Sydney Harbour Foreshore Authority Heritage and Conservation Register	Statutory	State	Located along Circular Quay Concourse, Circular Quay East and West
	Archaeological/townscape/landscape item in City of Sydney <i>Local Environmental Plan 2005</i> (Item # 8000)	Statutory		Circular Quay Wharves

In addition to this, there are a number of items in very close proximity to the site that are included in statutory and non-statutory heritage registers as follows:

PLACE / ITEM	LISTING	STATUTORY OR NON- STATUTORY	LEVEL	NOTES
THE ROCKS POLICE STATION, 132-134 GEORGE STREET SYDNEY	Sydney Harbour Foreshore Authority Heritage and Conservation Register (listing # B059, AR053)	Statutory	Local	
	Register of the National Estate (listing # 100268)	Non- Statutory		
	National Trust Register	Non- Statutory		
TANK STREAM	State Heritage Register (Listing # 00636)	Statutory	State	
	Sydney Water Heritage & Conservation Register (Listing # 4573709)	Statutory	State	listed as Tank Stream Stormwater Channel No.29E
CIRCULAR QUAY WHARVES	Marine Ministerial Holding Corporation Heritage & Conservation Register	Statutory	Local	

1.4 METHODOLOGY

This SOHI has been prepared in accordance with the NSW Heritage Manual guidelines for the preparation of Statements of Heritage Impact (NSW Department of Urban Affairs and Planning and the Heritage Council of NSW, First Edition, 1996) and considers the relevant principles and guidelines of The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 1999.

No new research has been undertaken for the purpose of this SoHI.

The photographs in this impact assessment report were taken by GAO unless otherwise specified.

The terminology used in the report is consistent with that defined and used in The Burra Charter: the Australian ICOMOS Charter for Places of Cultural Significance 1999 and the NSW Heritage Manual 1996 and subsequent updates.

A site inspection was undertaken by Caitlin Allen, Matthew Devine and Mary Knaggs in association with colleagues from the Landscape Group, GAO in April and May 2010. Since that date, initial construction for the redevelopment of the MCA has changed the character of the area north and north-east of the MCA.

1.5 REFERENCES

This report refers to the following documents:

Casey & Lowe Pty Ltd, *Archaeological Management Plan: Museum of Contemporary Art*, for Root Projects on behalf of the Museum of Contemporary Art, October 2009 (Referred hereafter to C&L_MCA:AMP)

Deuce Design, *First Fleet Park: Interpretive Overlay Concepts*, 04.06.2010

Godden Mackay Logan, *First Fleet Park, The Rocks: Conservation Management Strategy*, prepared for SHFA, November 2009 (Referred hereafter to GML_FFP:CMS).

Tanner Architects, *Museum of Contemporary Art, Circular Quay: Redevelopment and Expansion - Heritage Impacts Statement, For Museum Of Contemporary Art*, October 2008 (Referred hereafter to T_MCA:HIS)

Tanner & Associates, *Heritage & Urban Design Report: Museum of Contemporary Art Project*, prepared in assoc. with Casey & Lowe Associates, for the Council of the City of Sydney, March 2000 (Referred hereafter to T_MCA:HUD)

The GML_FFP:CMS report only addresses the First Fleet Park portion of the site, and does not address the areas east of the MCA and its proposed extension. Heritage and archaeological issues associated with the areas not included in the GML_FFP:CMS report are addressed in the remaining reference documents.

1.6 AUTHORSHIP

This SOHI has been prepared by Matthew Devine, Architect and Heritage Specialist and Caitlin Allen, Conservation Archaeologist and Heritage Specialist, with final review by Mary Knaggs, Senior Heritage Architect, Government Architects Office, NSW Department of Services, Technology & Administration.

2. SITE HISTORY

The following history is based on that contained within the three principal reference documents (GML_FFP:CMS, T_MCA:HIS and C&L_MCA:AMP). It provides a brief overview of the history of The Rocks, as well as the development of Circular Quay and the subject site.

2.1 SYDNEY & THE ROCKS

The Aboriginal people who occupied the coastal zones of Sydney were named the 'Eora' or 'coastal Darug' with a clan or subgroup in the Rocks area known as the Cadigal. They are likely to have used the area of Sydney Cove for many thousands of years prior to the arrival of the First Fleet in 1788. They would have used the edible plants of the area as well as seafood from the harbour. They referred to the rocky peninsula as 'Tarra', the cove to its east as 'Warrang' and the subject area and vicinity as 'Tallawollodah'.

Governor Arthur Phillip established a penal settlement in the western side of Sydney Cove in January 1788 in the area soon after known as The Rocks because of the rugged rocky outcrops that dominated the peninsula. The upper ridges were soon settled by convicts and along the present George Street, the colonial government built a hospital, dockyard and marketplace, while at the northern end was established an observatory and a fort. As the settlement grew, the rough convict huts and tents gave way to modest houses and a few substantial mansions. The government instituted a system to formalise land occupancy in 1809 and soon after, the alignments of the laneways and tracks established by the colonialists were formalised.

Along the waterfront, settlers established wharves and warehouses alongside government facilities, which in turn attracted merchants who built their shops, stores and houses along George and Argyle streets. During the 1800s the upper ridge continued to be the focus of residential development, housing convicts, emancipists, free immigrants and seamen and by the end of the nineteenth century, The Rocks had become the most densely populated area in Australia, gaining a reputation for vice and corruption. Following the outbreak of bubonic plague in 1900, the whole peninsula was resumed and many buildings demolished.

Following the resumptions, work on the redevelopment of the area continued until c.1914, involving much demolition, realignment of streets and the construction of new workers' housing. A further demolition of over one hundred houses occurred in the late 1920s, associated with construction of the Sydney Harbour Bridge and its approaches. Development in the area stagnated during the mid twentieth century, until the 1960s and 1970s when several proposals were developed for the

wholesale redevelopment of the area. Active opposition to these plans forced the Sydney Cove Redevelopment Authority (SCRA) to modify its vision and since the 1980s the focus of planning in The Rocks has been on encouraging tourism, interpreting the place's history as the cradle of settlement in Australia, and supporting and encouraging a continuing residential community.

2.2 CIRCULAR QUAY

In 1788 the First Fleet disembarked somewhere near the present-day study site. Early sketches and journals indicate that a continuous ridge of sandstone ran the length of what is now George Street North, and a fresh water stream ran parallel and emptied into the head of the cove. From the start of settlement the western side of Sydney Cove had an administrative and commercial nature, with the construction of a hospital in 1788 and the hospital wharf erected not long after. This was the first public wharf in the new colony and also served as a platform where up-river traders or visiting ships could unload their goods for sale.

From 1796, a Naval Dockyard was established north of the hospital wharf. It initially comprised several sheds and workshops, accommodation for some staff, and areas where boats were hauled onto the shore for repairs.

Land was granted and leased along the edge of the Tank Stream down to the head of the cove from 1805 and many of the grants included part of the mudflats with a condition that the land was to be developed. By 1807 it was noted that, through the combination of reclamation and the silting-up of the Tank Stream, the extent of navigable water had receded by 250 metres.

The Commissariat Stores were constructed on the western side of the cove from 1809 to 1812, to supply and store government supplies for the colony. The eastern building was a shallow U-shaped, four-storey sandstone building, its two short wings projecting to the east and it had an associated sandstone quay, steps and a seawall. The western building dated from 1812 facing George Street.

By the end of 1812, the hospital wharf had been upgraded and stone steps were built to allow ease of access to the wharf from the market place in George Street. The wharf was renamed 'the Kings Wharf' by Governor Macquarie in 1813 and 'Queens Wharf' to celebrate the accession of Queen Victoria in 1837.

In July 1833 a committee was appointed to examine the practicability, advantages and expense of constructing a wharf at the head of the cove and between the years 1837 and 1847 convicts worked on building a large stone seawall and reclaiming approximately ten acres of mudflats. The area was called Semi-Circular Quay (reflecting its form - later called Circular Quay), and raised the whole area by approximately two feet (600mm) to overcome the extremes of the tide. Later works in this area extended the stone seawall and the erection of a timber wharf around the cove to Campbell's Wharf by 1857.

From the 1870s, the shipping trade began to move away from Circular Quay to Darling Harbour, with any existing commercial shipping focusing on the eastern and western side of the cove, with the southern area increasingly being used for ferry services, linked by a horse-drawn tram service to Redfern Railway Station from 1861. From the mid 1880s, passenger shipping lines began to acquire berths in the cove for their vessels and by 1890, up to five million passengers were passing through Circular Quay per year.

The Sydney Harbour Trust managed the area after the resumption of The Rocks in 1900, and many of the older warehouse buildings were demolished and the ferry wharves remodelled. Part of the demolition process included the remodelling of the Queens Wharf area, including widening, forming an east-west street called Barton Street.

2.3 THE SUBJECT SITE

The original hospital wharf (1789) was the landing place for the convicts of the Third Fleet in 1791 and also served as a platform where coastal and river traders and other visiting ships could unload their goods for sale. Storeholders and traders would sell their goods in the marketplace located in George Street, in what is now First Fleet Park until the market was relocated in 1811 to the present site of the Queen Victoria Building.

Concurrently, conditions of land allotments along Sydney Cove encouraged owners towards early land reclamation and development. Isaac Nichols and Mary Reiby were among the first to construct substantial buildings—both residential and commercial—on the Sydney Cove West foreshore allotments. After the 1830s and 1840s land reclamations, development of the Sydney Cove foreshore intensified. Both Nichols's and Reiby's houses and other buildings had a succession of different occupants, merchants and traders throughout the nineteenth century.

The site of First Fleet Park was Sydney's first marketplace, meeting place, and hub of sea transport, communication and commerce. It was here that cargo was first offloaded from anchored ships, where passengers and sailors disembarked for the first time bringing with them recent news of 'home', where the post arrived and was sorted at Nichols's post office and where the scurry of initial trade was generated.

By 1820, the Government Dockyard has been expanded and developed several times with additional workshops, a barracks building, two small docks and a 12 foot high fence wrapping around the site with an additional two docks added later. It was bounded on the south by the Commissariat stores. However by 1830, the demand for the Dockyard was diminished with increasing private enterprise carrying out much boat-building and repairs in the colony. The establishment was reduced in size and the Commissariat stores extended into part of the Dockyard

site. Argyle Street was extended to the water in the late 1850s to provide public access to the water for wharfage. By 1859, the docks had been filled in, the area divided by Argyle Street and new naval and military stores constructed on the area adjacent to the Commissariat Stores.

The George Street streetscape changed very little until the late 1880s when the buildings along the east side (south of the Commissariat Stores) were demolished and extensive road widening activities occurred. This site was cleared, and the Metropolitan Fire Brigade No. 3 fire station was built on part of the site. The roughly triangular portion of land at the junction of Queens Wharf and George Street was resumed in 1890 under the Circular Quay Land Act for 'wharfage and other public purposes' and the wharf was renamed 'Barton Street' with wharf activities relocated to Darling Harbour. The Sydney Harbour Trust Commission established by the Sydney Harbour Trust Act 1901 built an administrative headquarters on the corner of Pitt and Barton Streets by 1904 on land vested in the Sydney Harbour Trust (later named the Maritime Services Board (MSB) in 1937).

North of the Commissariat Stores, the buildings on the former dockyard site were leased to various private business for a range of uses.

In 1937, the Circular Quay Replanning Committee recommended that new offices for the MSB be located at Circular Quay west, and envisaged a parkland setting for the new precinct. This was part of the state government's vision from the 1920s for the redevelopment of the quay in conjunction with the construction of the new city railway—an elevated structure that became the Circular Quay Railway and the Cahill Expressway.

The Commissariat Stores and the remaining buildings on the former dockyard site were demolished in 1939 and the site remained vacant until construction of a new building for the Maritime Services Board (MSB) began in 1947. After completion of the MSB Building in 1952, the adjoining area, including Barton Street was landscaped, and called the 'Maritime Reserve', the first manifestation of First Fleet Park as it is currently known.

Whilst various phases of landscaping occurred at the Maritime Reserve, First Fleet Park was redesigned (and officially named) in 1986 for the bicentennial celebrations. This comprehensive landscaping program included the closure of some roads near the western edge of Circular Quay, the planting of numerous trees, including mature Cabbage Tree Palms in the circular grove. The greening and extension of the park and linking to a public promenade increased its use and popularity until the present date.

The following table outlines the phases of site formation processes of First Fleet Park:

Phase	Site Formation Activities at First Fleet Park	Year
1	Aboriginal water's edge activities	Pre 1788
2	Sydney Cove settlement—hospital wharf, first allotments along eastern side of George Street (Isaac Nichols, Mary Reiby), first marketplace, construction of Commissariat Stores.	1789–c1811
3	Land reclamation, commercial and residential development along George Street and surrounds (The Rocks), upgrading of Queens Wharf and wharfage facilities.	c1811–1880s
4	Barton Street redevelopment (demolition of early nineteenth century George Street streetscape, erection of fire station and Sydney Harbour Trust building).	c1890s–c1930s
5	Circular Quay West/Cahill Expressway redevelopment - demolition of Commissariat Stores, fire station and Sydney Trust buildings. MSB building and parklands design.	1939–c1950s
6	'Maritime Reserve' recreation area.	1952–1985
7	Parkland redeveloped for Australian bicentennial celebrations into current configuration. Officially inaugurated as First Fleet Park.	1985/86

These phases and associated cultural landscape features are shown in the schematic diagrams of First Fleet Park in Figure 2.

In summary, the site has had a wide range of uses reflecting the various stages of development in the immediate vicinity. The jetty, wharves and early alignment of George Street created a triangular public space that became a centre of early commerce and communication. Immediately north of this area was the Government Dockyard. The southern area was later incorporated into the later planned park reserve for the MSB building in the mid-twentieth century. The parklands became an important part of the setting of the MSB building, and also provided a linkage with the historical social setting as a continuing space for public engagement.

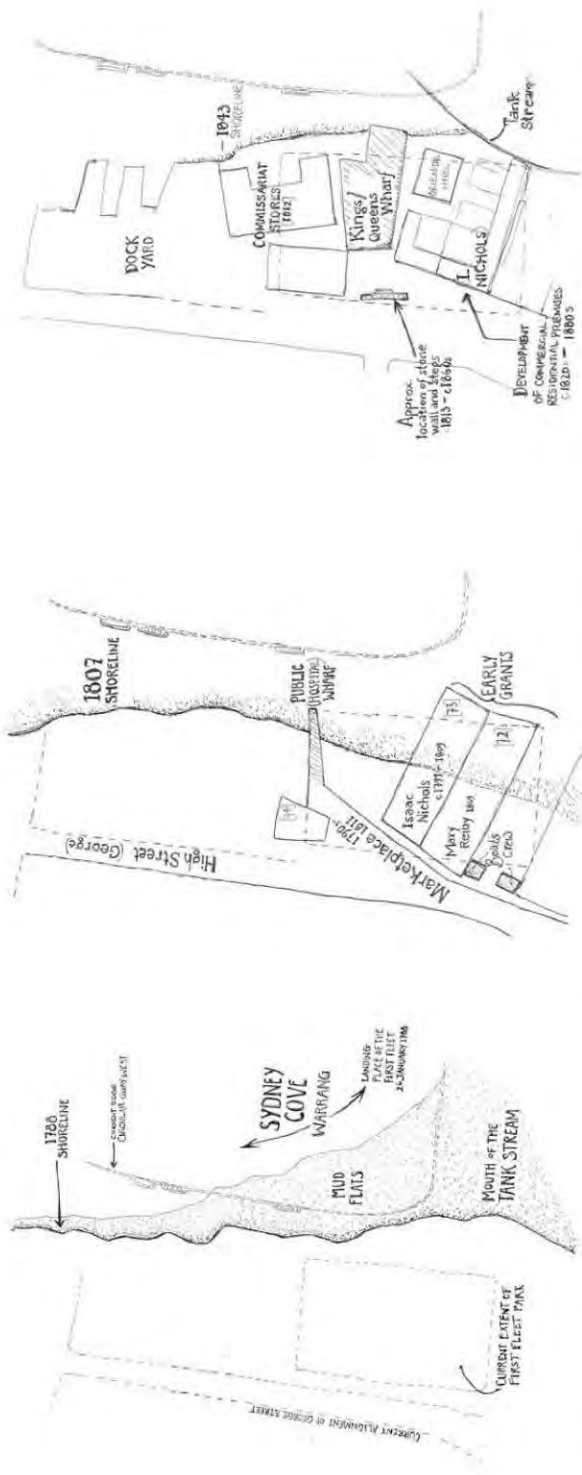


Figure 2

Phases of development of First Fleet Park. Area marked with a dashed line is First Fleet Park.
Source: GML_FFP:CMS

Figure 2.28 First Fleet Park (in red) at time of First Fleet landing, 1788. Sydney Cove was part of Cadigal country at the time of contact.

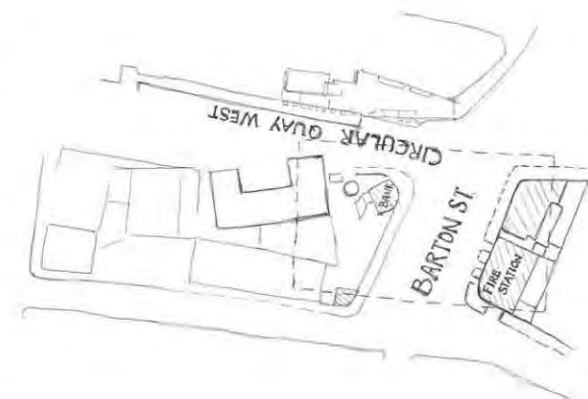


Figure 2.31 Circular Quay West area after major urban redevelopment, including demolition of earlier nineteenth century buildings (c1890s–1930s)

Figure 2.29 Early development of western Sydney Cove c1790–c1811, prior to the completion of the Commissariat Stores.

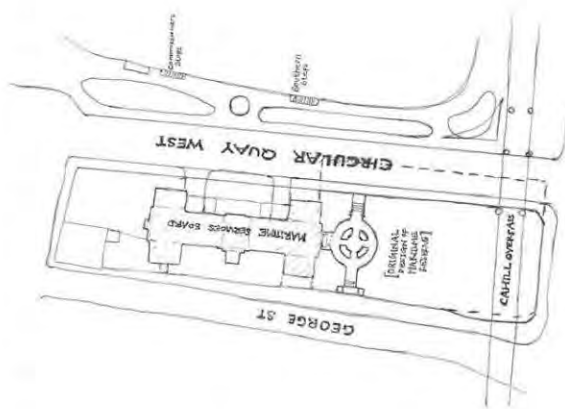


Figure 2.32 Original design for Maritime Services Board headquarters (c1940s–1970s)

Figure 2.30 Nineteenth century commercial and residential development of area (c1810s–1880s).

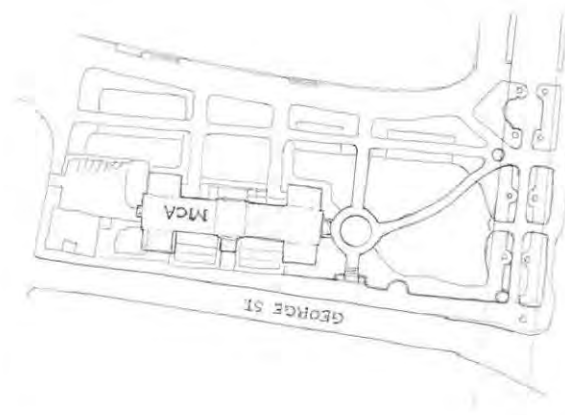


Figure 2.33 Current layout and design of First Fleet Park, as developed for bicentennial (c1985–present day)

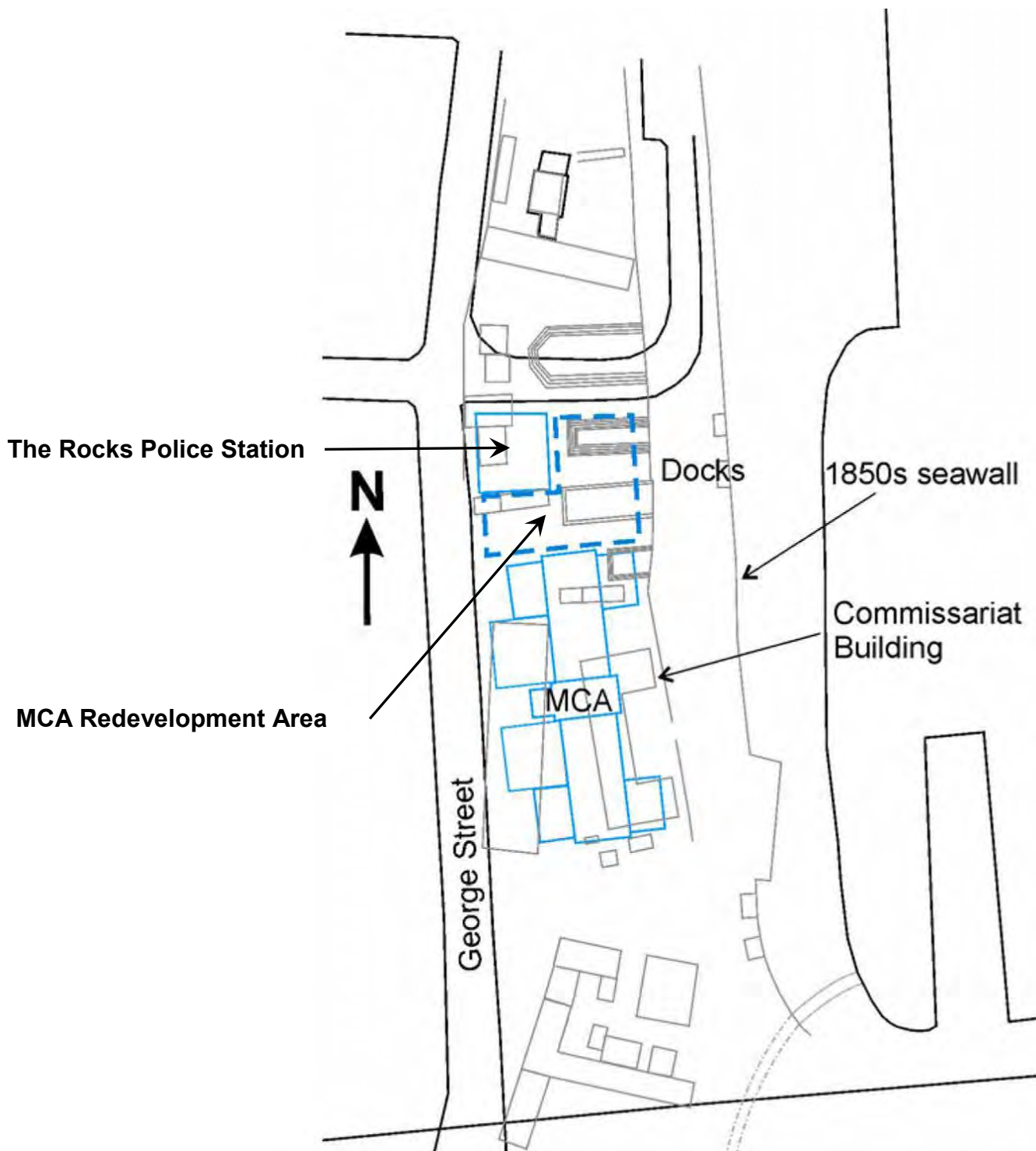


Figure 3

Plan showing MCA building in relation to archaeological features.
Source: C&L_MCA:AMP

2.4 CHRONOLOGICAL DEVELOPMENT OF THE SITE TO 1840

The brief for the design of the park was to focus on interpreting the first 50 years of the site after European settlement. Focusing on this period, the chronological development of the site (for this period) is as follows:

1789	Establishment of the hospital wharf over the mudflats (the hospital was on the western side of George Street, outside the current study area).
1789	A market place began operating to the western side of the wharf in George Street.
1797	Naval dockyard is established (series of dry docks and quays to the north of the current MCA building).
1798	Isaac Nichols builds a small house on his grant immediately south of Hospital Wharf, the first of a number of domestic and commercial buildings.
1808	Isaac Nichols builds a large warehouse immediately south of his house.
1809	The easternmost Commissariat building is constructed immediately to the west of Hospital Wharf.
1811	Mary Reiby builds a residence adjacent to Nichols' house and warehouse
1812	The westernmost Commissariat building (also munitions store) is constructed between the first commissariat and George Street.
1812	Hospital Wharf is rebuilt as King's Wharf.
Mid 1830s	Government Dockyard reduces in scale, associated with increasing free-enterprise
1840s	Land is reclaimed to increase the useable space to the east of the Commissariat building and a stone seawall is built. King's Wharf has been renamed Queen's wharf by this time and it has also increased in size.

3. PHYSICAL DESCRIPTION

3.1 PHYSICAL DESCRIPTION

The following physical description is based on that contained within the principal reference documents and confirmed by site inspection. Similarly, the comments on archaeological potential have been reviewed and confirmed by analysis of data.



Figure 4

Panoramic view of site from Cahill Expressway, January 2010
Source: DSTA

First Fleet Park

First Fleet Park is an approximately two-hectare area bound by George Street to the west, Cahill Expressway to the south, Circular Quay West promenade along its eastern alignment, and the MCA building's southern wing to its north.

The site gently slopes from George Street to the waterfront promenade. A low modern sandstone wall and metal railing runs along the George Street boundary, interrupted by a semi-circular alcove with an arrangement of benches facing into the park. Mature Peppercorn trees run along this alignment partially obscuring views to the water. Garden beds and plantings form a green belt around the northern, western and southern boundaries of the park.

The southern edge of the site is dominated by the rail and vehicular overpass of the Cahill Expressway, incorporating the Circular Quay Railway Station.

Figure 5

View along George Street, looking north, showing Peppercorn trees along the western boundary of First Fleet Park, April 2010
Source: DSTA

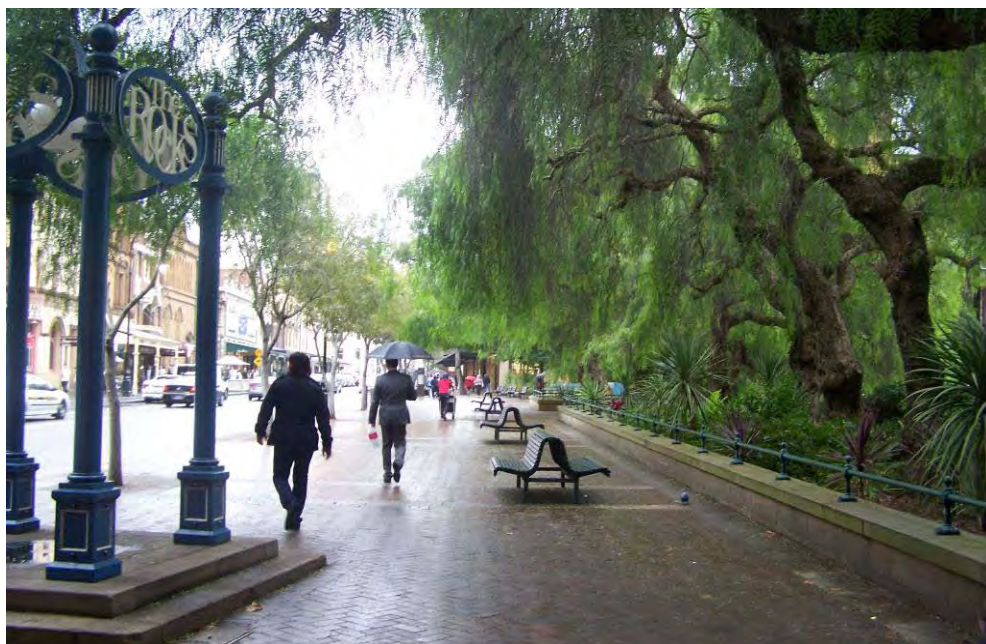


Figure 6

View east under the Cahill Expressway rail and vehicular overpass, April 2010
Source: DSTA



There are two brick-paved pedestrian pathways within First Fleet Park, both meeting George Street at a sandstone staircase, dating from the construction of the MCA. One path runs parallel with the southern wing of the MCA building with a prominent circular garden bed with Cabbage Tree Palms opposite the southern (unused) MCA doorway. The other path runs diagonally from its southeast junction with the Cahill Expressway. 'Smartpoles' with banners and lighting are positioned along the pathways. Between the paths are grassed areas. Raised islands of jacarandas and benches run north-south along the park's eastern edge and demarcate a transition from First Fleet Park to Circular Quay West promenade and a low boundary brick wall runs underneath the Cahill Expressway.

The original composition of the Maritime Service Board (MSB) parklands, as designed in the late 1930s by William Henry Whithers and David Baxter (MSB

Design Office), included the sandstone staircases and the pathway linking George Street and Circular Quay West. Initially the pattern of pathways was related to the use of the Wharfage Hall (in the southern wing of the MSB building). A path was later added leading diagonally across the park to the station. The original composition of the park included not only the staircase from George Street, but also a secondary sandstone staircase along the pathway below the palm grove. This second staircase was covered over (some components possibly removed) during fill and levelling activities in the 1980s.



Figure 7

Sandstone steps, dating from c.1952, linking First Fleet Park to George Street, April 2010
Source: DSTA



Figure 8

Circular planting of Cabbage Tree Palms, adjacent to MCA, January 2010
Source: DSTA

Figure 9

View from First Fleet Park across Circular Quay, towards the Opera House, January 2010
Source: DSTA



Figure 10

View across the open lawn towards the Cahill Expressway and the city beyond, April 2010
Source: DSTA



Figure 11

View across First Fleet Park towards Peppercorn trees lining George Street, April 2010
Source: DSTA



The site has important views across Circular Quay to the Opera House and harbour beyond. The mature Peppercorn trees on the George Street boundary have partially obscured the views to and from the water. This, in association with the growth of the plantings beneath the Cahill Expressway visually separate the park from the main access routes from the city and The Rocks

There are several memorials and monuments located at the periphery of First Fleet Park. These include Robert Klippel's sculpture 'The Beacon' located in the northeast corner of the park, a raised bronze and terrazzo map illustrating Sydney Cove in the early days of settlement located at the junction of Circular Quay promenade and Cahill Expressway Overpass, and a First Fleet Memorial Plaque on the sandstone steps.



Figure 12

'The Beacon', sculpture by Robert Klippel, April 2010
Source: DSTA



Figure 13

Raised bronze and terrazzo map illustrating Sydney Cove in the early days of settlement, April 2010
Source: DSTA

Identified in the City of Sydney Register of Significant Trees, eight Peppercorn trees (*Schinus areira*), located along the George Street boundary, are graded as having local heritage significance.

Figure 14

Area east of MCA,
April 2010
Source: DSTA



Figure 15

View south along waterfront
promenade, April 2010
Source: DSTA



Area east and north of MCA

Located between Circular Quay and the Museum of Contemporary Art are a series of open grassed areas, edged by paved paths. This area effectively forms a forecourt to the MCA, with paved paths linking the building's main entrance with a north south pedestrian route and the paved promenade along the water's edge. This symmetrical layout respects the original composition of the setting of the building.



Figure 16

View north along path parallel to waterfront, April 2010
Source: DSTA

Immediately north of the MCA is The Rocks Police Station, a free standing four-storey masonry building on the corner of Argyle and George Streets. East of the Police Station is a car park for the MCA.

There are a number of mature trees in this area, mostly north of the MCA, especially bordering the MCA carpark, including several jacarandas and a large India-Rubber Fig (*Ficus elastica*) located in a circular bed within the Circular Quay West promenade.

There are several memorials and monuments located in this area, most importantly a carved piece of sandstone, part of the Commissariat Stores (1809-1812), laid as a plaque and a bust of Captain Arthur Phillip (dated 1954).

Linking First Fleet Park and the areas immediately north is a paved waterfront promenade, edged by cast iron railings, dating from the late 19th century.



Figure 17

Memorials of Commissariat
Stores and Captain Arthur Phillip,
April 2010
Source: DSTA



Figure 18

Cast iron balustrade along the
waterfront promenade,
April 2010
Source: DSTA

3.2 ARCHAEOLOGICAL POTENTIAL

First Fleet Park

First Fleet Park has been assessed as having high archaeological potential, based on archaeological monitoring and testing activities in the 1990s, and further investigations using ground-penetrating radar for the GML_FFP:CMS. Extant remains are likely to include early to late nineteenth-century residential and commercial premises, seawalls, and features associated with Queens Wharf. Further features such as reclamation fills, wharfage, and other landscape elements can be expected. Solid structural remains such as masonry walls have a higher likelihood of survival than timber structures in this area.

Area east and north of MCA

The areas east and north of the MCA have been assessed as having high archaeological potential, based on archaeological monitoring and testing activities in 1997, 1998, 2000, and 2008 by Casey & Lowe and outlined in C&L_MCA:AMP.

Generally, the area has been extensively modified since 1788, leaving few, if any, indications of the original topography.

The known archaeological resource in this area, based on various historical plans, supplemented by the archaeological investigations, comprises the following:

- Dockyards: To date remains of three of the four docks built in the Government Dockyards have been found, as well as footings of associated work surfaces for the docks, buildings and walls. (The docks' remains should be able to supply invaluable details on their construction and function, details which are not available through other sources. These remains have the potential to inform us about past practices in the construction and repair of sailing ships.)
- Commissariat Store: structural remains belonging to the Commissariat Store are extant both under the MCA and east of the building.

Generally

The archaeological resource across this site is likely to yield important information about the early colony and its development not available from other sources.

These types of remains are also part of the history of the harbour and reflect the growing importance of the port of Sydney from the early 19th century onwards.

Some of the above potential archaeology is likely to have already been disturbed by major service lines in the 20th century.

4. HERITAGE SIGNIFICANCE

The principal reference documents (GML_FFP:CMS, T_MCA:HIS and C&L_MCA:AMP) and the *SHFA Heritage & Conservation Register* provide information on the assessment of significance of the site.

The following Statements of Significance are based on these documents. Where the various documents assess the sites or their components at differing levels of significance, further assessment and consideration has been undertaken to determine the relative levels.

4.1 STATEMENT OF CULTURAL SIGNIFICANCE

First Fleet Park

First Fleet Park is of exceptional heritage significance at State level as the landing place of the first wave of European settlers in the antipodean colony and thus a location in the course and pattern of NSW's cultural history change (criterion (a)).

It is part of the critical first contact site between original Aboriginal inhabitants, the Cadigal, and the new arrivals – a meeting that set in motion an irreversible course of settlement development, population growth and natural and cultural habitat. The site represents complex and layered meaning around development versus destruction within the framework of economies of power.

Early grants promoted land reclamation and development. From its inception, this space was a response to commercial use of land and the commercial use of water; the first wharf, first marketplace, first warehouse and first post office (Isaac Nichols's house) and significant government administration buildings, such as the Commissariat Stores, were all established here. At the end of the nineteenth century, harbour authorities were based at this site - firstly the Sydney Harbour Trust building, which was later demolished to make way for the twentieth-century redevelopment of the site as the headquarters of the Maritime Services Board (MSB).

First Fleet Park was a focal point of early social, economic and ideological development of Sydney, and has exceptional associations with notable historic figures such as entrepreneurs Isaac Nichols and Mary Reiby, who built the first commercial and residential buildings on the site; Colonel Foveaux, who built the Commissariat Stores; and figures such as Governor Macquarie who took credit for the early development of the site (criterion (b)).

The intrinsic form of First Fleet Park has aesthetic significance as a deliberate construction of a foreshore park setting for the monumental MSB building, which demonstrates the MSB's perception of its own importance in the management of Sydney Harbour, as well as the rise of civic importance of Circular Quay. The parkland setting was integral to the design of the MSB's authoritative presence

and its design and layout echo the maritime symbolism found in the MSB building's architectural elements, such as the curving original 'compass' design and pathways connecting to the water. Public open space was re-emphasised through urban planning and design of parklands around the MCA building. First Fleet Park has important landmark qualities, including picturesque views across the harbour, and is seminal to the experience of Circular Quay and The Rocks. In a city where waterfront open space is rare and at a premium, the site is an established urban 'leisure' corridor allowing for the enjoyment of the green open space, whilst retaining a 'tension' between old and new Sydney (criterion (c)).

The reversion of the site back to open space maintains an historical linkage to its earliest phase as an important public meeting place at the foreshore. The park's redevelopment for the bicentennial celebrations and the conversion of the MSB headquarters into the Museum of Contemporary Art have somewhat disguised the park's significance in terms of composition and linkage between George Street and the water; however, its public use as a green place of relaxation and recreation demonstrates a high degree of social value at Local level (criterion (d)).

The park is also of outstanding State significance in scientific terms for its ability to provide evidence of the phases of development of the Sydney Cove West area. Archaeological and remote-sensing investigations have provided evidence of a rare extant archaeological resource dating to the very earliest days of settlement. This physical evidence has high research potential to support and amplify the historic record of changing land use and may provide significant information on Sydney's past which is not available through archival records (criterion (e)).

First Fleet Park's current form as a planned green space on Circular Quay and its high archaeological research potential to demonstrate historical phases dating to the earliest years of the settlement of Sydney—including as the disembarkation place for the First Fleet and representative of the first contact site—are rare aspects of NSW's cultural history and are of State significance (criterion (f)).

First Fleet Park is a representative example of planned public open space which reflects design trends from its inception as the MSB setting to a mid twentieth-century post-modern parkland design. It also demonstrates representative waters-edge phases of development along Sydney Cove at a Local level of significance (criterion (g)).

In terms of historic significance and archaeological potential, First Fleet Park has State significance. However, the current design and extant physical fabric has Local significance.

(Note: the GML_FFP:CMS identifies this site as having State significance. Review of the significance of the site, in consultation with the data contained within SHFA Heritage & Conservation Register has resulted in a reduction of its overall significance as being local, though some elements are of State significance.)

(based on GML_FFP:CMS & SHFA Heritage & Conservation Register)

Circular Quay Railway Station Viaduct

Circular Quay Station and viaduct are of State significance as the closing section in the city rail loop that was over 40 years in planning and construction. As prominent landmarks across the northern end of the city they serve as a visual boundary between the city and the harbour. The station exhibits aspects of Inter-War Functionalist and some Art Deco stylistic features, completed long after both styles had been largely discontinued in major urban architectural form, reflecting the pre-war planning of the station and the subsequent delays in construction. The station design and location have been subject to ongoing analysis and debate and have remain controversial. The use of riveted technology as part of the viaduct represents the last phase of this construction technique in Sydney railway infrastructure. The station represents a movement away from the placement of buildings on platforms to their location either above or below the rail lines.

(based on RailCorp Heritage & Conservation Register & *State Heritage Register*)

Area east and north of MCA

The area east and north of the MCA contains the site of the original naval Dockyard established by Governor Hunter in 1797. This was the first official dockyard in Australia. It was used for naval ship repair and construction. The Dockyard was largely developed and given its final configuration of four docks by 1822 under Governor Macquarie. These docks provided maintenance to the ships that were essential to the running and growth of the colony at a time when water transport was the most efficient and widely used means of trade and supply.

The docks' remains should be able to supply invaluable details on their construction and function, details which are not available through other sources. These remains have the potential to inform us about past practices in the construction and repair of sailing ships. Substantial remains of two of these early stone docks survive within the study area and are the oldest stone docks in Australia.

Also within the study area are the remains of the Commissariat Store. This was an important storehouse and distribution centre of fresh food and grain for the maintenance of the early colony. Buried underneath the Commissariat remains may be structures that were associated with the earlier use of the site.

The study area has strong links with the colonial past of New South Wales through the role of the structures within the study area. These structures played major roles in the maintenance of the early colony through the provision of stores and the repair and construction of ships essential to the survival of the colony.

Other sets of archaeological information will provide evidence of the original topography and how it was altered by European settlement.

The communities of Sydney and New South Wales have a strong attachment to the colonial history of Sydney and evidence of its maritime history. The bicentenary of the Macquaries' arrival in NSW will put a new focus on sites and buildings associated with Governor Macquarie's administration.

The intact early docks and the remains of the Commissariat Store within the study area have State heritage significance due to their role in the development of the early colony, their early construction dates, their association with two early governors, the intactness of the docks and their rarity. Other archaeological remains within the study area have a lesser degree of significance.

Adjacent to the subject site is the Museum of Contemporary Art. This building has Local heritage significance for its historical, aesthetic and scientific cultural values. The site and building are also of Local heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

Occupying an important position on the western foreshore of Circular Quay, the Museum of Contemporary Art is a well-known landmark. Designed in 1939 to accommodate the Maritime Services Board (MSB), but constructed in 1946-52, the building was part of the State government's vision for the redevelopment of the Quay in conjunction with the construction of the new city railway. The building's location reflected the importance of the MSB as the government body controlling the principal form of international trade and travel. The building contrasts strongly with the character of the adjacent Rocks area.

The free-standing monumental Inter-War Stripped Classical building demonstrates a high standard of workmanship in its detailed construction and the fine Art Deco details and finishes. The grand Wharfage Hall, decorative details and artworks emphasise Sydney's relationship with the sea and maritime transport. The surrounding open provides an important context for this significant building. While some elements of the original landscape design for the MCA remain, the majority of the area is an accumulation of landscape and urban design from the late 20th century.

One particularly significant element within this area is the foundation stone from the second Commissariat store, built in 1812 under Governor Macquarie. The function of the Commissariat was to supply and store foodstuffs and goods for the population and was for a time the only market available for the produce of the

colony. The foundation stone has historical associations with the development of the economy in Australia and with the development of agriculture. The Commissariat Store Foundation Stone has historical associations with Governor Lachlan Macquarie, and with the development of the economy and agriculture in the early colony. The Commissariat Store Foundation Stone is a rare surviving example of a very early foundation stone from a government building.

(Note: the T_MCA:HIS identifies the MCA and its site as having State significance. Review of the significance of the site, in consultation with the data contained within SHFA Heritage & Conservation Register has resulted in a reduction of its overall significance as being local, though some elements are of State significance, such as the archaeology of the dockyard.

(based on C&L_MCA:AMP, T_MCA:HIS and SHFA Heritage & Conservation Register)

Railings, Sydney Cove

Much of the sea wall at Sydney Cove is edged by cast iron fencing comprising vertical posts of two alternating patterns, joined by horizontal steel railings at top and bottom with diagonal bracing and a central medallion at the cross point between. This fencing continues from around Dawes Point terminating at the Portobello Café on East Circular Quay, with some minor exceptions such as adjacent to the Park Hyatt and near the ferry wharves. The railings at Sydney Cove are of State heritage significance for their historical and scientific cultural values. The railings have historic significance as part of the urban improvements undertaken at Sydney Cove at two phases: by the Sydney Harbour Trust as part of its urban improvements at the turn of the century, and by the Maritime Services Board at Circular Quay Concourse as part of the refurbishment of the Wharves in the 1950s. They are aesthetically significant as prominent and attractive urban features of the Cove.

(based on SHFA Heritage & Conservation Register)

4.2 GRADING OF SIGNIFICANCE OF ELEMENTS

The reference documents have assessed the individual areas and elements of the site and a level of significance has been applied. These reports use slightly different terminology (e.g. low versus little, and one excludes neutral as a level), and provide varying degrees of significance for the same elements.

Some of the gradings place greater emphasis on different periods of the site development than others, and are not always commensurate with the assessed significance of the site. For example, in the GML_FFP:CMS, several items were assessed as having higher significance than in this SoHI. Such elements include

remnants of the original MSB landscape design , as well as the 1980s bicentenary redevelopment.

Following comparison and analysis of these gradings, the following six levels of cultural significance have been used to assess the elements in Section 4.2:

Code	Level	Definition
A	Exceptional	Where an individual space or element is assessed to display a strong degree of correlation with the Statement of Significance for the place. Spaces, elements or fabric exhibit a high degree of intactness and quality, though minor alterations or degradation may be evident.
B	High	Where an individual space or element is assessed to display a substantial degree of correlation with the Statement of Significance. Spaces, elements or fabric, originally of substantial quality, yet may have undergone considerable alteration resulting in presentation which is either incomplete or ambiguous. This category also includes spaces, elements or fabric of average quality in terms of design and materials, but which exhibits a high degree of intactness.
C	Moderate	Where an individual space or element is assessed to display a moderate degree of correlation with the Statement of Significance. Spaces, elements, or fabric originally of little intrinsic quality, and which may have undergone alteration or degradation. In addition, elements of relatively new construction where the assessment of significance is difficult or is poor quality in relation to elements of exceptional/high significance may be included. This category also includes original spaces, elements or fabric of any quality but which have undergone extensive alteration or adaptation.
D	Low	Where an individual space or element is assessed to display a low degree of correlation with the Statement of Significance, particularly compared with other features of the MCA site. Spaces, elements or fabric originally of little intrinsic quality, and may have undergone alterations or degradation. This category also includes original spaces, elements or fabric of any quality which have undergone extensive alteration or adaptation to such an extent that only isolated remnants survive, resulting in a low degree of intactness and quality of presentation.
E	Neutral	Where an individual space or element is assessed to display a minor degree of correlation with the Statement of Significance. Spaces, elements or fabric are assessed as possessing little or no significance.
F	Intrusive	Where an individual space or element detracts from the appreciation of cultural significance, by adversely affecting or obscuring other significant areas, elements or items.

4.3 HERITAGE SIGNIFICANCE OF ELEMENTS

ITEM	RATING
First Fleet Park	
Open space provided by First Fleet Park	A
Archaeology	A
Views to, from and through First Fleet Park	B
Sandstone staircase and wall adjacent to MCA	C
Original park layout, including pathway linking George Street and Circular Quay West (design c.1940, current fabric mostly c.1980)	B
Diagonal pedestrian pathway (c.1980)	E
Pathway running parallel with Circular Quay \ West promenade (current fabric mostly c.1980)	B
Hard landscaping (benches, kerbing and associated features)	E
Existing garden beds/plantings	D
Peppercorn trees	C
Caltex historical map	C
Robert Klippel sculpture	B- though could be relocated in The Rocks area
Cabbage Tree Palm grove in raised circular pathway element	E
Service covers	F
Area north and east of MCA	
Open space along Circular Quay and in front of MCA	A
Colonial Dockyards archaeology	A
Other archaeology along West Circular Quay	A
Railings along waterfront promenade	A
Commissariat Plaque	A- though could be relocated in immediate area
Exterior, MCA Building	B

Views to, from and through area north and east of MCA	B
Layout – paths to MCA entrance and path parallel to promenade	C
Existing garden beds/plantings	D
large India-Rubber Fig (Ficus elastica)	B
Hard landscaping (benches, kerbing and associated features)	E
Bust of Phillip	B- though could be relocated in immediate area

5. PROPOSED WORKS

5.1 AIM

The concept behind the proposed works is to create an open unified park that provides clear links to The Rocks, George Street and Alfred Street, redefine the waterfront promenade and create a square at the proposed new entry to the MCA. The works will retain landmark trees and locate new landmark trees to preserve views and provide shade within a unified and coherent ground plane. The development includes the provision of informal and formal seating, a layout that can accommodate events and festivals, the capturing of stormwater for reuse and to improve water quality, the provision of high quality lighting, as well as opportunities to interpret the heritage of the site.

5.2 PROPOSED WORKS

The proposed development involves the removal of the existing paths and garden beds and many of the existing trees, with the creation of a simpler park, comprising a series of gently sloped lawns, between paved areas with carefully placed trees to create and protect views. The site has been designed as a series of linked spaces with different characteristics, materials and qualities. These areas have different names to reflect these different qualities (refer to Figure 19).

The proposed works are as indicated in the following documents:

- Project documentation, produced by Government Architect's Office, dated October 2010
- Deuce Design, *First Fleet Park: Interpretive Overlay Concepts*, 04.06.2010

1. The Lookout

On the western edge of First Fleet Park is an area referred to as The Lookout. This is a terrace on grade with the footpath along George Street constructed of precast concrete planks on a steel frame, with integrated interpretive text and images. The height of this raised area compared to the rest of the site provides a viewing area across the site towards Circular Quay. The removal of four Peppercorn trees allows for the reinstatement of views to the harbour from the south-western corner of the site and George Street. This also allows for increased equitable access to the site.

2. The Green

Two steps down from The Lookout is a large open grassed area called The Green, accommodating the natural slope of the site from George and Alfred Streets towards the harbour: this lawn area is a natural amphitheatre facing the water. A number of mature Fig trees are located along the southern edge of The Green.

1. The Lookout
2. The Green
3. Market Wharf
4. Lower Promenade
5. Upper Promenade
6. MCA Square
7. The Lawn



Figure 19

Proposed redevelopment of West Circular Quay
Source: DSTA

Partly under The Green and partly under The Lookout, a large irrigation tank is proposed, to collect stormwater for reuse in the park.

3. Market Wharf

North of the Green is a proposed large paved area called the Market Wharf, constructed up to the edge of the MCA. This involves the removal of the existing 1950s sandstone steps, path and round garden bed and incorporates new steps up to George Street. The alignment of the paving relates to early configurations of wharves in this area, during the late 18th and early 19th centuries, and its name also refers to the historic use of this area as a marketplace. Located within this paved area are numerous Cabbage Tree Palms (existing replanted and additional), planted on a grid. The form of the palms allow for unimpeded views to and from the Rocks. This area also acts as an informal square for the large Wharfage Hall, a large function space in the southern end of the MCA.

4. Lower Promenade

The existing separate north-south path and waterfront promenade are proposed to be reconfigured and combined into one paved promenade, on two levels, with the Lower Promenade being a continuation of walkway from Circular Quay.

5. Upper Promenade

The reconfigured upper level becomes a linked Upper Promenade, providing an on-grade link from Alfred Street, past the end of the Market Wharf paved area to the new MCA Square.

6. MCA Square

Directly east of the proposed extension to the MCA, is a paved square with steps down to the waterfront promenade. This area is designed as a forecourt to the new extension and the principal entrance to MCA. The square is designed to accommodate seating, informal gatherings and opportunities for temporary exhibits and displays. It is proposed to be paved with concrete, and include steps and a ramp to the Lower Promenade, some interpretation relating to the former Dockyard in this area and a large Fig tree.

7. The Lawn

Between the Market Wharf and the MCA Square is a gently sloped area of lawn with three large Fig trees. This area described as The Lawn, is located between the Upper Promenade and a pathway along the front façade of the MCA.

Materials & vegetation

Proposed materials in the redevelopment of the park include dark and light grey granite paving (to match that used at East Circular Quay), precast paving, steps and custom seating (in off white concrete), some insitu concrete paving (also in off white concrete), steel handrails and timber bench seating, similar to that used within the CBD of Sydney. The steps, concrete edges and low walls have been designed to act as informal areas of seating.

The proposed plantings are locally native species that will perform well in this location, reflect the historic context of the site and provide a balance between shading and retention of view corridors. Port Jackson Figs have been positioned in lawn to provide shade whilst maintaining views. Two specimens are located in paved spaces as landmark trees, complementing the existing Indian Rubber Tree. These Figs will be supplemented by clustered plantings of Cabbage Tree Palms in paved areas. These Palms are located on Market Wharf and aligned with the pathway the southern edge of the lawn adjacent to the Cahill expressway. These palms provide filtered shade whilst allowing for views. It is proposed to reuse and transplant existing Cabbage Tree Palms where possible.

Currently there are eight large Peppercorn trees in garden beds adjacent to George Street. Some specimens are only in fair condition and impact on key views. It is proposed that four specimens will be retained on the northern perimeter and four of the southern trees will be removed. The India Rubber Fig located on the northeastern edge of the Quay is to be retained.

It is proposed to remove the Jacarandas and Evergreen Ashes, mostly located in the garden beds between the north south path and the waterfront promenade. This will improve views to and from the water. It should be noted that some of these specimens are extremely deformed due to wind exposure. Similarly, the mature Celtis on the southern edge of the MCA building is to be removed.

Interpretation

An interpretation strategy has been developed by Deuce Design in consultation with GAO and SHFA. This strategy focuses opportunities for interpretation in two key areas, at the Lookout and in Market Wharf. The Lookout incorporates detailed explanatory text and images related to the site history and occupants within paving, walls and seating elements. The Market Wharf will contain general text and signage to evoke historical overlays. Refer to the interpretation strategy prepared by Deuce design for further information.

Regarding the interpretation of the Government Dockyard, the MCA have commissioned a piece of public art to interpret this aspect of the site, to be located on the front façade of the MCA extension.. The work by Brook Andrew comprises a large LED screen in the shape of an arrow pointing down, with a slow

moving black and white zigzag pattern. Beneath the arrow some text (poetry) is set into the concrete paving, referring to the hidden archaeology of the dockyard.

Memorials & Monuments

Most existing memorials and monuments are proposed to be reinstated within the park area. The bust of Governor Phillip will be located in the Market Wharf, as will the First Fleet Memorial Park plaque and the carved stone from the Commissariat Stores. The viability of locating the bicentennial Caltex map within paved surfacing is being explored; if the map can be maintained it will be incorporated into an appropriate location in paving. The Klippel sculpture is proposed to be relocated elsewhere within The Rocks area.

Figure 20

Perspective showing proposed view from south-western corner of the site across the Green and along George Street
Source: DSTA



Figure 21

Perspective showing proposed view from south-eastern corner of the site across the Green towards the MCA and along the Lower Promenade.
Source: DSTA



6. ASSESSMENT OF HERITAGE IMPACT

This section identifies and evaluates the potential impacts of the proposed redevelopment of the park. Potential archaeological impacts have also been considered in the section.

6.1 ASSESSMENT AGAINST RELEVANT POLICIES

The impact of the proposed works has been measured against relevant policies from the following:

- Section 7.0 Conservation Policies, in the GML_FFP:CMS.
- Sections 6.1 Heritage Management Principles and Policies and 6.2 Archaeological Heritage Management Policies, in C&L_MCA:AMP
- Table 1.0, in Heritage Office and Department of Urban Affairs & Planning, *Statements of Heritage Impact*, 1996, revised 2002 (SOHI)
- Section 1.4 Heritage Policy for The Rocks, in Sydney Harbour Foreshore Authority, *The Rocks Heritage Management Policy*, 2010

Policy	Heritage Impact of Proposed Work	Reference document
Policy 2—No development shall be undertaken without consent. Prior to the lodgement of Development Applications for any works or changes of use requiring consent, the proponent should liaise with the Foreshore Authority's heritage officer and/or archaeologist and obtain the consent of the Sydney Harbour Foreshore Authority as landowner.	<i>No Adverse Heritage Impact</i> Consultation has occurred with SHFA staff and consent of the Sydney Harbour Foreshore Authority as landowner has been received.	GML_FFP:CMS
Policy 8—The current use of First Fleet Park as a public open space and parkland should continue and is appropriate in terms of historical use as a public convergence point, and in keeping with contemporary social values.	<i>No Adverse Heritage Impact</i> The proposed redevelopment of the public domain at West Circular Quay will retain First Fleet Park and the areas immediately north as a public open space and parkland.	GML_FFP:CMS
Policy 9—Proposals for use of First Fleet Park which require an unacceptable degree of intervention for upgrading to ordinance compliance or result in a high degree of degradation of grounds should be avoided.	<i>No Adverse Heritage Impact</i> The proposed redevelopment of the public domain at West Circular Quay will retain First Fleet Park and the areas immediately north as a public open space and parkland. While there is a	GML_FFP:CMS

	significant degree of intervention, these works will not impact upon the heritage significance of the site and its is not unacceptable.	
Policy 10—The statement of significance contained in this CMS should be adopted as the basis for heritage management. All decisions should consider and seek to retain the values identified in the Statement of Significance, including the identified graded spaces and elements of significance contained in Section 5.0.	<p><i>No Adverse Heritage Impact</i></p> <p>As part of this assessment of heritage impact, the statement of significance contained in the GML_FFP:CMS as well as the assessments of significance contained within the other principal reference documents have been analysed and reviewed. These have been synthesised and this has influenced the decision-making process behind the proposed redevelopment.</p>	GML_FFP:CMS
Policy 11—Conservation processes which are appropriate for individual elements (landscaping, park layout and design and visual catchments) will be based upon the relative significance of the element, as assessed and identified in Section 5.2 of this CMS.	<p><i>No Adverse Heritage Impact</i></p> <p>As part of this assessment of heritage impact, the relative gradings of significance contained in the GML_FFP:CMS as well as the other principal reference documents have been analysed and reviewed (in Section 4.3 of this report). These have been synthesised and this has influenced the decision-making process behind the proposed redevelopment, with particular regard to individual elements.</p> <p>The significant existing open space will be retained and important views to and from the site and the MCA will be retained and reinstated where lost. The principal elements of the original character of the site will be retained, such as the through path from Circular Quay to George Street, and the north/south access routes, though the works do involve the removal of the circular garden bed and sandstone stairs (remnants of the original MCA design).</p> <p>While these two elements were identified as being of high significance in the GML_FFP:CMS, they have been reassessed as being of moderate significance in this study (because of the loss of the overall landscape concept of the park from the 1940s), and their loss will have only a minimal heritage impact. These elements will be recorded prior to removal.</p>	GML_FFP:CMS

Of the trees that have been identified as having heritage significance, four are being removed to reinstate views to the harbour from the southwestern corner of the site and George Street and to improve equitable access to the site. The increased visual and physical access exceeds any potential impact of the removal of these trees. The planting of new Fig trees will ensure that the loss of shade in this area will be negligible.

The significant sculptures and memorial will either be retained or relocated to an appropriate location within the precinct.

All archaeology on the site has been identified as being of exceptional heritage significance. It is proposed that the majority of the development involves raising the existing levels on the site, and if not, then the majority of the changes to the landscape will occur in the upper (and thus more recent) strata. Any works that involve deeper excavation have been located to avoid the likely location of known archaeology. In some instances, the specific location of these items (such as trees), can be slightly flexible to ensure that any found archaeology is not impacted. As such, the significance of the archaeology will not be diminished.

All relevant issues associated with managing the archaeology on the site will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, based on the GML_FFP:CMS, the impact of the works, along with a schedule of how the potential disturbances will be managed. An Archaeological Management Plan for the northern part of the site is contained within C&L_MCA:AMP.

Policy 12—An appropriate setting should be developed and maintained for First Fleet Park.	<i>No Adverse Heritage Impact</i>	GML_FFP:CMS
	The proposed development retains an appropriate setting for First Fleet Park.	

Policy 13—The spatial qualities of First Fleet Park including park design and visual catchment contribute to the site’s heritage values and therefore should be conserved as part of the park’s ongoing use, management and any future development strategy.	<i>No Adverse Heritage Impact</i> While the design of First Fleet Park will be revised as part of the proposed development, the spatial qualities will remain consistent. Important extant views are also retained and important lost views will be reinstated through the judicious removal of trees and the careful planting of new trees.	GML_FFP:CMS
Policy 14—The heritage significance of First Fleet Park relating to its historical layering should be interpreted on site by appropriate methods.	<i>No Adverse Heritage Impact</i> The proposed development incorporates a detailed interpretation strategy, primarily addressing the first 50-60 years of the area now known as First Fleet Park, as well as interpreting the rare Dockyard archaeology within MCA Square. The proposed interpretation of the Dockyard use of the northern part of the site (the interpretative artwork by Brook Andrew) should be supplemented by additional interpretation, such as a publication or personal multi-media tools.	GML_FFP:CMS
Policy 16—The introduction of new elements should be undertaken in such a manner that it does not result in a lessening of the cultural significance of the place.	<i>No Adverse Heritage Impact</i> The proposed development incorporates new elements that will not lessen the cultural significance of the place. Some aspects of significance will indeed be heightened through interpretation and the reintroduction of visual access from the site to the harbour.	GML_FFP:CMS
Policy 17—The extension or alteration of existing services in First Fleet Park is acceptable in the context of re-use, but should not have a detrimental impact on the significance of the space, or the archaeological resource as a whole.	<i>No Adverse Heritage Impact</i> The proposed development incorporates new and altered services, but these will not have a detrimental impact on the cultural significance of the place. Some aspects of significance will indeed be heightened through interpretation and the reintroduction of visual access from the site to the harbour.	GML_FFP:CMS

<p>Policy 18—External signage and lighting should be in harmony with the overall character of the place and complement the historic character of the Rocks and foreshore precincts. All signage should be consistent with the Foreshore Authority’s signage policy where relevant.</p>	<p><i>No Adverse Heritage Impact</i></p> <p>All external signage has been designed in consultation with SHFA and is an integral part of the proposed interpretation of the site.</p> <p>Existing lighting is to be rationalised and improved as part of the redevelopment works. The key principles for lighting are to ensure safe lighting levels are provided, allow for opportunities to enjoy the night time experience of key harbour landmarks, minimise upward spill light, illustrate and amplify key elements including interpretative elements in the MCA square, the lookout and Market Wharf, provide design solutions that balance lighting requirements whilst minimising excessive numbers of lighting columns and to maximise energy efficiency.</p> <p>The proposed new external signage and lighting will be in harmony with the overall character of the place. It will be modern in character and finish, but still complementary to the historic character of The Rocks and the foreshore precincts.</p>	<p>GML_FFP:CMS</p>
<p>Policy 19—Any proposed work to First Fleet Park will fully comply with all the relevant Foreshore Authority policies applicable to development in The Rocks.</p>	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed in consultation with SHFA as the client and complies with all the relevant Foreshore Authority policies applicable to development in The Rocks</p>	<p>GML_FFP:CMS</p>
<p>Policy 22—A targeted conservation planning document should address issues arising from the archaeological resource at First Fleet Park, including best-practice management of this resource (refer to Policy 12).</p>	<p><i>No Adverse Heritage Impact</i></p> <p>Casey & Lowe have already prepared an Archaeological Management Plan for the northern part of the site that addresses these issues. GAO will be preparing an Archaeological Plan of Management for the southern part of the site by GAO, based on the GML_FFP:CMS, the impact of the works, along with a schedule of how the potential disturbances will be managed.</p>	<p>GML_FFP:CMS</p>

<p>Policy 23—Appropriate permits should be sought from the NSW Heritage Council prior to the commencement of ground disturbance works on the site. At a minimum, ground disturbance in these areas should be monitored by a qualified archaeologist. In some circumstances, the works will need to be preceded by open-area archaeological excavation.</p>	<p><i>No Adverse Heritage Impact</i></p> <p>All appropriate permits relating to archaeology will be sought from the NSW Heritage Council prior to the commencement of any ground disturbance works, as well as being monitored by a qualified archaeologist.</p> <p>These processes will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, based on the GML_FFP:CMS, the impact of the works, along with a schedule of how the potential disturbances will be managed. An Archaeological Management Plan for the northern part of the site is contained within C&L_MCA:AMP.</p>	<p>GML_FFP:CMS</p>
<p>Policy 24—Any potential archaeological relics on the site should be conserved in accordance with the requirements of the Heritage Act and their heritage significance. Their potential for interpretation should be considered.</p>	<p><i>No Adverse Heritage Impact</i></p> <p>Any potential archaeological relics found on the site will be conserved in accordance with the requirements of the Heritage Act and their heritage significance.</p> <p>Issues associated with the conservation and potential interpretation of these relics will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, based on the GML_FFP:CMS, the impact of the works, along with a schedule of how the potential disturbances will be managed. An Archaeological Management Plan for the northern part of the site is contained within C&L_MCA:AMP.</p>	<p>GML_FFP:CMS</p>
<p>Policy 25— Any Aboriginal ‘objects’ exposed at the site must be conserved in accordance with the provisions of the National Parks and Wildlife Act 1974 (NSW) (NPW Act), in consultation with Aboriginal community representatives.</p>	<p><i>No Adverse Heritage Impact</i></p> <p>It is expected that any remains associated with the pre-1788 Aboriginal occupation of the area will have been destroyed or removed by the extensive construction activities and modification of the area since 1788. However, should any Aboriginal ‘objects’ be exposed at the site, they will be conserved in accordance with the provisions of the National Parks and Wildlife Act</p>	<p>GML_FFP:CMS</p>

	1974 (NSW) (NPW Act), in consultation with Aboriginal community representatives.	
Management actions should seek to minimise impact on the identified values of archaeological resources.	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed such that the proposed works will generally increase the existing levels on the site, and if not, then the majority of the changes to the landscape will occur in the upper (and thus more recent) strata. Any works that involve deeper excavation have been located to avoid the likely location of known archaeology. In some instances, the specific location of these new items (such as trees), can be slightly flexible to ensure that any found archaeology is not impacted.</p> <p>Nonetheless, a series of mitigation measures have been developed to deal with any potential negative impacts on archaeological resources. These processes will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, while for the northern part of the site, these processes are outlined in the C&L_MCA:AMP.</p>	C&L_MCA:AMP
Generally, the destruction of relics from one archaeological period in order to investigate relics from another period should be avoided. Elements of higher significance should not be destroyed to investigate elements of lower significance. In some circumstances, it will be appropriate to disturb or destroy relics of lower significance in order to investigate relics of substantially higher significance. The potential impacts must be assessed on a case-by-case basis	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed such that no archaeological resources are likely to be destroyed. Nonetheless, a series of mitigation measures have been developed to deal with any potential negative impacts on archaeological resources.</p>	C&L_MCA:AMP
Caution should be applied in making decisions that may affect archaeological resources and elements or aspects of heritage value or significance, either immediately or over time.	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed such that no archaeological resources are likely to be destroyed. Nonetheless, a series of mitigation measures have been developed to deal with any potential negative impacts on</p>	C&L_MCA:AMP

	archaeological resources. These processes will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, while for the northern part of the site, these processes are outlined in the C&L_MCA:AMP.	
Best practice archaeological methodologies and practices must be employed where there are to be any proposed impacts associated with building works, excavation of services or the proposed redevelopment.	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed such that no archaeological resources are likely to be destroyed. Nonetheless, a series of mitigation measures have been developed to deal with any potential negative impacts on archaeological resources.</p> <p>These processes will be included in an Archaeological Plan of Management prepared for the southern part of the site by GAO, while for the northern part of the site, these processes are outlined in the C&L_MCA:AMP.</p>	C&L_MCA:AMP
Sufficient allowance must be made available in the program for appropriate archaeological investigation to be undertaken as part of the proposed building program.	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed program for the redevelopment of this site has made allowance for appropriate archaeological investigation to be undertaken.</p>	C&L_MCA:AMP
How has the impact of the new work on the heritage significance of the existing landscape been minimised?	<p><i>No Adverse Heritage Impact</i></p> <p>Much of the heritage significance of the site is related to its historic development and the archaeological evidence of these early uses, as well as its aesthetic qualities as an attractive and landscaped open space along the foreshore of Circular Quay. The new work will have little to no impact upon these qualities and this significance.</p>	SOHI
Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?	<p><i>No Adverse Heritage Impact</i></p> <p>The conservation studies and reports that relate to this site have investigated in detail previous landscapes and the built form of this site. While these are interesting, it is not appropriate to reinstate these previous forms, though they have been used to inform the design of the public domain of this area (such as the shape of the Market Wharf) and are explained in the onsite</p>	SOHI

	interpretation.	
Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?	<p><i>No Adverse Heritage Impact</i></p> <p>The GAO contains experts in the conservation of heritage landscapes who have been consulted as part of the development of this project and their recommendations incorporated.</p>	SOHI
Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development has been designed such that the proposed works will generally increase the existing levels on the site, and if not, then the majority of the changes to the landscape will occur in the upper (and thus more recent) strata. At this stage, it is unlikely that any known or potential archaeological deposits will be affected by the landscape works.</p> <p>Generally, any works that involve deeper excavation have been located to avoid the likely location of known archaeology. In some instances, the specific location of these items (such as trees), can be slightly flexible to ensure that any found archaeology is not impacted.</p> <p>Nonetheless, a series of mitigation measures have been developed to deal with any potential negative impacts on archaeological resources.</p>	SOHI
How does the work impact on views to, and from, adjacent heritage items?	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed redevelopment of the public domain of West Circular Quay retains significant and reinstates lost views to the harbour from the south-western part of the site and George Street. Other important views, such as linking Circular Quay to the Rocks, or views to the MCA from the water and the Circular Quay transport interchange remain unchanged or augmented.</p>	SOHI

Does the [removed] tree contribute to the heritage significance of the item or landscape?	<i>No Adverse Heritage Impact</i>	SOHI
Why is the tree being removed?	<p>The proposed development does involve the removal of a number of trees. Most of these trees have no heritage significance, though they do contribute to the character of the site. However, many of these are also in poor condition, such as the wind-affected Jacarandas near the northern end of the MCA.</p> <p>Most of the trees on the site do not contribute to the heritage significance of the landscape. Of the trees identified in the City of Sydney's Register of Significant Trees, the majority are being retained.</p> <p>Currently there are eight large Peppercorn trees in garden beds adjacent to George Street. Although these trees are listed on the City of Sydney's Register, some specimens are in only fair condition and impact on key views. Four specimens will be retained on the northern perimeter and four of the southern trees will be removed. The removal of these trees will reinstate important views from George Street and the south-western corner of the site across the Green towards the harbour and the Sydney Opera House. This will also increase equitable access to the site.</p> <p>The India Rubber Fig also included as the Register of Significant Trees, located on the northeastern edge of the Quay is to be retained.</p>	
Has the advice of a tree surgeon or horticultural specialist been obtained?	<p><i>No Adverse Heritage Impact</i></p> <p>SHFA has consulted with an arborist as part of the development of this project and their recommendations incorporated. While the proposed development does involve the removal of some trees, most of these trees are in poor or fair condition, such as the wind-affected Jacarandas near the northern end of the MCA, and four of the Peppercorn trees adjacent to George Street.</p>	SOHI

	<p>Refer to separate arborist's report by Landscape Matrix Pty Ltd (<i>Arboricultural Assessment & Impact Report: West Quays, Sydney Harbour Foreshore</i>, prepared for Sydney Harbour Foreshore Authority, 13 October 2010)</p>	
Is the tree being replaced? Why? With the same or a different species?	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed development does involve the removal of some trees, most of which are in fair to poor condition. The majority of the species on the site are in poor condition due to unsuitability for that location. As such, more suitable species have been chosen.</p> <p>The proposed plantings are locally native species that will perform well in this location, reflect the historic context of the site and provide a balance between shading and retention of view corridors. Port Jackson Figs have been chosen to provide shade whilst maintaining views, supplemented by clustered plantings of Cabbage Tree Palms to provide filtered shade whilst allowing for views.</p>	SOHI

All of the specific policies contained within the *The Rocks Heritage Policy*, (being Retention of Significance, Excellence in Heritage Management, Conservation: Tangible and Intangible, Protection, Skills and Knowledge, Resources, Inclusion and Consultation, Interpretation, Sustainability) have been considered. The proposed development will have no adverse heritage impact according to these policies.

6.2 ASSESSMENT AGAINST SIGNIFICANCE

Where no current or specific conservation policies for some elements of the site were available, we have therefore measured the impact of the proposed works against the key aspects of heritage significance identified in Section 4 of this SOHI.

Aspect of Significance	Level of Significance	Heritage Impact of Proposed Work on Identified Heritage Value
The historical significance of First Fleet Park as the landing place of the first wave of European settlers and thus a location in the course and pattern of NSW's cultural history.	State	<p><i>Significance enhanced through design and interpretation</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. Through the proposed interpretation of the history of the site, this aspect of significance will be more evident following the proposed redevelopment.</p>
The historical significance of First Fleet Park as part of the critical first contact site between original Aboriginal inhabitants, and the new arrivals – a meeting that set in motion an irreversible course of settlement development, population growth and natural and cultural habitat.	State	<p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The site interpretation will mostly focus on the area's character as a first marketplace, meeting place and hub of sea-transport, communication and commerce. However, there is the capacity for the future inclusion of first contact and its ongoing impact as an interpretive theme by SHFA or as part of the strategy being developed by the City of Sydney.</p>
The historic significance of First Fleet Park as a focal point of early social, economic and ideological development of Sydney, with early land grants, the first wharf, marketplace, warehouse and post office, as well as significant government administration buildings, such as the Commissariat Stores.	State	<p><i>Significance enhanced through design and interpretation</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. Through the proposed interpretation of the history of the site, this aspect of significance will be more evident following the proposed redevelopment.</p>
The historic associations of First Fleet Park with notable historic figures such as entrepreneurs Isaac Nichols and Mary Reiby, who built the first commercial and residential buildings on the site; Colonel Foveaux, who built the Commissariat	State	<p><i>Significance enhanced through interpretation</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. Through the proposed interpretation of the history of the site, this aspect of significance will be more evident following the proposed redevelopment.</p>

Stores; and figures such as Governor Macquarie who took credit for the early development of the site.		
The aesthetic significance of First Fleet Park as a deliberate construction of a foreshore park setting for the monumental MSB building, its important landmark qualities, including picturesque views across the harbour.	Local	<i>No Adverse Heritage Impact</i>
		The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The proposed works retain a landscaped setting for the MSB Building, and indeed, simplify that setting through a subtle design with a limited palette of materials. Furthermore, the proposed works retain existing and reinstate past harbour views, through the judicious removal of existing and careful planting of new trees.
		<i>Some Adverse Heritage Impact</i> Remnant landscape elements from the 1940s/50s are to be removed in order to strengthen the area's significance related to the first 50 years of European settlement. This is considered acceptable. The elements will be archivally recorded.
The social significance of First Fleet Park through its public use as a green place of relaxation and recreation.	Local	<i>No Adverse Heritage Impact</i> The proposed works will have no adverse impact upon this aspect of the heritage significance of the site, as the site will remain a public place of relaxation and recreation.
The research potential of First Fleet Park its ability to provide evidence of the phases of development of the Sydney Cove West area. This physical evidence has high research potential to support and amplify the historic record of changing land use and may provide significant information on Sydney's past which is not available through archival records.	State	<i>No Adverse Heritage Impact</i> The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The extant evidence of the phases of development of the Sydney Cove West area are generally archaeological resources, especially evidence of the more significant earlier phases. The proposed works generally involve increasing levels on the site, otherwise they involve changes to the upper (and more recent) levels of strata. Detailed archaeological management strategies have been established to mitigate any potential impact to this research potential.
The ability of First Fleet Park to show rare aspects of NSW's cultural history through its current form as a planned green space on Circular Quay and its high archaeological research potential to demonstrate	State	<i>No Adverse Heritage Impact</i> The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. Its rarity as a planned green space on Circular Quay will remain unchanged. The site's rarity as a potential resource to provide evidence of the phases of development of the

historical phases dating to the earliest years of the settlement of Sydney.		Sydney Cove West area will be unaffected by the proposed development as the proposed works primarily involve changes to the upper (and more recent) levels of strata. Detailed archaeological management strategies have been established to mitigate any potential impact to this rare research potential.
First Fleet Park as a representative example of planned public open space and it demonstrates representative waters-edge phases of development along Sydney Cove.	Local	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon the site's representative qualities as an example of planned public open space and it's ability to demonstrates representative waters-edge phases of development along Sydney Cove.</p>
The state significance of the Circular Quay Station and viaduct as the closing section in the city rail loop that was over 40 years in planning and construction and as prominent landmarks across the northern end of the city.	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon the heritage significance of the Circular Quay Railway Station and Viaduct.</p>
The historical significance of the area east and north of the MCA as it contains the site of the original naval Dockyard established by Governor Hunter in 1797, the first official dockyard in Australia and expanded until the 1830s.	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon the historical significance of the site. Through the proposed interpretation of the history of the Dockyard in MCA Square, this aspect of significance will be more evident following the proposed redevelopment.</p>
The research potential of the former Dockyard, which should be able to supply invaluable details on their construction and function, details which are not available through other sources. These remains have the potential to inform us about past practices in the construction and repair of sailing ships.	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The proposed works to the public domain of West Circular Quay are generally located in the upper (and more recent) levels of strata, and are also carefully located so that any impact is minimised. Detailed archaeological management strategies have been established to mitigate any potential impact to this research potential of the former Dockyard.</p>

<p>The research potential of the remains of the Commissariat Stores, which may be able to supply invaluable details on their construction and function, details which are not available through other sources.</p> <p>Buried underneath the Commissariat remains may be structures that were associated with the earlier use of the site.</p>	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The proposed works to the public domain of West Circular Quay are generally located in the upper (and more recent) levels of strata, and are also carefully located so that any impact is minimised. Detailed archaeological management strategies have been established to mitigate any potential impact to the research potential of the Commissariat Stores or earlier structures.</p>
<p>The research potential of other sets of archaeological information that may provide evidence of the original topography and how it was altered by European settlement.</p>	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon this aspect of the heritage significance of the site. The proposed works to the public domain of West Circular Quay are generally located in the upper (and more recent) levels of strata, and are also carefully located so that any impact is minimised. Detailed archaeological management strategies have been established to mitigate any potential impact to any potential evidence of the original topography and how it was altered by European settlement.</p>
<p>The heritage significance of the Museum of Contemporary Art</p>	Local	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon the heritage significance of the Museum of Contemporary Art. While these public domain works involve the removal of a number of minor landscape elements that are contemporary with the development of the building, these losses are minor, and the proposed development will retain a landscaped setting for the building, and indeed, simplify that setting through a subtle design with a limited palette of materials. Furthermore, the proposed works retain existing and reinstate past harbour views, through the judicious removal of existing and careful planting of new trees.</p> <p>The removal of plantings in close proximity to the building provides increased opportunities to view the MCA from most sides, with relatively unimpeded views.</p>

<p>The historical associations of the Commissariat Stores foundation stone, with Governor Lachlan Macquarie, and with the development of the economy and agriculture in the early colony. The Commissariat Store Foundation Stone as a rare surviving example of a very early foundation stone from a government building.</p>	Local	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no adverse impact upon the heritage significance of the Commissariat Stores foundation stone. The stone will be relocated near the Market Wharf area, close to its original location on site, when it was part of the second of the Commissariat Store buildings.</p>
<p>The heritage significance of the railings at Sydney Cove for their historical and scientific cultural values, as part of the urban improvements undertaken at Sydney Cove at two phases in the late 19th century and the 1950s. They are aesthetically significant as prominent and attractive urban features of the Cove.</p>	State	<p><i>No Adverse Heritage Impact</i></p> <p>The proposed works will have no impact upon the railings along the foreshore of the site.</p>

6.2 SUMMARY OF HERITAGE IMPACT

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

- Retention of the site as a public open space as a continuation of its historic use
- Retention of important archaeological resources on the site and the design and proposed location of any new elements to lessen any potential impacts on these resources
- Retention of important historic views and spatial relationships
- Reinstatement of lost historic views
- Retention of important cultural artefacts on the site (such as the foundation stone from the Commissariat Store)
- Interpretation of the history and heritage of the site through site layout, and integrated text and images
- The preparation of an Archaeological Management Plan for the southern part of the site, to address archaeological management issues, similar to that prepared for the northern part of the site (C&L_MCA:AMP)
- The preparation of an archival recording of the site, to record its current configuration and specific elements, prior to the proposed redevelopment

The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:

- The loss of remnant elements of the 1950s layout of the former Maritime Reserve
 - o The significance of these elements has been reviewed in this document and their loss will have a minimal impact upon the heritage significance of the site.
 - o These items will be included in an archival recording of the site, to record its current configuration and specific elements, prior to the proposed redevelopment

The proposed landscaping and upgrading works of the public domain at West Circular Quay as described in the SOHI will not have an adverse impact on the heritage significance of West Circular Quay.

The key heritage values associated with this site are related to the site's historical development, the extant evidence of this in the archaeological record and its historic use as an area of public open space on Sydney Cove. The proposed work will not have any adverse impact on these aspects of the heritage value of the site.

The proposed development involves the removal and rationalisation of the existing paths, garden beds and existing trees, with the creation of a simpler park, comprising a series of gently sloped lawns, between paved areas with carefully placed trees to create and protect views. The site has been designed as a series of linked spaces with different characteristics, materials and qualities. This redeveloped parkland will protect and retain the significant elements of the site and its heritage, provide an appropriate setting for the MCA, as well as providing a means to understand the heritage significance of the site through interpretation.

7. RECOMMENDATIONS

7.1 RECOMMENDED MITIGATION MEASURES

General

- Undertake the work in accordance with the project documentation produced by GAO.
- Undertake all work to a high standard – this includes good quality materials and workmanship.
- Ensure all tradesmen are briefed about the heritage significance of the site, particularly the archaeological resource. This is particularly important during excavation to protect the extant archaeology.
- Prepare an archival recording of the site prior to any works commencing on site

Action required – Engage a subconsultant to prepare an archival recording of the site in accordance with Heritage Branch, Department of Planning requirements, and submit to SHFA and the Heritage Branch, Department of Planning library.

Archaeology

- Prepare an Archaeological Management Plan for the southern area of the site, similar to that prepared for the northern area of the site (C&L_MCA:AMP). This document will include detailed management and mitigation measures, including:
 - o Issues regarding location of trees to avoid areas of known archaeological potential
 - o Where archaeological remains are found, cover remains with geotextile fabric as a root barrier for long term protection against root growths

Action required – Engage a subconsultant to prepare an Archaeological Management Plan for the southern area of the site

Interpretation

- Investigate the development of additional interpretive tools, especially with regard to the interpretation of the Government Dockyard in the northern part of the site. This could take a number of possible forms, including:

- Publication
- Exhibition
- Multi-media presentations for internet or iPod

Action required – Develop supplementary interpretation explaining the heritage significance of the site, especially the Government Dockyard in the northern part of the site.

7.2 REQUIREMENTS ASSOCIATED WITH HERITAGE LISTINGS

As this development is being determined by the Department of Planning under Part 3A Major infrastructure and other projects of the *Environmental Planning and Assessment Act 1979*, standard approvals are not required. Nonetheless, as part of the assessment process in this system, copies of this documentation will be forwarded to the NSW Heritage Council and the City of Sydney for their comment for consideration by the Minister.

Action required – None