



Sydney International Convention Centre, Exhibition & Entertainment Precinct (SICEEP)

Darling Harbour

Statement of Heritage Impact

Prepared for
Darling Harbour Live

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Project number 12 0481

Tanner Kibble Denton Architects Pty Ltd
ABN 77 001 209 392

PO Box 660 Darlinghurst NSW 1300 Australia
52 Albion St, Surry Hills NSW 2010 Australia

T +61 2 9281 4399
F +61 2 9281 4337
www.tkda.com.au

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1 INTRODUCTION

1.1 Purpose of the report

This report supports a State Significant Development Application (SSD 5752– 2012) submitted to the Minister for Planning and Infrastructure pursuant to Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The Application seeks approval for construction of the Public Private Partnership (PPP) component of the Sydney International Convention, Exhibition and Entertainment Precinct (SICEEP) Project at Darling Harbour.

This report will also be submitted with the Stage 1 Development Application (DA) for The Haymarket Precinct and the DA for the Hotel.

The SICEEP Project will deliver Australia's global city with world class convention, exhibition and entertainment facilities that can compete effectively in the national and international events markets. The SICEEP Project importantly forms a critical element of the NSW Government's aspiration to "make NSW number one again". The SICEEP Project also involves the creation of a new neighbourhood and a community hub.

This report addresses the potential impact of the development proposal on the built cultural heritage of Darling Harbour.

1.2 Background

The existing convention, exhibition and entertainment centre facilities at Darling Harbour were constructed in the 1980s and have provided an excellent service for Sydney and NSW.

The facilities however have limitations in their ability to service the contemporary exhibition and convention industry which has led to a loss in events being held in Sydney.

The NSW Government considers that a precinct-wide renewal and expansion is necessary and is accordingly committed to Sydney reclaiming its position on centre stage for hosting world-class events with the creation of the SICEEP Project.

Following an extensive and rigorous Expressions of Interest and Request for Proposals process, Darling Harbour Live (formerly known as 'Destination Sydney' - a consortium comprising AEG Ogden, Lend Lease, Capella Capital and Spotless) was announced by the NSW Government in December 2012 as the preferred proponent to transform Darling Harbour and create the new Sydney International Convention, Exhibition and Entertainment Precinct.

Key features of the Darling Harbour Live Preferred Master Plan include:

- Delivering world-class convention, exhibition and entertainment facilities, including:
 - Up to 40,000m² exhibition space;
 - Over 8,000m² of meeting rooms space, across 40 rooms;
 - Overall convention space capacity for more than 12,000 people;

- A ballroom capable of accommodating 2,000 people; and
- A premium, red-carpet entertainment facility with a capacity of 8,000 persons.
- Providing up to 900 hotel rooms in a hotel complex at the northern end of the Precinct.
- A vibrant and authentic new neighbourhood at the southern end of the precinct, called 'The Haymarket', home to an IQ Hub focused on the creative industries and high-tech businesses, apartments, student accommodation, shops, cafes and restaurants.
- Renewed and upgraded public domain, including an outdoor event space for up to 25,000 people at an expanded Tumbalong Park.

Improved pedestrian connections linking to the proposed Ultimo Pedestrian Network drawing people between Central, Chinatown and Cockle Bay Wharf as well as east-west between Ultimo/Pymont and the City.

1.3 Site description

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

With an area of approximately 20 hectares, the SICEEP Site is generally bound by the Light Rail Line to the west, Harbourside shopping centre and Cockle Bay to the north, Darling Quarter, the Chinese Garden and Harbour Street to the east, and Hay Street to the south.

The SICEEP Site has been divided into three distinct redevelopment areas (from north to south) – Bayside, Darling Central and The Haymarket. The PPP Application Site area is located within Bayside and Darling Central as shown in Figure 2.



Figure 1 Location Plan
Source: Google Earth





Figure 2 Site Plan indicating redevelopment areas
Source: JBA

1.4 Overview of proposed development

PPP Development

The proposed development involves construction of the PPP component of the SICEEP Project, containing new, integrated and world-class convention, exhibition and entertainment facilities with associated retail and public domain upgrades.

The application more specifically seeks approval for the following development:

- Demolition of existing improvements on the site, including the existing Sydney Convention Centre (part) and the Sydney Exhibition Centre;
- Associated tree removal and replanting;
- Construction of a new, integrated and world-class Convention, Exhibition and Entertainment Centre;
- Public domain improvements, including:
 - Reinvigorating and expanding Tumbalong Park;
 - Provision (part) of a new active north-south pedestrian connection (known as the Boulevard);
 - Provision of new east-west connections, including Harbourside Place and Tumbalong Place;
 - Provision of a pedestrian bridge link from Quarry Street;
 - Retention of the tidal cascade water feature;
 - Reconfiguration and upgrade of Darling Drive (part);
 - Provision of a new square adjoining the Chinese Garden;
 - Provision of a new “event deck” (connected with the Exhibition Centre);
 - Integrated art, play zones, water play and recreation areas;
 - Provision of retail kiosks.
- Provision of ground level parking within the Exhibition and Entertainment Centre facilities;
- Ground and elevated loading docks (accessed off Darling Drive) for Convention, Exhibition and Entertainment Centre facilities;
- Two vehicle drop-off points along Darling Drive;
- Provision of signage; and
- Extension and augmentation of physical infrastructure/utilities as required.

The Haymarket Precinct

The following development is proposed within The Haymarket Precinct:

- Demolition of existing site improvements, including the existing Sydney Entertainment Centre (SEC), Entertainment car park, and part of the pedestrian footbridge connected to the Entertainment car park and associated tree removal;
- North-west block – construction of a part public car park and part commercial/office building;

- North-east block – construction of a mixed use podium (comprising retail, commercial, above ground parking, and residential);
- South-east block - construction of a mixed use podium (comprising retail, commercial, above ground parking, and residential);
- South-west block - construction of a mixed use podium (comprising retail, commercial, above ground parking, and residential);
- North block – construction of a low rise mixed use building comprising retail, commercial and residential;
- Student housing – construction of two buildings providing for student accommodation;
- Public domain improvements including a new square, water features, new pedestrian streets and laneways, streetscape embellishments, and associated landscaping. (It is intended that a Stage 2 DA seeking approval for parts of the public domain (The Boulevard and Haymarket Square) will be lodged with the first residential stage);
- Remediation strategy; and
- Car parking rates.

Hotel

The third development component is the construction of a hotel complex containing approximately 900 bedrooms.

1.5 Planning Approvals Strategy

In response to separate contractual agreements with the NSW Government and staging requirements, Darling Harbour Live is proposing to submit a number of separate development applications for key elements of the overall Project.

An application will be submitted for the PPP component of the SICEEP project, comprising the convention centre, exhibition centre, entertainment facility, and associated public domain upgrades.

Development of The Haymarket is to be staged and accordingly a staged development application is to be lodged. Detailed development applications will follow seeking approval for specific aspects of The Haymarket.

A separate development application will also be submitted for the Hotel Complex.

This HIA has been prepared to cover the redevelopment of the Precinct in its entirety and accordingly assesses the heritage impacts of all elements of the proposed redevelopment.



Figure 3 Preferred Master Plan diagram
Source: JBA

1.6 Methodology and terminology

This report follows the general guidelines for Statements of Heritage Impact, set out in the NSW Heritage Manual, Heritage Office and Department of Urban Affairs and Planning (1996).

This report also follows the methodology and terminology described in *The Conservation Plan*, Sydney, National Trust of Australia (NSW), 5th edition 2000 by Dr J. S. Kerr and in the Australia ICOMOS *Burra Charter*, 1999 as described below. The methodology of these documents is combined with the State Heritage Register criteria to formulate an assessment of cultural significance (refer Section 3).

J.S. Kerr's *The Conservation Plan* considers the concept of cultural significance according to three qualities: The ability of a place to demonstrate a process, event, custom or style; associational (historical) links for which there may be no surviving evidence; and formal or aesthetic qualities.

The process of assessment of culturally significant places set out in the Australia ICOMOS *Burra Charter* breaks the concept of significance into "historic", "aesthetic", "technical/scientific" and "social" categories.

1.7 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, of Tanner Kibble Denton Architects. It has been reviewed by Megan Jones, Practice Director, Tanner Kibble Denton Architects.

1.8 Heritage management context

There are no listed built heritage items on the development site. Archaeological items on the site include the Exhibition Centre Precinct – Archaeological Remains – Iron Wharf, which are directly east of the Exhibition Centre, the Water Cooling System and Manifold, at the northern end of the development site and a section of Hay Street Stormwater Channel in Hay Street. However, there are a number of items close to the site that are listed as statutory heritage items by several authorities:

- Chinese Garden of Friendship, Day and Pier Streets, Darling Harbour;
- Commerce Building, 345B Sussex Street, Sydney;
- Commerce House, 365-375 Sussex Street;
- Darling Harbour Rail Corridor, west side of Darling Harbour to Pyrmont;
- Hydraulic Pumping Station No 1, Pier Street, Ultimo;
- Market City (facade of former Paddy's Markets);
- Pier Street Precinct Archaeological Remains, bounded by Hay, Harbour, Pier Sts and Merino Boulevard, Darling Harbour, NSW;
- Powerhouse Museum, 500, Harris Street, Pyrmont;
- Pyrmont Bridge;
- Sewage Pumping Station 1, William Henry Street, Ultimo;
- Street facades, former Post Office Stores, 64 Harbour Street/Little Hay Street, Sydney;
- Sydney Trades Hall, 4-10 Goulburn Street, Sydney;

- Ultimo Post Office, 494 Harris Street, Ultimo

The Haymarket Precinct is in the vicinity of the Harris Street Conservation Area.

The following heritage items are included in the State Heritage Register:

- Hydraulic Pumping Station No 1;
- Pyrmont Bridge;
- Sewage Pumping Station 1;
- Street facades, former Post Office Stores;
- Sydney Trades Hall;
- The Carousel; and
- Ultimo Post Office.

The NSW Heritage Council agreed to include the Darling Harbour Water Feature in the State Heritage Register in February 2013. Listing has not yet taken place.

The following heritage items are included in Sydney Local Environmental Plan 2012

- Commerce Building;
- Commerce House;
- Pier Street Precinct Archaeological Remains;
- Powerhouse Museum;
- Pyrmont Bridge;
- Street facades, former Post Office Stores;
- Sydney Trades Hall; and
- The Harris Street Conservation Area.

The following heritage items are included in Section 170 Registers

- Chinese Garden of Friendship is included in the SHFA Section 170 Heritage and Conservation Register;
- Exhibition Centre Precinct – Archaeological Remains – Iron Wharf is included in the SHFA Section 170 Heritage and Conservation Register;
- Darling Harbour Rail Corridor is included in the SHFA Section 170 Heritage and Conservation Register;
- Hay Street Stormwater Channel (Hay Lackey Drain) is included in the Sydney Water Section 170 Heritage and Conservation Register;
- Hydraulic Pumping Station No 1 is included in the SHFA Section 170 Heritage and Conservation Register;
- Market City (facade of former Paddy's Markets) is included in the SHFA Section 170 Heritage and Conservation Register;

- Pier Street Precinct Archaeological Remains is included in the SHFA Section 170 Heritage and Conservation Register;
- Sewage Pumping Station 1 is included in the Sydney Water Section 170 Heritage and Conservation Register;
- The Carousel is included in the SHFA Section 170 Heritage and Conservation Register;
- Water Cooling System and Manifold is included in the SHFA Section 170 Heritage and Conservation Register.

1.9 Director General's Requirements

This report has been prepared to fulfil the requirements of the Environmental Impact Statement issued by the Director-General on 21 January 2013, for the preparation of an Environmental Impact Assessment under Schedule 2 of the *Environmental Planning and Assessment Regulation 2000*. The report specifically responds to Key Assessment Requirement 10. Heritage:

- Address the impacts of the proposal on heritage significance of the site and adjacent area including any built and landscape heritage items including places, items or relics of significance to Aboriginal people; and
- Address opportunities for heritage interpretation within the public domain.

The impacts of the proposal on relics of significance to Aboriginal people and European archaeological relics are the subject of reports prepared by other specialist consultants. Casey & Lowe has prepared the Non-Indigenous Archaeological Assessment and Impact Statement. Comber Consultants has prepared the Aboriginal Archaeological Due Diligence Assessment.

2 HISTORICAL BACKGROUND

The following historical overview of the SICEEP site, which is limited to its European occupation, is based on information in Section 4 of the Sydney International Convention, Exhibition and Entertainment Precinct, Darling Harbour - Baseline Heritage Impact Statement prepared by City Plan Heritage for NSW dated May 2012 and Section 2 of the Sydney International Convention, Exhibition and Entertainment Precinct (SICEEP) Archaeology Heritage Impact Statement (Draft 2), prepared by Casey + Lowe for Lend Lease and dated July 2012. Information has been supplemented by a limited amount of additional historical research.

2.1 Early European Settlement

In 1788 Darling Harbour was given the name Long Cove. However, the name Cockle Bay was quickly adopted instead. The first grants of land on the western side of Cockle Bay were made to John Malone, William Mitchell and Thomas Jones in 1794 and 1795. In 1803 Surgeon John Harris was granted about 13.75 hectares and over the next couple of years built a dwelling that was named Ultimo House. Harris received several more grants of land in the area.

2.2 Dickson's Mill and the Advent of Industrialisation

In October 1813 engineer and millwright John Dickson (1774- 1843) arrived in the colony, Dickson took out a patent for "steam engines, pumps, and other hydraulic machines" in 1798 and began to manufacture steam engines. Dickson arrived with one of his steam engines, tools and equipment. The following year he was granted 6 hectares of land adjoining Harris' estate at the south eastern end of Cockle Bay, along with 1,214 hectares near Camden. Dickson constructed a mill, near the intersection of what are now Goulburn and Harbour Streets. A portion of the grant, at the mouth of a small stream, was dammed to exclude salt water and supply water to the steam engine. Although Dickson initially intended it as a saw mill, he began milling wheat and corn around the middle of 1815.

In 1826, the same year that Governor Darling changed the name of Cockle Bay to Darling Harbour, Dickson went into partnership with John Mackie and established a soap and candle factory near the mill then in 1827 commenced brewing on the site. Dickson and Mackie's partnership was dissolved in October 1829. In 1831 Dickson enlarged his mill and reclaimed land between his jetty and the dam for the construction of a boiler house. However, it was offered for sale in August 1833. The sale included a miscellany of items, including leasehold of a dwelling, brewery and bond store, soap works and town allotments and waterside properties associated with Dickson's estate.¹ Dickson lost a court case and was prosecuted for forgery.

Dickson left New South Wales in 1834 while still on bail. He left his business in the hands of Thomas Barker (1799-1875), who had been articled to Dickson and arrived with him in New South Wales in 1813. Barker established a steam mill to the north of Dickson's establishment, near the intersection of Sussex and Bathurst Streets, and in the 1840s built a textile mill nearby. Industrial activity in the locality diversified around 1860 when Prussian-born Simon Zollner set up a galvanising works in part of Dickson's Mill, near the intersection of Harbour and Dickson Streets. Larger works were established in Harbour Street in 1868.

¹ *The Sydney Herald*, 5 August 1833, p.2.

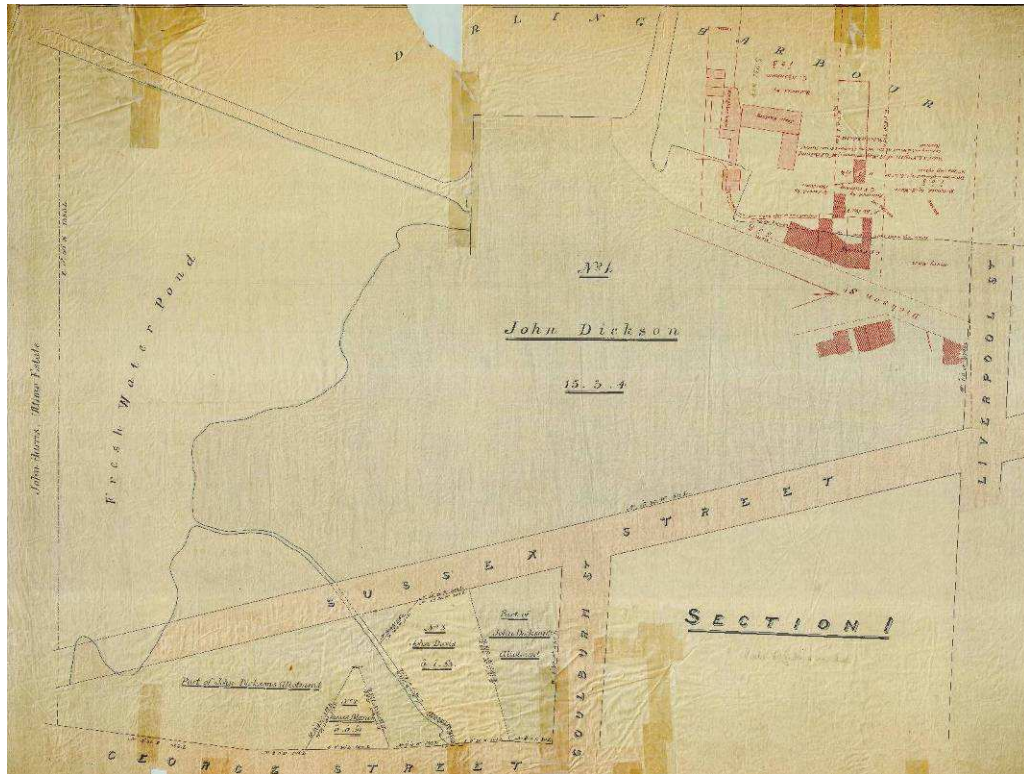


Figure 4 The site of Dickson's Mill at about the time his estate was offered for sale in 1833.
Source: City of Sydney Archives: City Section Survey Plan, Section 01, 1833

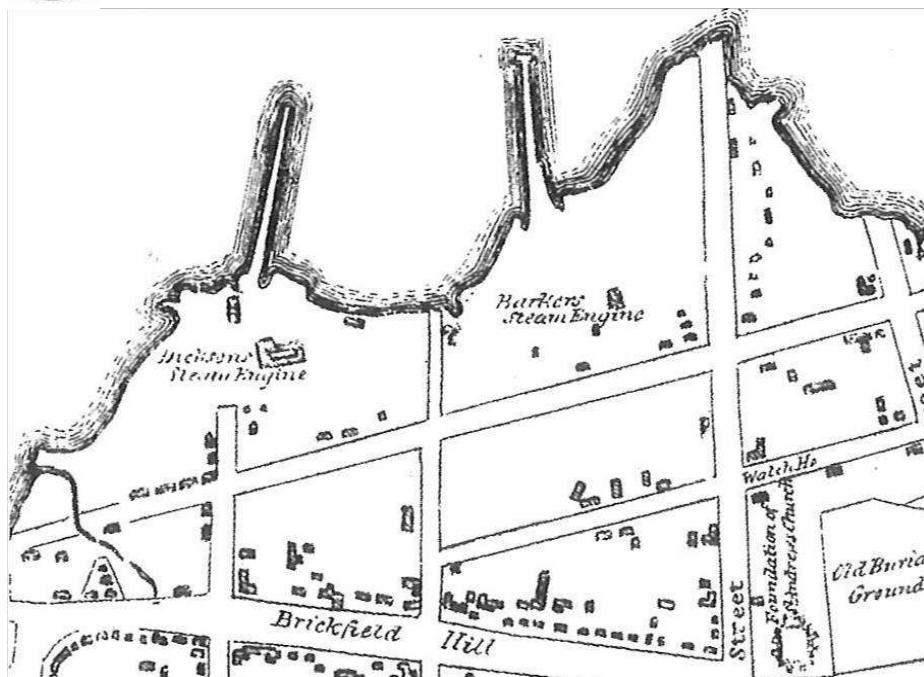


Figure 5 Portion of an 1836 map showing the relationship of Dickson's and Barker's steam mills.
Source: reproduced in Johnson, p.25.

2.3 The Coming of the Railway

In 1853 the recently formed Sydney railway Company acquired land on the western side of Darling Harbour from the Harris family. A railway line, opened on 26 September 1855, was constructed linking Darling Harbour to the Sydney Railway Terminus at Redfern. It was the first connection between shipping and the railway. Fill resulting from excavation to form the Sydney Railway Terminus and associated yards was used to reclaim land to form the goods yard, and a stone dyke, constructed during 1865, joined the reclamation area to the end of Dickson's jetty or wharf. The railway line initially carried spoil from the main suburban line between Sydney and Parramatta, followed by coke and, from 1860, timber.

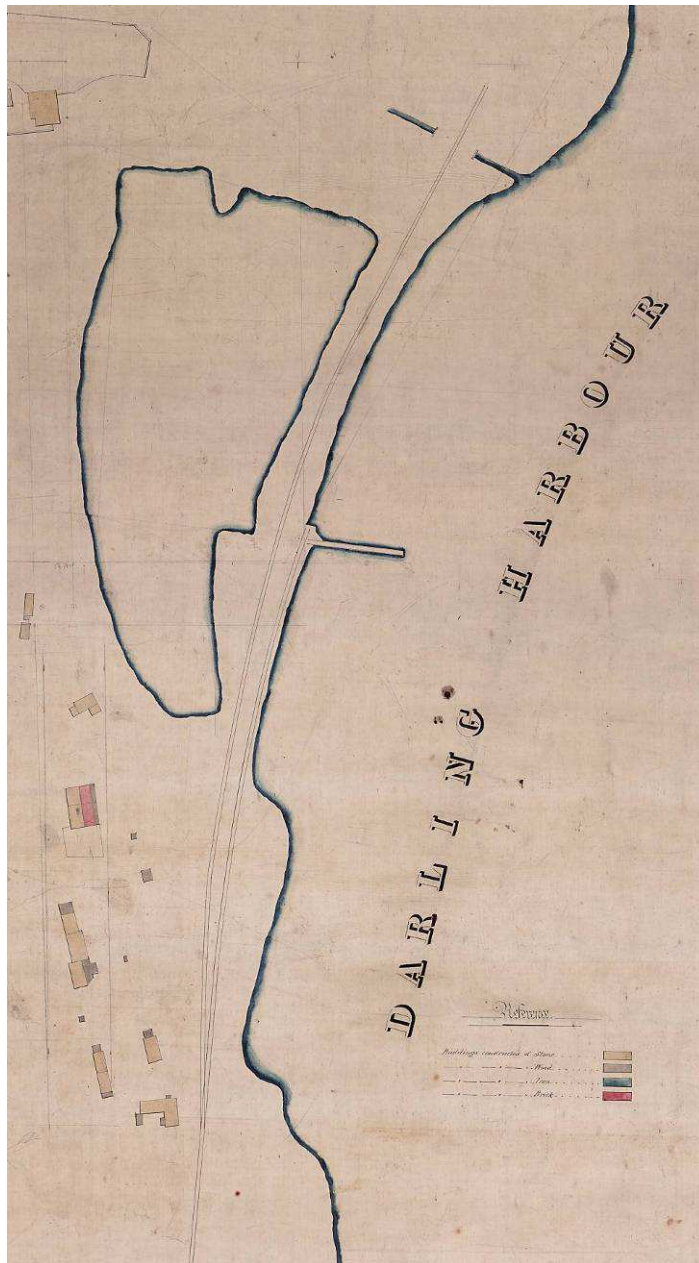


Figure 6 Portion of an 1865 survey showing the extent of the railway line on the western side of Darling Harbour.

Source: City of Sydney Archives, Trigonometric Survey of the City of Sydney, Section W1, 1865.

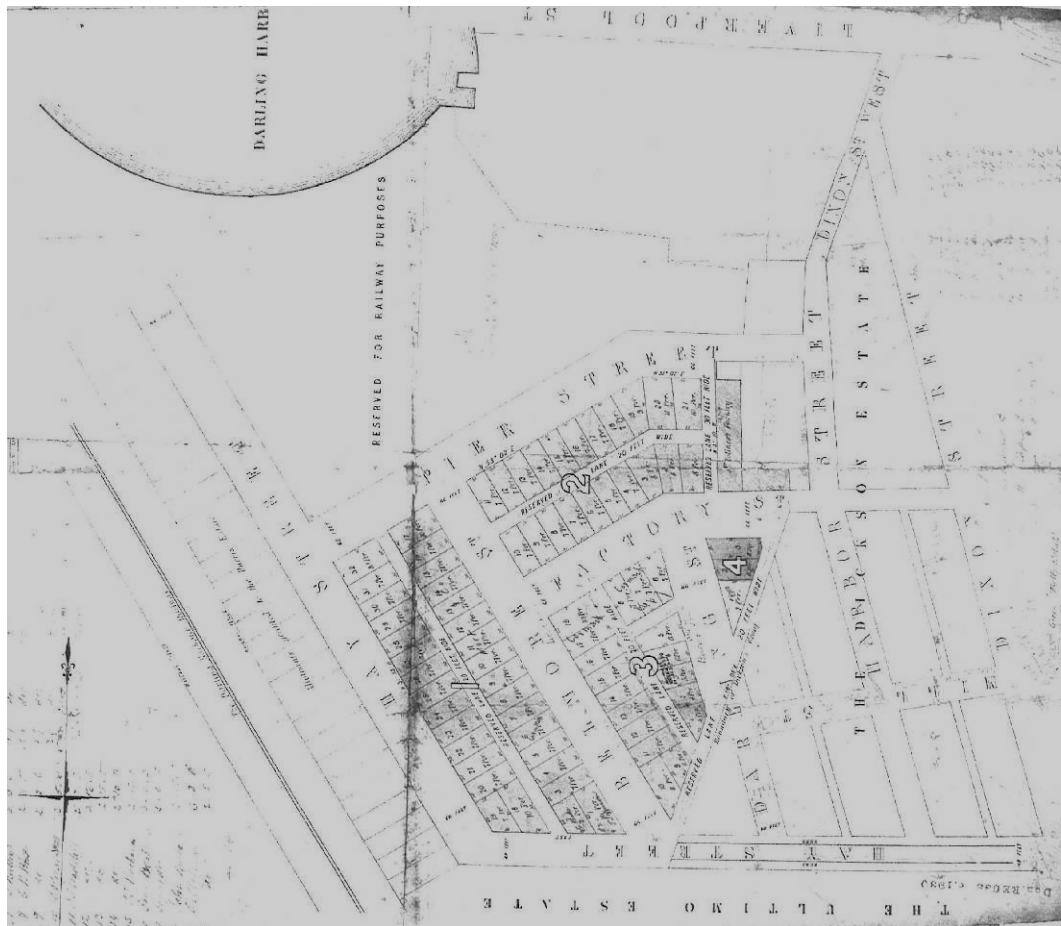


Figure 7 Portion of a drawing describing the subdivision of reclaimed land at the head of Darling Harbour, 1870. Land is reserved for railway purposes. The reclaimed land is presently the site of the Entertainment Centre and adjacent carpark.
Source: State Library of NSW, ZM2 811/1870/1A.

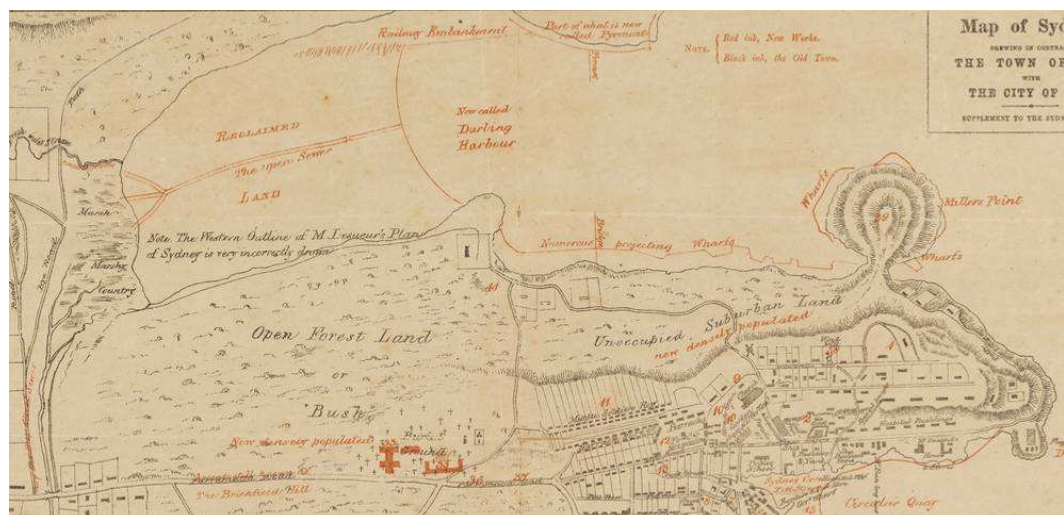


Figure 8 Norman Selfe's 1873 overlay imposed on Leseur's plan of 1802 showing the extent of reclamation at the southern end of Darling Harbour.
Source: State Library of NSW, Map of Sydney shewing in contrast the town of 1802 with the city of 1873.

The first Pyrmont Bridge opened in March 1858 and a railway terminus allowing goods carried across the bridge to be transported by rail was proposed. However, disputes between the Pyrmont Bridge Company and decline in export activity on Darling Harbour effectively blocked the proposal.

However, there was little development following the opening of the Darling Harbour goods line until the 1870s, after which the Darling Harbour goods yards became the centre of Sydney's railway freight network. This coincided with the growth of the wool industry and construction of wool stores above the western shoreline of Darling Harbour. Funding to extend the Darling Harbour railway line to deep water had been allocated in estimates presented to the Legislative Assembly in 1864.² Then, in the first quarter of 1869 the colonial parliament sanctioned the construction of a railway wharf at the head of Darling Harbour to facilitate the movement of goods from Darling Harbour to Redfern – at that time the nearest wharf was about 1 mile from the railway line. It was recognised that produce from the central west and south western parts of the colony should be transported to Sydney by rail. A tender was accepted early in 1870 and construction of the semi-circular wharf was finally completed in 1876, although it was in use from 1874. The wharf was intended to serve larger steam ships, which required deeper water.

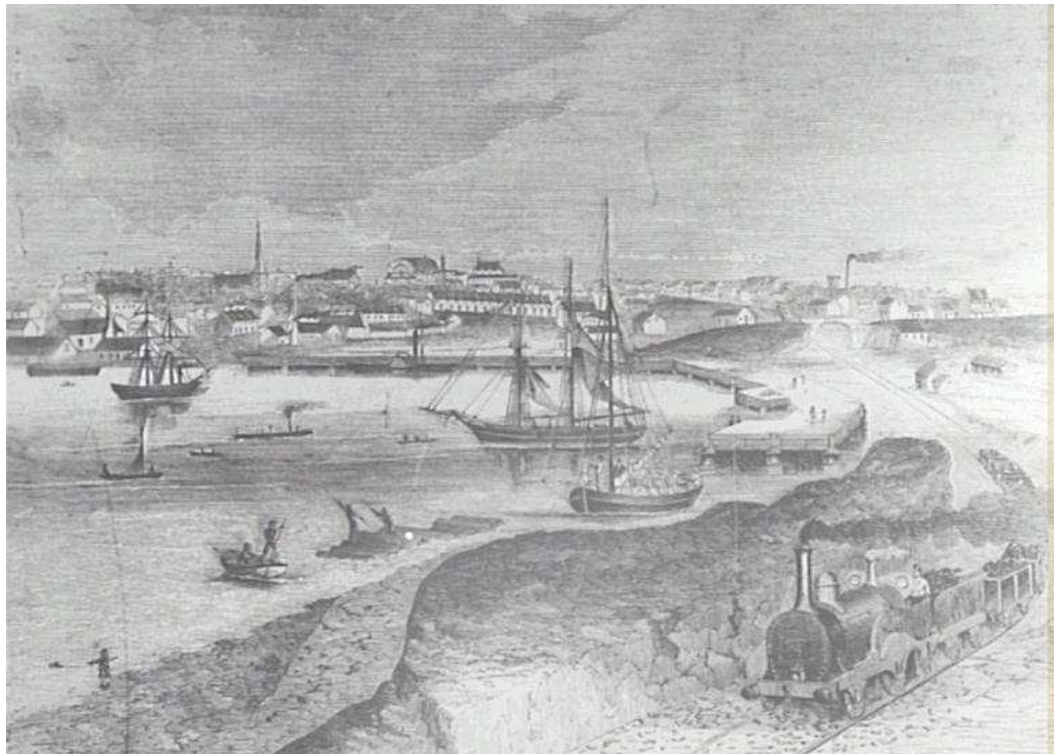


Figure 9 Engraving of the Iron Wharf that was reproduced on the front cover of the *Illustrated Sydney News*, 30 January 1874.

Source: City of Sydney Archives CRS 1819.

Work commenced on the extension of the goods line to Darling Island and establishment of the Darling Harbour Goods Yard in 1874. The Goods Yard was fully operational by 1878. Initially most traffic consisted of firewood, hay and chaff for use in Sydney. However, the first load of wool was delivered to it in November 1878. As the focus of the wool trade shifted from London to Sydney and other major Australian cities local sales rose dramatically.

² John Gunn, *Along Parallel Lines: a history of the Railways of New South Wales*, p.92.

2.4 Consolidation

In 1881 the colonial government carried a proposal for extending the Darling Harbour line along the western side of Darling Harbour to deep water and resumed about 5 hectares of land for wharfage and stores.³

By 1882 Sydney was linked by rail to Albury, Hay and Dubbo, and after the completion of the Hawkesbury River Bridge in 1889 with the Queensland border. By that time all the major primary production regions of New South Wales had been connected with Sydney, and therefore with the Darling Harbour goods line. As might be expected, the Darling Harbour Goods Yard expanded throughout the 1880s and 1890s, relieving the Redfern railway yards. Some major facilities were constructed as industrial developments saw Darling Harbour emerge as an important intercolonial and international transport and manufacturing centre.

One such facility was a refrigerated meat market, a response to the export trade established by businessman Thomas Sutcliffe Mort, who established an abattoir and chilling works at Bowenfels in 1875, transporting the meat by rail to Darling Harbour in refrigerated wagons. He established his NSW Fresh Frozen Food and Ice Company on what is now the site of the Chinese Gardens at the same time. The refrigerated meat market was designed by A G Kenway, superintendent of the Glebe abattoirs, and was completed at the beginning of 1887. It was located on the western side of Darling Harbour in the vicinity of Goldsbrough Mort's large woolstore and close to the railway lines. It was intended to house Sydney's daily meat supply. A large engine and boiler house were erected nearby to supply power to the market.⁴ Livestock was also brought to Darling Harbour by rail for export. An 1888 map of the site indicates animal pens located within and adjacent to the study area south of Thomas Street.

Sydney's first hydraulic pumping station, just outside the study area, was constructed between 1889 and 1891 by the Sydney and Suburban Hydraulic Power Company, the facility was officially opened on 26 August 1891⁵. The pumping station provided power for passenger and goods lifts, cranes, capstans for drawing wagons, railway traversers, wool presses, driving ventilation fans and various other devices. The goods yard was an obvious beneficiary.

The Darling Harbour Goods Yard extended northwards in the 1890s following the government's acquisition of Darling Island in April 1889. In 1891 a large forwarding shed, fitted with the latest hydraulic cranes and appliances was completed on what had been the Darling Harbour produce saleyard. Not far away was a massive shed for receiving wool, a 320 metre long by 21 metre wide "boomerang" with enough capacity to hold 120 railway wagons loaded with 4,000 bales of wool. Near the wool shed and south of Pyrmont Bridge 335 metre long wharf was constructed to facilitate unloading of goods from ship to rail for transportation to country districts. Electric lighting was installed in the forwarding shed and the expansive open areas of the Goods Yard.⁶

During the 1880s Goldsbrough & Co built a woolstore near the railway on the corner of Fig and Pyrmont Streets. Other concerns erected woolstores in the following decades, all conveniently located close by the railway. The Ultimo Power House was built in 1898-99 close to the railway line.

³ "1881", *Sydney Morning Herald*, 31 December 1881, p.5.

⁴ "The New Meat Market at Darling Harbour", *Sydney Morning Herald*, 26 January 1887, p.3.

⁵

⁶ "The Development of the Railways", *Sydney Morning Herald*, 1 August 1891, p.7.



Figure 10 Wool train at Darling Harbour, circa 1885-1895
Source: National Library of Australia, nla.pic-an23378106-v

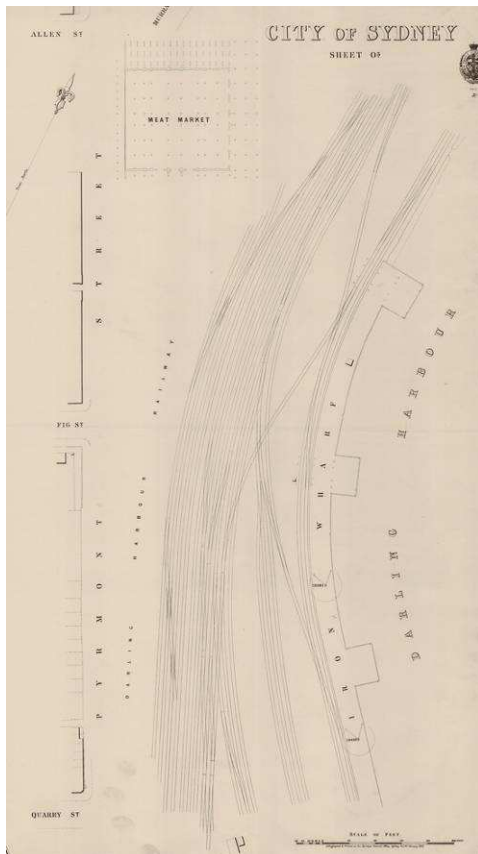


Figure 11 Development on the western side of Darling Harbour in 1888 (left) and 1892 (right).
Source: State Library of NSW – NSW Department of Lands Metropolitan Detail Series Sheet O3, 1888 and 1892.

Following the Government resumptions after 1901 and subsequent wharfage developments at Jones Bay and Darling Island, the railway and associated infrastructure expanded. Between 1903 and 1908 a wheat store, coal handling plant and feeder sidings were constructed. By 1908, goods traffic on the line to Darling Harbour and the neighbouring suburban lines had become excessive, with 592 wagons arriving each day and 512 being dispatched, so, during the following decade an additional goods line was constructed to connect Darling Harbour and Rozelle. The purpose of the line was to assist in separating the Darling Harbour goods service from the main suburban lines. It was part of an overall upgrading of Sydney's goods railway lines at this period.

By the 1910s Darling Harbour south of Pyrmont Bridge was becoming too shallow for large vessels and was largely reclaimed in the 1920s using fill from Sydney's underground railway excavation. About 23 acres were reclaimed and the Iron Wharf was demolished and operations concentrated further to the north. By this time the subject site had become the location of rail lines with no need for buildings associated with the loading or unloading of goods. Thus it was to remain for the rest of the active life of the goods line.

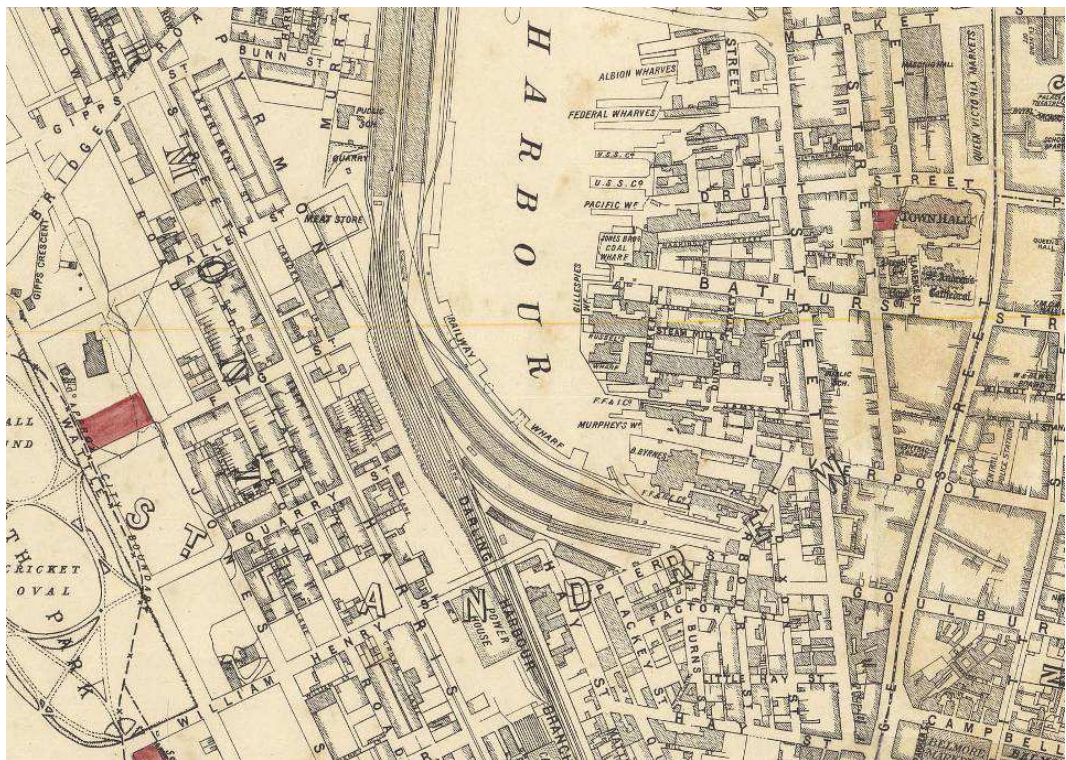


Figure 12 Development at Darling Harbour is recorded on this 1903 map of the City of Sydney.
Source: City of Sydney Archives

A double tier goods shed was put into service at the beginning of January 1923. It was "said to comprise one of the most up-to-date railway goods handling depots in the world, and it is expected to meet the requirements of the State for some considerable time. ... The shed has both a top and bottom deck, with double lines of railway on either side, and is fully equipped with the most up-to date goods handling appliances."⁷ During the 1930s a new Vegetable Market building was erected on what

⁷ "New Goods Shed. Darling Harbour", Sydney Morning Herald, 29 December 1922, p.6.

is now the site of the Entertainment Centre in 1936, while an Inward Goods Building was constructed circa 1943.

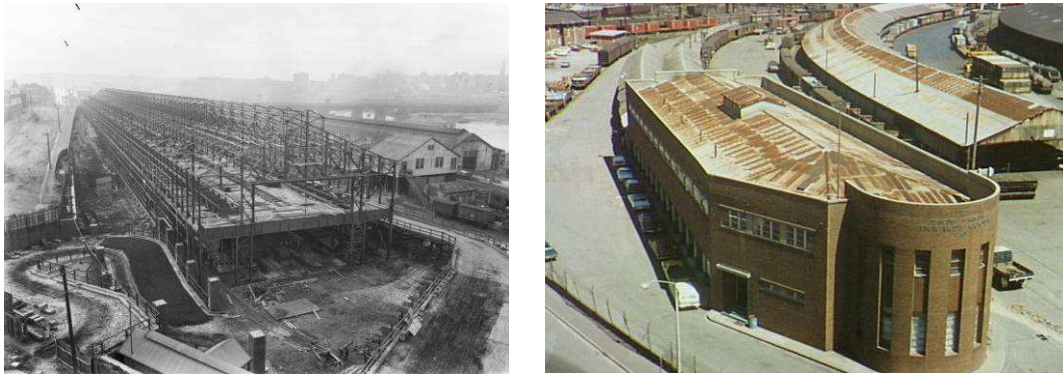


Figure 13 Initiatives from the interwar period: the double tier goods shed under construction in 1922 (left) and the Inward Goods Handling Building.
Source: National Library of Australia; City of Sydney Archives.



Figure 14 Aerial photograph of Darling Harbour Goods Yard, 1949
Source: City of Sydney Archives.

2.5 Darling Harbour Redevelopment

By the 1960s many of the woolstores and other port functions were moving out of Sydney. Road transport was often less expensive than rail for moving goods so the functions of the railway significantly decreased. Finally in the 1980s the Darling Harbour Redevelopment spelt out the final chapter of the Darling Harbour goods yards, which were demolished and redeveloped in 1985-88. Trains have not generally used the Ultimo railway line since the 1980s – the last train loaded with freight left Darling Harbour at the end of October 1984 - with the exception of occasional use to bring steam engines to the siding at the Powerhouse Museum.

To the south construction of the Sydney Entertainment Centre commenced in July 1979. The doors were opened to the public on 1 May 1983. The building was designed by Edwards Madigan Torzillo & Briggs.

In the 1990s the line north of Hay Street was utilised for the light railway through Pyrmont, accessed from Hay Street, and thus continuing the traditional use of this corridor.



Figure 15 The Goods Yard in 1984 – looking south along the Darling Harbour Rail Corridor (left) and the last loaded goods train to leave Darling Harbour, in October 1984.

Source: State Library of NSW

The redevelopment of the railway yards at Darling Harbour was only one of a number of projects undertaken under the auspices of the State Government in the years leading up to the Bicentennial of European settlement in New South Wales in 1988. A vast program of works within the City of Sydney and its environs were initiated by government and private instrumentalities. A number of prominent and influential architects were involved in these projects, which included major civic improvements to three precincts – Macquarie Street, Circular Quay and the western side of Darling Harbour. Other projects included the Powerhouse Museum, Sydney Aquarium, the Overseas Passenger Terminal at Circular Quay and Sydney Football Stadium.

The Darling Harbour development of the 1980s has been termed “possibly the most controversial urban project in our short history”.⁸ Nevertheless it can be related to an international context, as during the 1980s cities around the world were undertaking rehabilitation of inner city precincts that combined residential, recreational and commercial uses. Major waterfront developments were undertaken in Europe and North America. Amongst the most spectacular were Docklands in London and Battery Park City in New York, both of which were undertaken as private rather than public initiatives. Others

⁸ Roger Pegrum, “From Yulara to Darling Harbour”, *Australian Architects: Philip Cox, Richardson, Taylor and Partners* (2nd edition, Manuka, 1988), p.56.

included South Street Seaport in New York, the development of the Boston Waterfront, Granville Island in Vancouver and Harbour Place in Baltimore. A great deal of this development was promoted by governments.

In 1971 the City of Sydney proposed to turn Darling Harbour into a recreational and residential precinct. By 1982 a management plan prepared by the Department of Environment and Planning was endorsed as a statement of Government intent, which was followed by a study undertaken by the Premier's department and Department of Environment and Planning in 1983.⁹ It has been suggested that the notion of developing Darling Harbour as a tourist and recreation project allied to the Bicentennial originated towards the end of 1983 with Premier Neville Wran, with the possible influence of architect Neville Gruzman, then Professor of Architecture at the University of New South Wales. There may also have been some incentive from property developers acquiring disused buildings to the immediate west with a view to revitalisation¹⁰ Both State and Federal Governments also saw an opportunity to redevelop Darling Harbour as a World Expo site, which proved to be a catalyst for development.



Figure 16 Model of unrealised scheme for Darling Harbour, circa 1982.
Source: State Library of NSW.

In the event the Expo ended up in Brisbane but the redevelopment of Darling Harbour was handed over to the Darling Harbour Authority (1984-2000). According to archaeologist Wayne Johnson,

“At the end of 1982 a development plan was prepared by the Department of Planning, endorsed by the NSW Government and announced on 1 May 1984. This effectively

⁹ Barry Young, “Darling Harbour: A New City Precinct” in G P Webber (editor), *The Design of Sydney: three decades of change in the city centre* (Sydney, 1988), p.193.

¹⁰ Margo Huxley and Kate Kerkin, “What Price The Bicentennial? A Political Economy of Darling Harbour”, *Transition*, Spring 1988, p.58.

gave Darling Harbour Authority, the new body formed to deliver the project, less than four years to complete the redevelopment.”¹¹

The scheme was intended to embrace a rich array of attractions: a high technology family entertainment Discovery Village; an aquarium; a hotel/casino complex; Exhibition Centre; Convention Centre; Harbourside Festival Retail Marketplace; waterfront promenade; and parks and gardens. It was also intended to incorporate a maritime museum and the Powerhouse Museum, and was to be entirely publicly funded. An Act to establish the Darling Harbour Authority was enacted by September 1984 and the Authority was fully operational by the end of the year. It was made exempt from development control legislation involving state and local government agencies to save time. Possible heritage impediments were removed by excluding provisions of the NSW Heritage Act from the Darling Harbour Act.¹² In December 1984 Premier Wran announced the Government’s decision to redevelop Darling Harbour as the State’s major contribution to the 1988 Bicentennial.



Figure 17 Works in progress – the Entertainment Centre is complete but demolition for the northern section of the project has not commenced.
Source: City of Sydney Archives, SRC 2236. The photograph is dated 26 June 1983.

¹¹ Wayne Johnson, Roger Parris and Aedeen Cremin (editor), *A History of Sydney’s Darling Harbour* (Sydney, 2008), p.123.

¹² Young, pp.193, 195.

The architectural firm McConnel Smith & Johnson (MSJ Group) were responsible for overall design direction and development control. The design of the buildings, which were based on approved design concepts passed to the contractor for implementation, was driven by the demands of the construction program – construction deadlines were given precedence. Basic principles were established. For instance, in the case of the Exhibition Hall the footprint of the building was determined to enable other aspects of the project to proceed. The building itself “was envisaged as a series of halls staggered in plan and terraced in section to break down the visual bulk of this enormous building and help ensure a sympathetic relationship with the adjacent park environment.”¹³ The outcome was thus directed from the beginning. The complex has American inspiration, perhaps most obviously seen in the precedent of Baltimore’s Harbour Place reflected in the Festival Marketplace.¹⁴

The Darling Harbour development as initially built comprised:

- The Sydney Exhibition Centre, designed by Philip Cox, Richardson, Taylor & Partners Pty Ltd ;
- The Convention Centre, designed by John Andrews International;
- Sydney Entertainment Centre, designed by Edwards Madigan Torzillo & Briggs;
- Harbourside, designed by RTKL Associates and Clarke Perry Blackmore;
- Tumbalong Park; and
- The Chinese Garden of Friendship.

On Australia Day, 26 January 1988 Darling Harbour played host to a fleet of international Tall Ships, most of which participated in the First Fleet re-enactment. In the following six weeks over two million visitors flocked to Darling Harbour. The Darling Harbour Development was officially opened by Her Majesty the Queen on 4 May 1988. Then the Queen and Duke of Edinburgh inspected the First State ’88 Exhibition and attended a banquet with 1,500 guests in the Convention Centre.

The 1988 redevelopment incorporated a water feature known as the “Urban Stream” designed by McConnel Smith & Johnson in Tumbalong Park and in the waterfront promenade noted fountain designer Robert Woodward’s saucer-shaped inwardly spiralling rippling cascades on stepped black granite (called Darling Harbour Bowl by Woodward). This “Water Feature” is bounded by the Sydney Convention Centre to the West, the Western Distributor to the south and Cockle Bay to the east.

¹³ Young, pp196-197

¹⁴ Karen Burns, *Seeing the Sites: Sydney’s Darling Harbour, Transition*, Spring 1988, p.67.



Figure 18 Sydney Exhibition Centre.
Source: *Cox Architects: selected and current works*, p.14.



Figure 19 Sydney Convention Centre.
Source TKD Architects, July 2012.



Figure 20 Sydney Entertainment Centre.
Source: City of Sydney Archives, CRS 422/1/654. The photograph is dated 25 January 1984.

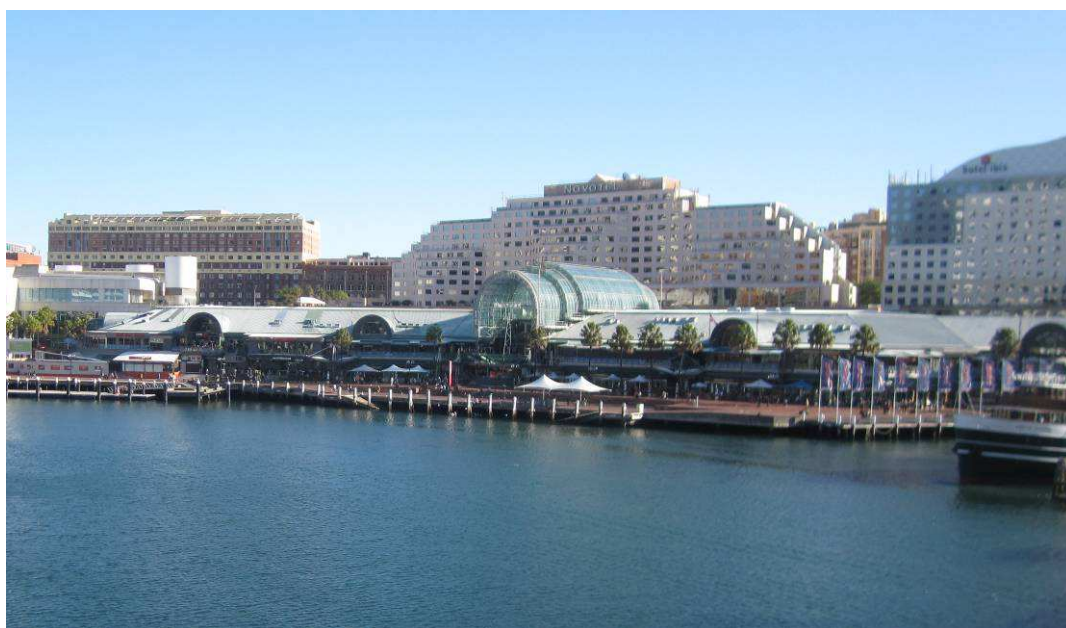


Figure 21 Harbourside (the Festival Marketplace).
Source: TKD Architects, July 2012.

3 HERITAGE SIGNIFICANCE

With the exception of the Carousel and the Chinese Garden of Friendship, there are no listed heritage items within the area of the 1980s development of Darling Harbour. Only the Carousel and two European archaeological sites occur within the subject development site.

The Statements of Significance in the following sections have been extracted from the State Heritage Register Database or State Heritage Inventory Database entries as applicable to each item.

3.1 Chinese Garden of Friendship, Day and Pier Streets



Statement of Significance

The Chinese Garden of Friendship celebrates the sister state relationship between the people of Guangdong province and the people of NSW. It was a gift for the celebrations of Australia's Bicentennial and maintains a cultural and visual link with Chinatown. As such it is an important cultural site for the Chinese community, who's association with the area extends until before the 1870s. It is also an important cultural and leisure site for the wider community and international visitors. The Chinese Garden has landmark qualities as an authentic Chinese Garden which was a co-operative effort between the Guangdong Province of the People's Republic of China and the New South Wales Government. Archaeological deposits from the former Freezing and Refrigeration works may be undisturbed under the garden. Historically this site is significant as the development of refrigeration and freezing occurred here. This had a profound effect on the eating habits and health of the city and the nation. Large quantities of frozen meat were shipped from the site to Britain, an important export industry. The site had an effect on the development of the pastoral industry, especially the dairy and meat industry. The Chinese Garden has been constructed over the site of the NSW Fresh Food and Ice Co, but as the disturbance to the ground is minimal there may be large archaeological deposits still extant. The site offers research potential into the invention and development of refrigeration and freezing technology in Australia.

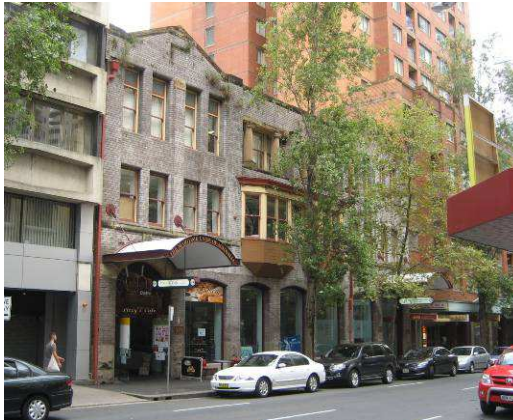
3.2 Commerce Building, 345B Sussex Street



Statement of Significance

Commerce Buildings is a five storey commercial warehouse building in the Federation Free style and forms part of the Sussex Street warehouse precinct. The building has medium historic significance for its ability to reflect the importance of this part of the city as an industrial area. It has aesthetic significance due to the high level of exterior and interior detailing in particular the arched parapets and decorative brickwork.

3.3 Commerce House, 365-375 Sussex Street



Statement of Significance

365 - 375 Sussex Street is a good representative example of Federation Warehouse building which has been successfully and sensitively adapted for a new use. The building has some aesthetic significance for its strong facade design to Sussex St which is one of the more significant buildings in that section of the street, including the nearby Trades Hall Building. It has some historical significance for its association with produce and dairy production, once a key industry on the outskirts of the city. Medium Significance: Sussex Street façade dating to c1911.

3.4 Darling Harbour Rail Corridor



Statement of Significance

The Darling Harbour goods line was part of the first railway opened in New South Wales in 1855, the current corridor corresponds with that purchased from the Harris family in 1853 for this purpose. It therefore has a high degree of significance as a place. The Ultimo Road Bridge is believed to be constructed in the 1850s, and is therefore one of the only remaining features of the original railway which joined Darling Harbour and Granville (Parramatta Junction) in 1855. The siting of the railway along what was the edge of Darling Harbour strongly influenced the development of Pyrmont and Ultimo. Because of it, wool stores, engineering works and other industries were built here after the 1870s, giving this part of Ultimo its industrial, rather than residential, flavour. The site also contains two railway bridges. The Railway Square road overbridge (outside the curtilage of this listing) built in 1855 is historically significant as the oldest railway bridge to be constructed and still in use in New South Wales. It is a strong connection to the first railway construction and the original Redfern (Sydney) Station. The Ultimo railway underbridge is a mid 19th century construction with classic revival inspired cast iron columns and mid 19th century sandstock brick abutments. Both items are assessed individually as historically rare, scientifically rare, archaeologically rare and socially rare.

3.5 Darling Harbour Water Feature



Statement of Significance

The Darling Harbour Water Feature is not currently listed as a heritage item. However, the NSW Heritage Council has advised that it has agreed to include the item in the NSW State Heritage Register.

The following statement of significance for the Water Feature has been extracted from the State Heritage Register Nomination form for the Darling Harbour Water Feature:

The Darling Harbour Water Feature's importance is derived primarily from its aesthetic significance, established as an item of exemplary design for its period, receiving the Walter Burley Griffin Award of the Royal Australian Institute of Architects, and the New South Wales Chapter Civic Design Merit Awards in 1991. In 1992 it was awarded the National Civic Design prize of the Australian Institute of Landscape Architects.

The Water Feature was designed in 1987 by a notable architect, Robert Woodward, a war veteran whose career as a fountain designer was of national and international prominence.

The Darling Harbour Water Feature is of State significance as an example of outstanding fountain design representative of excellence in Australian modernist design of the mid twentieth century.

The Woodward spiral fountain is a beautiful piece of original design with its interplay of water, light and surface texture. It is both an irresistibly interactive water element and beautiful spiral sculptural form. The Woodward water feature makes a significant contribution to the urban design of Darling Harbour. It is one of a group of iconic structures and garden features at Darling Harbour associated with the 1988 Bicentenary [sic] Celebrations. It is significant for its historical and cultural values.

3.6 Exhibition Centre Precinct – Archaeological Remains – Iron Wharf

The archaeological remains are located between the end of Liverpool St and the eastern side of the Exhibition Centre.



Source: SHFA

Statement of Significance

The Iron Wharf was considered to be an engineering masterpiece at the time of its construction. Parts of the wharf still remain buried at the site and are significant archaeological remains. They have the potential to inform about early large scale iron construction. The Iron Wharf is significant as it was one of the first large scale iron constructions in the world. The construction of the wharf led to the development of Darling Harbour as the major goods centre in Sydney.

3.7 Harris Street Heritage Conservation Area



Source: City of Sydney LEP 2012 Heritage Map Sheet HER_008.

Statement of Significance

The area represents and demonstrates two of the key period layers for the development of Ultimo/Pymont as a direct result of the Harris and Macarthur Estates, and later Federation industrial development. It is a good example of mid to late Victorian residential and commercial development with Federation era industrial infill development.

Heritage Items within the Conservation Area

There are several heritage items in the Conservation Area that have the potential to be impacted on by the proposed development. They include:

- 578-606 Harris Street;
- 608-614 Harris Street;
- 597-607 Harris Street;
- 629-637 Harris Street;
- 77-79 Macarthur Street.



578-606 Harris Street.



608-614 Harris Street

Statement of Significance for 578-606 Harris Street

The buildings date from one of the key period of layers for the development of Ultimo/Pymont as a direct result of subdivision of the Harris and Macarthur Estates. 578 Harris Street is a good example of a late Victorian commercial building. 580-600 Harris Street is a good example and one of the largest mid Victorian terrace groups in the area. 602-606 Harris Street is a good example of a Federation terrace. All buildings in the group make a positive contribution to the streetscape.

Statement of Significance for 608-614 Harris Street

The building dates from one of the key period of layers for the development of Ultimo/Pymont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a Federation warehouse which makes a positive contribution to the streetscape.



597-607 Harris Street.



629-637 Harris Street

Statement of Significance for 597-607 Harris Street

The building dates from one of the key period of layers for the development of Ultimo/Pymont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a mid Victorian terrace group and corner shop on a prominent corner site which makes a positive contribution to the streetscape.

Statement of Significance for 629-637 Harris Street

The buildings date from one of the key period of layers for the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. They are good examples of mid Victorian terraces which make a positive contribution to the streetscape.

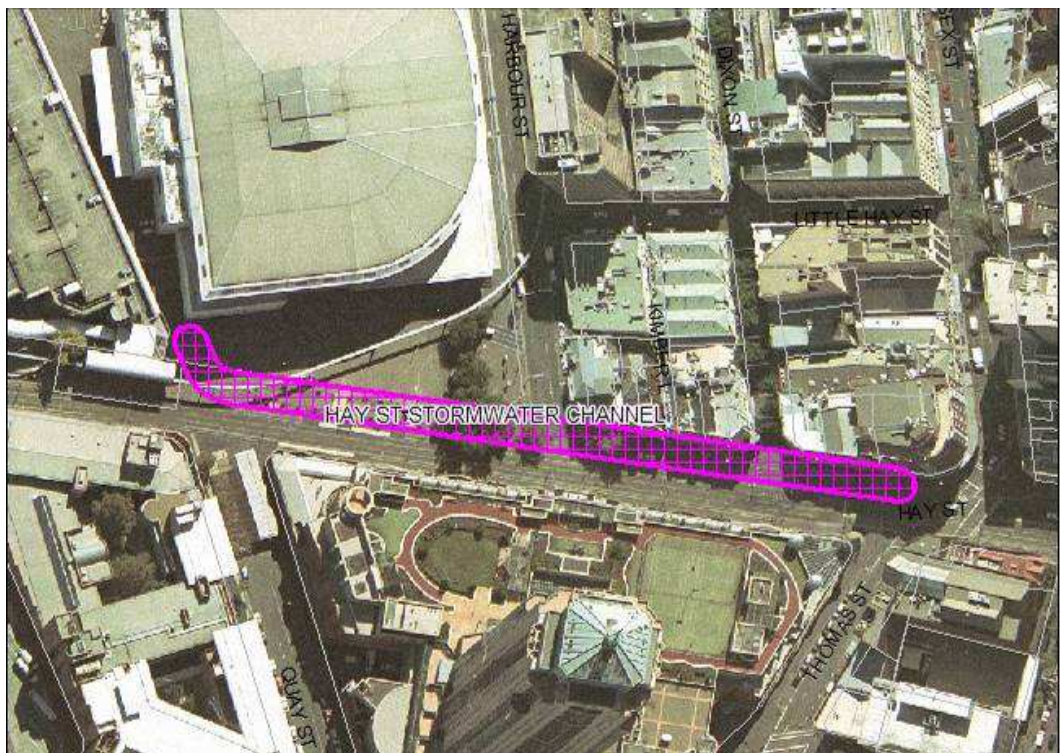


77-79 Macarthur Street.

Statement of Significance for 77-79 Macarthur Street

The building dates from one of the key period of layers for the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a late Victorian terrace/commercial building/hotel/church complex which makes a positive contribution to the streetscape.

3.8 Hay Street Stormwater Channel (Hay Lackey Drain)



Source: Sydney Water.

Statement of Significance

The Hay Street stormwater system is highly significant as it was one of the first five original combined sewers constructed in Sydney around the 1860 period. The other four sewers were; Blackwattle Bay (SHI 4570535), Woolloomooloo (SHI 4570813), Tank Stream (SHI 4573709) and Bennelong (SHI4570854). These five sewers were responsible for greatly improving public health by diverting stormwater and sewage off the streets and discharging it out into the city's Harbour. The five sewers are the first examples of sewerage and drainage services to be built in Sydney, and potentially Australia. The subsequent construction of the BOOS (Bondi Ocean Outfall Sewer) in 1889 and the connection of the Hay Street system in 1901 diverted sewer flow from the harbour and into the ocean. Eventually the drain was used predominantly for stormwater, this further improved public health, hygiene and living standards for the city's residents. The channel is of technological significance as it provides an excellent example of the engineering and construction techniques of the late 1800's and of the city's early infrastructure. The numerous extensions and modifications made throughout the years provide an archaeological record of the advancements made in drainage construction techniques. The operational curtilage for Hay Street SWC includes all original fabric and archaeological evidence including, but not limited to the channel bed, walls and coping. There is no visual curtilage associated with this structure as it is located predominantly underground. ...

3.9 Hydraulic Pumping Station No. 1



Statement of Significance

Hydraulic Pumping Station No.1 played a pivotal role in the industrial, commercial and architectural development of Sydney. As the city's first and major public provider of hydraulic power, it has strong historical associations with many prominent buildings and firms. The elegant structure of the remaining building is one of the very few industrial landmarks remaining in this part of the city.

3.10 Market City (facade of former Paddy's Markets)



Statement of Significance

Market City ("Paddy's Market") and site is considered to be of heritage significance for its historical and social values. The site and facades of the buildings are also significant for their contribution to the Sydney Markets Group and the Haymarket Conservation Area, both listed in the National Estate. The site is significant in the evolution and pattern of the history of NSW. Paddy's Markets stands on early reclaimed land and was part of Surgeon John Harris's Ultimo Estate. The precinct is significant as an area of early industrialisation, with some of the first steam machinery in Australia installed in mills previously on the site. The buildings have been associated with markets in Sydney since 1840 and are associated with the Queen Victoria Building in a larger network of markets in the Sydney area. The area continues its historic busy market like atmosphere of social significance to the Sydney community. They are also associated with Sydney's Chinatown and are an important cultural centre which demonstrates the growth of the Chinese community in Sydney from about 1870. Note: This listing is solely intended for the preservation of the surviving form and fabric of the original 1909-10 building and is not intended to cover the post-1990s development of the site.

3.11 Pier Street Precinct Archaeological Remains

The area of the remains is bounded by Hay, Harbour, Pier Sts and Merino Boulevard, Darling Harbour.



Source: SHFA.

Statement of Significance

Little Pier Street Precinct displays historical significance, firstly, due to being part of Dickson's Steam Mill Complex, which included Australia's first Steam Engine and marked the arrival of industrial technology. Little Pier Street Precinct also saw the establishment of Australia's first salting works, which introduced innovative industrial and commercial enterprise. Aesthetically, the site contains sub surface structural features such as; walls, floors and boiler foundations. Socially, Little Pier Street Precinct has become a place of high social value as an archaeological site, which contains physical evidence directly related to well known events in Australia's history. The presence of actual relics has increased the interpretative potential of the site

3.12 Powerhouse Museum



Statement of Significance

The building dates from one of the key period of layers for the development of Ultimo as a direct result of subdivision of the Harris and Macarthur Estates and industrial redevelopment of the area at the turn of the century. The building is also significant for its association with the Sydney tram network. It is a good example of a Federation industrial building which makes a positive contribution to the streetscape.

3.13 Pyrmont Bridge



Archival image source: City of Sydney Archives, SRC10604.

Statement of Significance

Pyrmont Bridge is an item of State heritage significance for its aesthetic, historical and scientific cultural values. An essential link between the city and the inner western suburbs, Pyrmont Bridge is

closely associated with the economic and social development of Sydney at the end of the 19th century. Pyrmont Bridge is closely associated with Percy Allen, PWD Engineer-in-Chief of bridge design, who was responsible for the introduction of American timber bridge practice to NSW and designed over 500 bridges in NSW. The quality of the carved stonework of the piers and portals added to the aesthetic appeal of the bridge. At the time of construction the swing span of Pyrmont Bridge was one of the largest in the world. It was one of the first swing bridges to be powered by electricity. The timber approach spans demonstrate a rare example of deck type Allan trusses; there being no other known example. The bridge's Australian design and technological innovation was a source of pride for the people of NSW. Despite the demolition of the eastern approach to the bridge and the construction of the mono-rail track, Pyrmont Bridge retains its essential heritage values.

Sewage Pumping Station 1



Statement of Significance

SP001 is of historic, aesthetic and technical/research significance. Historically it was part of an original network of twenty sewage pumping stations constructed in Sydney at the end of the 19th century. The station was a key component of this network, being the largest and controlling station for the performance of the other first generation stations. The station is also historically significant for its associations with the Bondi Ocean Outfall Sewer (BOOS) which was Sydney's first ocean outfall. The construction of SP001 and the BOOS (ten years earlier) formed a part of the major advance in the protection of the public health of Sydney by ending the discharge of sewage into the Harbour. They were built as a direct response to the outbreaks of Enteric Fever (Typhoid) which plagued Sydney from the 1870s to 1890s and the recommendations of the Sydney City and Suburban Health Board (which was established by the Government in 1875 to report on the best means of sewage disposal) which proposed the establishment of outfall sewers. Aesthetically it is an excellent example of a substantial and prominent industrial building designed in the Federation Free Style which due to its scale, colour, texture and location has considerable streetscape value. In its surviving fabric SP0001 provides evidence of technical excellence in traditional construction techniques and craftsmanship, such as the stone dressings around the entrance openings. Technically, the underground areas of the station are significant, being an early example of the use of reinforced concrete usage within Australia. It has educational potential in revealing the development of sewage pumping engineering works and architectural taste in a period when utilitarian buildings were given as much careful attention as public buildings. It is also technically significant for its continual use as a low level sewage pumping station as originally designed and constructed, albeit with mechanical and electrical upgrading. Originally it was supplied with direct current from the nearby Tramway's Department Powerhouse.

3.14 Street facades, former Post Office Stores, 64 Harbour Street



The building was originally known as the John Bridge wool store.

Statement of Significance

The former John Bridge woolstore has historic significance for its association with John Bridge & Co, one of the leading wool and grain businesses for which it was built. Now part of the Furama Hotel, it is a rare example of a large fine Victorian period woolstore beautifully built in polychrome brickwork. It is a superbly-scaled element in the streetscape. It is representative of a period of development which saw many warehouses constructed around the piers, wharves and goods railway sidings of Darling Harbour. The small display section of cruciform cast-iron structure retained from the original structure has scientific significance.

3.15 Sydney Trades Hall, 4-10 Goulburn Street



Statement of Significance

The Sydney Trades Hall is important as one of the first and continuing headquarters of much of the New South Wales Trade Union Movement. It is a fitting reminder of an important part of Australia's history which was to be followed by many western countries based on Australian experience. The birth of the Labour Party may be traced to Trades Hall leaders. The building's design is by one of Australia's first native born architects, John Smedley. Its composed facades and tower contribute to the Haymarket area by retaining a nineteenth century character and provide a dominant landmark. The Trades Hall was held in high esteem by the working community and this was reinforced by Mr Jacob Gerrard's address at the official opening day. The subsequent rapid growth of the trade Union Movement earlier this century saw the original building enlarged considerably to accommodate its

needs. Original records of meetings and other historical events in the life of the Trade Union Movement have been collected and are kept in the original library and banner room. (Daybreak Architects)

3.16 The Carousel



Source of image at left: http://praiserating.com.au/display_city_images.php?id=42&city_id=1, accessed 31 January 2013.

Statement of Significance

The Darling Harbour Carousel is a rare, complete and intact example of an Edwardian carousel, and is representative of a wider variety of similar machines. The Darling Harbour Carousel retains its steam engine and original workings, and demonstrates the methods of construction and operation that are associated with the "golden age" of carousels (1890s and 1920s). Its rich decorations are entertainingly attractive and form both an expression of traditional fairground architecture and an exposition of the popular idiom, appropriately demonstrating on-going adaptation to times and places. The Darling Harbour Carousel has been part of Sydney's cultural life for most of the twentieth century, associated with many major cultural festivals and events, and has travelled throughout much of NSW as a central entertainment of the important agricultural shows and fairs. It continues to entertain children and adults alike in its present location as part of a major tourist locality in Sydney. [source: Godden Mackay Heritage Consultants, April 1997].

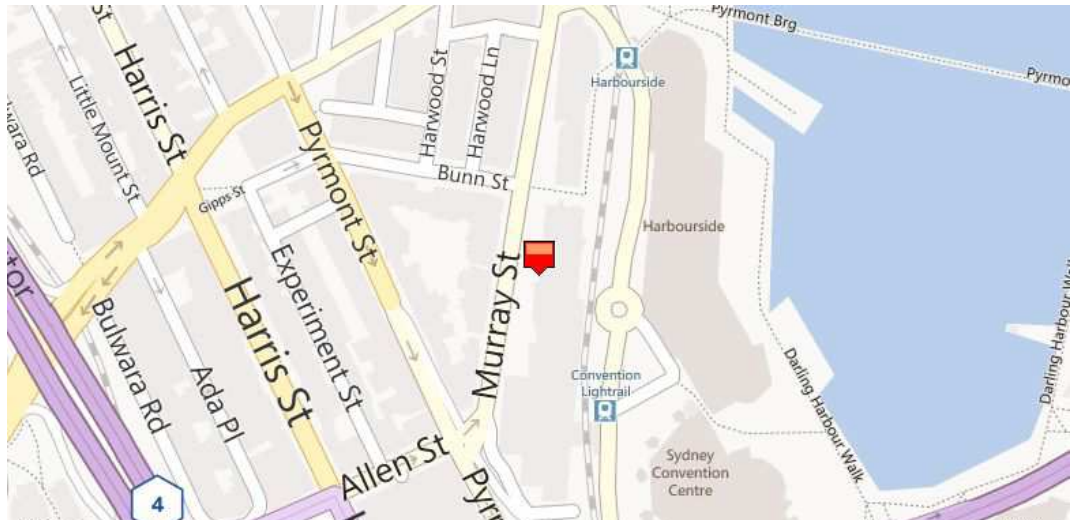
3.17 Ultimo Post Office



Statement of Significance

The building dates from one of the key period of layers for the development of Ultimo/Pymont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a Federation Post Office on a prominent corner site which makes a positive contribution to the streetscape.

3.18 Water Cooling System and Manifold



Source: SHFA

Statement of Significance

The water cooling system and manifold was an integral component of the operating system of the Power Station. The former Ultimo Power Station, (now the Powerhouse Museum) dating from 1899, is historically significant for being the original generating station for the supply of electricity to power the electric tramway network throughout Sydney. It was also one of the largest and most important generating stations in NSW for many years and has associations with the electrification of the suburban railway system and with the general reticulation of electrical power. The station also played a major part in the development of the Ultimo/Pymont area.

4 ASSESSMENT OF HERITAGE IMPACT: PPP COMPONENT

4.1 NSW Heritage Branch Model Questions

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

Demolition of a building or structure	x
Minor partial demolition	x
Major partial demolition	x
Change of use	x
Minor additions	x
Major additions	x
New development adjacent to a heritage item	✓
Subdivision	x
Repainting	x
Re-roofing/re-cladding	x
New services	x
Fire upgrading	x
New landscape works and features	x
Tree removal or replacement	x
New signage	x

New development adjacent to a heritage item

Question: How is the impact of the new development on the heritage significance of the item or area to be minimised?

Response: Listed heritage items within the development site are confined to two archaeological items. Heritage impacts on the archaeological items are assessed in separate reports by Casey & Lowe. The Chinese Garden of Friendship and Carousel are located within the Darling Harbour Precinct but are outside the development site. The Darling Harbour Water Feature and sections of the Water Cooling System and Manifold are within the development site.

The Carousel may be relocated in the future from its present location beneath the M4 overpass to an open area at the northern end of the Darling Quarter Play sub-precinct. There will be no impacts on the Carousel resulting from the development, although its setting will be enhanced by new landscaping.

The Chinese Garden of Friendship is presently separated from the existing Exhibition Centre by a wide paved concourse. The proposed Theatre is sited at a distance from the Garden that is similar to the existing situation. The space between the Theatre and the Garden is to be upgraded with new landscaping works. Because the garden itself is an internally focussed item there will be no impacts on it, although the setting on its western side will be enhanced by new landscaping works.

The Darling Harbour Water Feature is to be retained and conserved. The proposed Exhibition Centre has been carefully located to provide a curtilage for the Water Feature that will give it an appropriate setting comparable to that which presently exists.

The proposed development will have no impact on the Water Cooling System and Manifold because of the location of the item relative to the development site. There are no major works that would necessitate its disturbance on this part of the site.

Several listed heritage items are close to the PPP site. They include the Darling Harbour Rail Corridor, Sewage Pumping Station, the Commerce Building, Commerce House, Pyrmont Bridge, and the Trades Hall

Impacts on the Darling Harbour Rail Corridor and the Sewage Pumping Station will be limited. Although the heights of the proposed Convention Centre, Exhibition Centre and Theatre will be greater than the existing Convention, Exhibition and Entertainment facilities, they are comparable in scale to existing development on the western side of the Rail Corridor. The loading dock associated with the Exhibition Centre will have some visual impact on the Rail Corridor because it extends over part of it. However, this is limited in extent and will not physically damage the fabric of the Corridor. Historically the Rail Corridor is understood to have been partially enclosed by large structures. It should also be noted that infrastructure associated with the monorail intrudes to a greater extent on the Rail Corridor than the structure of the proposed loading dock. The Monorail and associated infrastructure will be removed by others, offsetting the impacts of the loading dock. The Rail Corridor is also crossed by various road bridges, and pedestrian links to the Novotel on the western side of the Rail Corridor. The setting of the Rail Corridor itself will be generally enhanced and upgraded through landscaping works. Publicly accessible views, interpretation and understanding of the Rail Corridor and the Pumping Station will not be affected.

There will be no impact on the Commerce Building, Commerce House and the Trades Hall because of their distance from the proposed development.

The proposed development will have no impact on Pyrmont Bridge because of its distance from the structure.

Question: Why is the new development required to be adjacent to a heritage item?

Response: The PPP development is a comprehensive renewal of a major precinct at Darling Harbour. Heritage items associated with the overall site are an integral component of it.

Question: How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

Response: The curtilage around items within the Darling Harbour site (including the site of the PPP development) and those adjacent to it remain unchanged. All items, both on the site and adjacent to it, will retain their visual integrity and interpretation of their heritage significance will be unaffected. The setting of the items on the western side of the PPP site – the Sewage Pumping Station and the Rail Corridor – will be affected to some extent because of the bulk of new buildings. However, this is consistent in scale with historically significant development such as the Powerhouse Museum and the Goldsbrough Mort woolstore, and with recent residential development on the western side of the Rail Corridor.

Question: How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

Response: The proposed development will have no impact on views to the Chinese Garden of Friendship or the Carousel.

The proposed development will not impact on views of the Sewage Pumping Station, which is presently separated from existing development at Darling Harbour by the open space buffer formed by Darling Drive, beyond which rises the large scaled mass of the Exhibition Centre. There will be some visual impact on the Darling Harbour Rail Corridor because of the proposed loading dock associated with the Exhibition Centre, but this is limited in scope when compared with existing monorail infrastructure and its impacts will be offset by removal of the monorail infrastructure by others. Essentially the existing situation of large building forms to the east of Darling Drive will be continued.

The proposed development will not impact on views of the Commerce Building, Commerce House and the Trades Hall. This is because of their location relative to the PPP site. In the case of Commerce House and the Trades Hall they are separated from the site by intervening streets and existing development.

Question: Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

Response: archaeological impacts are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.

Question: Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

Response: The PPP development is sympathetic to the Carousel because the relationship between it and the new buildings will be similar to the relationship between it and existing buildings.

The proposed development will retain and conserve the Darling Harbour Water Feature. The location of the proposed Convention Centre relative to the fountain will be similar to that of the existing Convention Centre, thus providing an adequate visual curtilage for it, although the height of the new building will be greater than the existing.

The distance between the Chinese Garden and the Theatre will be similar to the distance that presently exists between it and the Exhibition Centre. Although the design of the new building is different to the Exhibition Centre in terms of form and scale, the setting of the Chinese Garden will be maintained.

There will be some impact on the Darling Harbour Rail Corridor because of the loading dock associated with the Exhibition Centre. However, the loading dock will not affect interpretation of the Corridor or an understanding of its heritage significance. Its simple form and curved configuration will assist in minimising its impact on the Rail Corridor.

The location of heritage items near the PPP site precludes there being visual impacts deriving from the proposed works.

Question: Will the additions visually dominate the heritage item? How has this been minimised?

Response: The proposed development will not visually dominate any heritage items within the site or adjacent to it, for the reasons outlined in responses given above. Although the Exhibition Centre loading dock will extend over a part of the Rail Corridor, it will not dominate the item, especially when compared to monorail infrastructure.

Question: Will the public, and users of the item, still be able to view and appreciate its significance?

Response: The public and users will continue to be able to view and appreciate the Chinese Garden, the Darling Harbour Water Feature and the Carousel.

The proposed development will not change views to heritage items in the vicinity of the site, nor mar public appreciation of their heritage significance.

4.2 State Environmental Planning Policy (State & Regional Development) 2011

Darling Harbour is listed in Schedule 2 of the Policy, which identifies State Significant development sites.

Land, places, buildings or structures listed on the State Heritage Register under the *Heritage Act 1977*, are identified as environmentally sensitive areas of State significance in Section 4 (h) of the Policy.

The Carousel is the only State Heritage Register-listed item in the vicinity of the development site. The NSW Heritage Council has advised its intention to include the Darling Harbour Water Feature in the State Heritage Register. Neither item will be negatively affected by the proposed development.

There will be no impact on the Carousel because of its location beneath the M4 overpass and the limited scope for development in this part of the site. Its setting will be enhanced by landscape works associated with the development. The open space around the Darling Harbour Water Feature that presently exists, including the space between it and the Convention Centre, will be maintained in the proposed development.

4.3 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

Darling Harbour is not included in Schedule 4 of the SREP.

4.4 Sydney Local Environmental Plan 2012

The City of Sydney is not the consent authority for the PPP development. However, several buildings in the vicinity of the site are listed as heritage items in Sydney Local Environmental Plan (LEP) 2012.

Clause 5.10 of the Sydney LEP contains heritage provisions. The proposed PPP development has been assessed against these provisions. The provisions do not directly apply to the site, but are helpful criteria in determining the heritage impacts of the development proposal.

Provisions	Response
5.10(1) Objectives	
(a) to conserve the environmental heritage of the City of Sydney,	<p>The proposed PPP development will retain and conserve the Darling Harbour Water Feature.</p> <p>It will not result in any change to heritage items in the vicinity of the site.</p>

Provisions	Response
(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,	<p>There will be some impact on views to the Darling Harbour Rail Corridor, but the relatively limited extent of the proposed loading dock will not affect interpretation or understanding of the item's heritage significance.</p> <p>Views to, and settings of, other heritage items in the vicinity of the PPP development will not be negatively affected.</p>
(c) to conserve archaeological sites,	Compliance with this objective is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	Compliance with this objective is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
5.10(2) Requirement for consent Development consent is required for any of the following:	
(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):	
(i) a heritage item,	This provision is not applicable to the development proposal.
(ii) an Aboriginal object,	This is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(iii) a building, work, relic or tree within a heritage conservation area,	This provision is not applicable.
(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,	This provision is not applicable.
(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,	The relevance of this provision is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.

Provisions	Response
(d) disturbing or excavating an Aboriginal place of heritage significance,	The relevance of this provision is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(e) erecting a building on land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	The proposed development involves demolition of two buildings that are not heritage-listed and the erection of three new buildings.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,	This provision is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(f) subdividing land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	This provision is not applicable. Subdivision is not proposed.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.	
5.10 (3) When consent not required However, development consent under this clause is not required if:	These provisions are not applicable to the proposed development.
(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:	
(i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and	
(ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or	
(b) the development is in a cemetery or burial ground and the proposed development:	
(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and	
(ii) would not cause disturbance to human	

Provisions	Response
<p>remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or</p> <p>(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or</p> <p>(d) the development is exempt development.</p> <p>5.10(4) Effect of proposed development on heritage significance</p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p> <p>5.10(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p> <p>5.10(6) Heritage conservation management plans</p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	<p>This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the development site and listed heritage items in the surrounding locality.</p> <p>Refer to the preceding response.</p> <p>This provision is not applicable to the site.</p>

Provisions	Response
<p>5.10(7) Archaeological sites</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>Archaeology has been assessed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.</p>
<p>(8) Aboriginal places of heritage significance</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:</p> <p>(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</p> <p>(b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent</p>	<p>These provisions are addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.</p>
<p>5.10(9) Demolition of nominated State heritage items</p> <p>The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:</p> <p>(a) notify the Heritage Council about the application, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>The proposed development does not require the demolition of nominated State heritage items. Both items on the development site are to be retained and conserved.</p>
<p>5.10(10) Conservation incentives</p> <p>The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a</p>	<p>These provisions are addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.</p>

Provisions	Response
building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:	
(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and	
(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and	
(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and	
(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and	
(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.	

4.5 City of Sydney Development Control Plan 2012

Clause 3.9 of the Sydney Local Environmental Plan contains heritage provisions. The proposed PPP development has been assessed against these provisions. The provisions do not directly apply to the site, although the development is in the vicinity of several heritage items listed in Sydney Local Environmental Plan 2012.

Clause 3.9 Heritage - Provisions	Response
Objectives	
(a) Ensure that heritage significance is considered for heritage items, development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal heritage significance.	<p>The heritage significance of heritage items in the vicinity of the development site will not be affected by the proposed development. Although not a listed heritage item, the significance of the Darling Harbour Water Feature has been acknowledged.</p> <p>Archaeological sites are dealt with in the Non-Indigenous Archaeological Assessment and</p>

Clause 3.9 Heritage - Provisions	Response
	Impact Statement prepared by Casey & Lowe.
	Aboriginal sites and places of significance are dealt with the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants..
(b) Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.	<p>The setting of the Chinese Garden of Friendship will be enhanced by the proposed development.</p> <p>The setting of the Carousel will not be affected by the proposed development.</p> <p>The setting of the Darling Harbour Water Feature will be relatively unchanged by the proposed development, although the scale of the new Convention Centre is greater than the building it replaces. However, the circumstance of a bulky building forming the immediate western backdrop to the fountain will continue.</p> <p>The character and heritage significance of items in the vicinity of the development site is not affected by the proposed development because of their location relative to it.</p>

Provisions

3.9.1 Heritage Impact Statements

(1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting:	This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the development site and listed heritage items in the surrounding locality.
(a) heritage items identified in the Sydney LEP 2012; or	
(b) properties within a Heritage Conservation Area identified in Sydney LEP 2012.	
(2) The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the proposed development has on the building and its setting.	This provision is not applicable to the development proposal.
(3) A Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage	Tanner Kibble Denton Architects is recognised for its heritage expertise and has won awards for

Clause 3.9 Heritage - Provisions	Response
consultant.	heritage-related building projects.
(4) The Heritage Impact Statement is to address:	a) this provision is addressed elsewhere in the report.
(a) the heritage significance of the heritage item or the contribution which the building makes to the heritage significance of the heritage conservation area;	b) the proposed development is the outcome of detailed briefing and the specific requirements of the client. In terms of heritage items on the site, the preferred option for the Carousel is positive in terms of its heritage impact. Heritage impacts associated with the Water Feature are neutral – its curtilage of open space is maintained and its western setting, a large building, will also be maintained albeit in a differing form.
(b) the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;	c) this provision is addressed elsewhere in the report.
(c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area; and	d) this provision is not applicable.
(d) the compatibility of the development with conservation policies contained within an applicable Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report.	
(5) Where the site adjoins another local government area, the Heritage Impact Statement is to address the potential impact on adjoining or nearby heritage items or heritage conservation areas in the adjoining local government area.	This provision is not applicable.
(6) Where the development application proposes the full or substantial demolition of a heritage item, or a contributory building within a heritage conservation area, the Heritage Impact Statement is to:	The proposed development does not require demolition of a heritage item or contributory building.
(a) demonstrate why the building is not capable of retention or re-use;	
(b) include a statement from a quantity surveyor comparing the cost of demolition to the cost of retention if the demolition is recommended primarily on economic grounds;	
(c) include a report by a suitably qualified structural engineer if the demolition is proposed on the basis of poor structural condition; and	
(d) include a pest inspection report if the building is a weatherboard building.	

Clause 3.9 Heritage - Provisions	Response
(7) When giving consent to the full or partial demolition of a heritage item, a building in a heritage conservation area, or a building older than 50 years, Council may require photographic recording of the building as a condition of consent.	This provision is not applicable.
3.9.3 Archaeological assessments	
(1) An archaeological assessment is to be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the NSW Office and Environment and Heritage.	Archaeological assessment is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe..
3.9.5 Heritage items	
(1) Development affecting a heritage item is to:	a) there is no change proposed to the fabric of the Carousel or the Water Feature;
(a) minimise the extent of change to significant fabric;	b) this provision is not applicable;
(b) use traditional techniques and materials unless contemporary techniques and materials will result in a better conservation outcome;	c) the interpretation and setting of the Carousel will be enhanced by its relocation to another part of the site. Interpretation and setting of the Water Feature will essentially remain the same;
(c) enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting;	d) the Carousel and Water Feature will retain their present use;
(d) provide a use compatible with its significance;	e) interpretation will form the subject of a separate report;
(e) the provision of on-site interpretation, or a combination of each of these measures;	f) the heritage significance of the Carousel will not be affected by the relocation – the item has a history of relocation that has been assessed as part of its significance. The heritage significance of the Water Feature will not be reduced or obscured, for reasons stated above.
(f) not reduce or obscure the heritage significance of the item; and	g) this provision is not applicable.
(g) be reversible where necessary so new work can be removed with minimal damage, or impact to significant building fabric.	
(2) Development should enhance the heritage item by removing unsympathetic alterations and additions and reinstating missing details, building and landscape elements, where physical or documentary evidence is available.	This provision is not applicable.

5 ASSESSMENT OF HERITAGE IMPACT: THE HAYMARKET PRECINCT

5.1 NSW Heritage Branch Model Questions

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

Demolition of a building or structure	x
Minor partial demolition	x
Major partial demolition	x
Change of use	x
Minor additions	x
Major additions	x
New development adjacent to a heritage item	✓
Subdivision	x
Repainting	x
Re-roofing/re-cladding	x
New services	x
Fire upgrading	x
New landscape works and features	x
Tree removal or replacement	x
New signage	x

New development adjacent to a heritage item

Question: How is the impact of the new development on the heritage significance of the item or area to be minimised?

Response: Listed heritage items within the Haymarket Precinct are confined to one archaeological item. Heritage impacts on the archaeological items are assessed in separate reporting by Casey & Lowe.

Several listed heritage items are close to the Haymarket Precinct. Those to the west of the site include the Darling Harbour Rail Corridor, Powerhouse Museum and Ultimo Post Office. Those to its north and east include the Hydraulic Pumphouse, and former Post Office Stores facades. The Market City facades are located to the south of the site.

There will be some impacts on the Powerhouse Museum and Rail Corridor, resulting from the two student housing blocks. The two buildings are situated immediately to the east of the Rail Corridor and will block views to the Powerhouse Museum from the east. It should be noted that this section of the Museum is utilitarian, befitting its location against the former Darling Harbour Goods Yard. The buildings will also impact on the open character of the Corridor, which currently works with Darling Drive to form a buffer between the existing development at Darling Harbour and development along the western side of the Corridor. However, the setting of the Rail Corridor will be enhanced by the continuation of the Ultimo Pedestrian Network and its associated landscaping works.

There will be no impact on the Ultimo Post Office, which is located at some distance from the site and is screened by buildings associated with the Powerhouse Museum.

The scale of proposed development to the south of the Hydraulic Pumphouse is low and is consistent with the existing relationship between the heritage item and the Entertainment Centre. However, the setting of the building is enhanced because of the widening of open space on this part of the site. There is an existing dislocation of scale between the Pumphouse and the Novotel to its immediate east.

There will be some impact on views to the former Post Office Stores facades because of the scale of development at the northeastern corner of the Haymarket Precinct. However, the facades were incorporated into a hotel development that included the addition of several storeys. These were designed in a contemporary idiom that is not related to the masonry architecture of the facades.

There will be relatively little impact on the Market City facades, which form part of the base of a tall residential tower constructed circa 1990. Although some views will be lost from the southern end of the Haymarket precinct, other views to the building are unaffected. The development in this part of the Haymarket Precinct will be consistent with recent development in the general Haymarket locality in terms of architectural form and building height. The recently completed buildings in the general Haymarket area demonstrate a diversity of architectural style and detail.

There will be little impact on the Harris Street Conservation Area and the heritage items within it because of their location relative to the development. Potential impacts resulting from the heights of proposed buildings will be further minimised by the strong presence of street trees along Harris Street and intervening buildings and structures.

Question: Why is the new development required to be adjacent to a heritage item?

Response: The Haymarket Precinct development is a comprehensive renewal of a major precinct at Darling Harbour. Heritage items associated with the overall site are an integral component of it. The proposed development is the outcome of urban design studies that led to master planning of the overall precinct that was designed to be cognisant of heritage items in its vicinity.

The proposed development is a considered response to the briefing requirements of the client.

Question: How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

Response: The curtilage around heritage items in the vicinity of the site will enable their heritage significance to be understood and interpreted. There is sufficient space between the items and new development to ensure that their architectural character can be understood and appreciated. However, the proposed development will impact on the setting of the items to some extent because of its form and scale.

The setting of the Hydraulic Pumphouse will be enhanced because its existing curtilage is maintained and the architectural quality of new development on this part of the site will generally be of a high standard.

Question: How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

Response: Views to several heritage items will be affected by the development. The impact on views is a result of the placement of buildings across the site to achieve a high level of future user and occupant amenity and the scale and form of the development.

Question: Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

Response: Archaeological impacts are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.

Question: Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

Response: The proposed development is sympathetic in that it continues the urban scale and intricate street pattern of the adjoining Special Character Area, thus extending the urban fabric across the site. It has resulted from urban design studies and a master plan that is intended to integrate heritage items in a locality characterised by diverse scales and architectural forms with the proposed development in a complementary fashion. The urban structure of the development proposal is informed by an interpretation of the historic street pattern that previously existed in the locality.

Question: Will the additions visually dominate the heritage item? How has this been minimised?

Response: The proposed development takes into account considerations of amenity on the subject site, which necessitates locating larger buildings on its periphery. Whilst there are impacts on neighbouring heritage items, other aspects of the development will provide benefits to this section of the city, providing landscaped open space and an integrated pedestrian network. These features will provide an enhanced experience for those visiting and working in the Precinct. It has a large residential component, which means that future residents will derive enjoyment from the locality. This includes its heritage character, which is one part of a diverse local townscape.

It should be noted that the proposed development has components that are similar in scale to recent projects and projects under construction in the southern part of the City of Sydney. A number of these projects incorporate heritage items and significant early building fabric, such as the Market City development, the development on the south western corner of Quay Street and Ultimo Road and the redevelopment of the former Tooths Brewery site on Broadway.

Question: Will the public, and users of the item, still be able to view and appreciate its significance?

Response: All of the heritage items in the vicinity of the site will be able to be viewed and appreciated because they will be surrounded by open space and their existing physical context (outside of the development site).

5.2 State Environmental Planning Policy (State & Regional Development) 2011

Darling Harbour is listed in Schedule 2 of the Policy, which identifies State Significant development sites.

Land, places, buildings or structures listed on the State Heritage Register under the *Heritage Act 1977*, are identified as environmentally sensitive areas of State significance in Section 4 (h) of the Policy.

There are no State Heritage Register-listed items in the development site.

5.3 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

Darling Harbour is not included in Schedule 4 of the SREP.

5.4 Sydney Local Environmental Plan 2012

Clause 5.10 of the Sydney Local Environmental Plan contains heritage provisions. The proposed Haymarket Precinct development has been assessed against these provisions. The provisions do not directly apply to the site, although the development is in the vicinity of several heritage items listed in Sydney Local Environmental Plan 2012.

Provisions	Response
5.10(1) Objectives	
(a) to conserve the environmental heritage of the City of Sydney,	<p>The development on the Haymarket Precinct will not involve demolition of built heritage items. There will be some impact on views to heritage items adjoining the site. However, the scale of development is consistent with development that has occurred in recent times in the southern section of the City of Sydney and is currently under construction.</p>
(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,	<p>The proposed development will not affect the heritage significance of items adjoining the site, but will have some impacts on views to them.</p> <p>In the case of the Hydraulic Pumphouse its setting will be enhanced because open space around the building is maintained and landscaping consolidated. The architectural resolution and scale of buildings to its south will be complementary to this item.</p> <p>Views to other items around the Haymarket Precinct will be affected by the scale of development around the periphery of the site. This is a consequence of consolidation and changes of site use. The scale of development is comparable to other parts in the southern section of Sydney.</p> <p>Impacts on the Market City facades and the former Post Office Stores facades are considered acceptable. Impacts on the Powerhouse Museum and former Ultimo Post Office - the most important views of the Powerhouse Museum are those from Harris Street and the M4 overpass, while the Post Office is too far away from the site to be meaningfully affected.</p> <p>There will be negative impacts on the Rail Corridor because of the height of adjacent development.</p>

Provisions	Response
	There will be little or no impacts on the Harris Street Conservation Area and the heritage items in it because of their location relative to the development site, because of the established street trees along Harris Street and because of buildings and structures between the Conservation Area and the development site.
(c) to conserve archaeological sites,	Compliance with this objective is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe.
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	Compliance with this objective is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
5.10(2) Requirement for consent	
Development consent is required for any of the following:	
(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):	
(i) a heritage item,	This provision is not applicable. There is only one heritage item on the subject site, which is archaeological in nature. Impacts are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe.
(ii) an Aboriginal object,	Impacts are assessed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(iii) a building, work, relic or tree within a heritage conservation area,	This provision is not applicable to the site.
(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,	This provision is not applicable.
(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,	The relevance of this provision is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe.

Provisions	Response
(d) disturbing or excavating an Aboriginal place of heritage significance,	The relevance of this provision is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(e) erecting a building on land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	There are no built heritage items in the Haymarket Precinct.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,	This provision is addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.
(f) subdividing land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	This provision is not applicable. Subdivision is not proposed.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.	
5.10 (3) When consent not required However, development consent under this clause is not required if:	These provisions are not applicable to the proposed development.
(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:	
(i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and	
(ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or	
(b) the development is in a cemetery or burial ground and the proposed development:	
(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and	
(ii) would not cause disturbance to human	

Provisions	Response
<p>remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or</p> <p>(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or</p> <p>(d) the development is exempt development.</p> <p>5.10(4) Effect of proposed development on heritage significance</p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the development site and listed heritage items in the surrounding locality.</p>
<p>5.10(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>Refer to the preceding response.</p>
<p>5.10(6) Heritage conservation management plans</p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	<p>This provision is not applicable.</p>

Provisions	Response
<p>5.10(7) Archaeological sites</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>These provisions are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.</p>
<p>(8) Aboriginal places of heritage significance</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:</p> <p>(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</p> <p>(b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent</p>	<p>These provisions are addressed in the Aboriginal Archaeological Due Diligence Assessment prepared by Comber Consultants.</p>
<p>5.10(9) Demolition of nominated State heritage items</p> <p>The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:</p> <p>(a) notify the Heritage Council about the application, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>The proposed development does not require the demolition of nominated State heritage items.</p>
<p>5.10(10) Conservation incentives</p> <p>The consent authority may grant consent to development for any purpose of a building that is</p>	<p>These provisions are not applicable to the proposed development.</p>

Provisions	Response
a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:	
(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and	
(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and	
(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and	
(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and	
(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.	

5.5 Sydney Development Control Plan 2012

Clause 2.1.3 of the DCP includes a Locality Statement and Principles for the Haymarket/Chinatown Special Character Area. The Haymarket Precinct development abuts this Special Character Area.

The Locality Statement describes the Character Area in the following terms:

The number of remaining warehouses and service laneways in Haymarket is, along with the name of the area itself, evidence of its historic role as markets and its proximity to the port of Darling Harbour. The area offers evidence of its development following the establishment of Central Station in 1906 and the subsequent decline and resurgence of the area since the markets moved from the City Centre. Despite these changes, the area retains a “market” atmosphere, characterised by a diversity of uses, vibrant street life and a diverse social and ethnic mix.

As an area somewhat removed from the City Centre, it retains fine grained subdivision patterns, narrow frontages, informal public spaces and generally low building heights. The consistent low street wall, and the absence of the tower form, creates a pleasant microclimate at street level, which is well sunlit and protected from winds.

The Sustainable Sydney 2030 document also identifies Haymarket as one of 10 Village Centres which have been identified as a focus for the City's village communities with services and retail to generate activity into each area.



Figure 22 Haymarket/Chinatown Special Character Area
Source Sydney development Control Plan 2012, Section 2.1.3.

The Haymarket Precinct development is assessed against the relevant Principles of this section of the DCP below.

Principle	Response
(a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.	The Haymarket Precinct was subjected to large scale demolition and redevelopment in the 1980s. There is little remaining evidence of its earlier character and grain.
(b) Retain and enhance the urban character and scale of the Haymarket locality by requiring new buildings to:	The proposed development:
i. be built to the street alignment;	i. will be built to the street alignments of Harbour Street and Hay Street;
ii. have street frontage heights consistent with the prevailing form of heritage items in this Special Character Area; and	ii. Street frontages along the northern section of the site are generally consistent in height with those of the Character Area. The design of street frontages along Harbour and Hay Streets includes podium elements that reinforce the prevailing height and form of the Character Area;
iii. have building setbacks above those street frontage heights.	iii. Tower elements have been placed against street alignments to maximise the potential for

	achieving solar penetration into the site.
(c) Maintain a high level of daylight access to the street by restricting building height and bulk.	The location of large buildings around the periphery of the development site to provide a high level of sun penetration and amenity within the site precludes full compliance with this provision.
(d) Recognise and enhance the diversity of uses in the area	The mix of uses resulting from the development will enhance the diversity of uses in the locality.
(e) Maintain and reinforce permeability within the area and the intricacy of the urban fabric by retaining the existing significant lanes, original street pattern, special corner treatment, small allotments and narrow frontages, and encouraging through site links.	The planning of the proposed development is organised around streets and pedestrian paths that reflect the influence of the early street pattern. Street widths are equivalent to existing street widths. The Quay Street axis links the Haymarket Precinct development to the existing pattern of streets to the south and to the PPP development to the north.
(f) Reinforce the distinct topography of the area by maintaining the layering of development when viewed from Darling Harbour with the City's higher buildings in the background.	The scale and form of the proposed development precludes compliance with the provision as views to the Special Character Area will be largely blocked by new buildings. However, the proposed works will have no impact on the distinct topography of the precinct defined as the Special Area. It should be noted that views to the Special Character Area will be available from laneways within the development site.
(g) New development is to maintain and enhance vistas within the area to Darling Harbour.	There are few vistas within the Haymarket Precinct. This is because of the site's location relative to Darling Harbour and development between the site and the foreshore. Those that are available are from the northern end of the Haymarket Precinct and will be maintained.
(h) New development is to maintain and enhance vistas east along Valentine Street to Christ Church St. Lawrence at 814A George Street, Haymarket.	This provision is not applicable. Valentine Street is well to the east of the subject site.
(i) Maintain and enhance the existing vista to the Anglican Christ Church of St Laurence along Valentine Street.	Refer to the preceding response.
(j) Facilitate the activation of Douglass Street & Douglass Lane and Eagar Street & Eagar Lane for increased public use.	This Principle is not applicable to the Haymarket Precinct development.

Clause 3.9 of the Sydney Local Environmental Plan contains heritage provisions. The proposed Haymarket Precinct development has been assessed against these provisions. The provisions do not directly apply to the site, although the development is in the vicinity of several heritage items and a conservation area listed in Sydney Local Environmental Plan 2012.

Clause 3.9.6 contains provisions for heritage conservation areas. These provisions are not applicable to the development site because they specifically relate to development within a conservation area.

Clause 3.9 Heritage - Provisions	Response
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Objectives

(a) Ensure that heritage significance is considered for heritage items, development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal heritage significance.	<p>There are no built heritage items within the site of the Haymarket Precinct.</p> <p>Archaeological and Aboriginal sites and places of significance are dealt with in separate reports prepared by Casey & Lowe and Comber Consultants.</p> <p>The heritage significance of items in the vicinity of the site is not affected by the development proposal.</p>
(b) Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.	<p>The character and heritage significance of items in the vicinity of the development site are not physically affected by the proposed development. However, there will be some impacts on views to several items and on their setting.</p>

Provisions

3.9.1 Heritage Impact Statements

(1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting:	This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the development site and listed heritage items in the surrounding locality.
(a) heritage items identified in the Sydney LEP 2012; or	
(b) properties within a Heritage Conservation Area identified in Sydney LEP 2012.	
(2) The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance	This provision is not applicable to the development proposal.

Clause 3.9 Heritage - Provisions	Response
<p>of a building and the impact that the proposed development has on the building and its setting.</p>	
<p>(3) A Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant.</p>	<p>This report has been prepared by Tanner Kibble Denton Architects. This practice is recognised for its heritage expertise and has won awards for heritage-related building projects.</p>
<p>(4) The Heritage Impact Statement is to address:</p> <p>(a) the heritage significance of the heritage item or the contribution which the building makes to the heritage significance of the heritage conservation area;</p> <p>(b) the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;</p> <p>(c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area; and</p> <p>(d) the compatibility of the development with conservation policies contained within an applicable Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report.</p>	<p>a) this provision is addressed elsewhere in the report.</p> <p>b) the proposed development is the outcome of detailed briefing and the specific requirements of the client.</p> <p>c) this provision is addressed elsewhere in the report.</p> <p>d) this provision is not applicable.</p>
<p>(5) Where the site adjoins another local government area, the Heritage Impact Statement is to address the potential impact on adjoining or nearby heritage items or heritage conservation areas in the adjoining local government area.</p>	<p>This provision is not applicable.</p>
<p>(6) Where the development application proposes the full or substantial demolition of a heritage item, or a contributory building within a heritage conservation area, the Heritage Impact Statement is to:</p> <p>(a) demonstrate why the building is not capable of retention or re-use;</p> <p>(b) include a statement from a quantity surveyor comparing the cost of demolition to the cost of retention if the demolition is recommended primarily on economic grounds;</p>	<p>The proposed development does not require demolition of a heritage item or contributory building.</p>

Clause 3.9 Heritage - Provisions	Response
<p>(c) include a report by a suitably qualified structural engineer if the demolition is proposed on the basis of poor structural condition; and</p> <p>(d) include a pest inspection report if the building is a weatherboard building.</p>	
<p>(7) When giving consent to the full or partial demolition of a heritage item, a building in a heritage conservation area, or a building older than 50 years, Council may require photographic recording of the building as a condition of consent.</p>	<p>This provision is not applicable.</p>
<p>3.9.3 Archaeological assessments</p>	
<p>(1) An archaeological assessment is to be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the NSW Office and Environment and Heritage.</p>	<p>Archaeological assessment is undertaken in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.</p>
<p>3.9.5 Heritage items</p>	
<p>(1) Development affecting a heritage item is to:</p> <p>(a) minimise the extent of change to significant fabric;</p> <p>(b) use traditional techniques and materials unless contemporary techniques and materials will result in a better conservation outcome;</p> <p>(c) enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting;</p> <p>(d) provide a use compatible with its significance;</p> <p>(e) the provision of on-site interpretation, or a combination of each of these measures;</p> <p>(f) not reduce or obscure the heritage significance of the item; and</p> <p>(g) be reversible where necessary so new work can be removed with minimal damage, or impact to significant building fabric.</p>	<p>These provisions are not applicable. The proposed development does not require works to be undertaken to a listed heritage item.</p>

6 ASSESSMENT OF HERITAGE IMPACT: HOTEL

6.1 NSW Heritage Branch Model Questions

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

Demolition of a building or structure	x
Minor partial demolition	x
Major partial demolition	x
Change of use	x
Minor additions	x
Major additions	x
New development adjacent to a heritage item	✓
Subdivision	x
Repainting	x
Re-roofing/re-cladding	x
New services	x
Fire upgrading	x
New landscape works and features	x
Tree removal or replacement	x
New signage	x

New development adjacent to a heritage item

Question: How is the impact of the new development on the heritage significance of the item or area to be minimised?

Response: Sections of the Water Cooling System and Manifold, an archaeological item, are likely to be within the development site. Heritage impacts on the archaeological items are assessed in a separate report by Casey & Lowe.

Listed heritage items within the vicinity of the Hotel site are confined to the Pyrmont Bridge and the Darling Harbour Water Feature. The proposed development will have no impact on these items because of their location relative to the site and distance from it. In the case of the Water Feature the Hotel will be partially screened by the existing Harbourside development. Its setting will be enhanced by the landscaping and other works associated with Harbourside Place, to the south of the proposed Hotel.

Question: Why is the new development required to be adjacent to a heritage item?

Response: The Hotel development is part of a comprehensive renewal of a major precinct at Darling Harbour. Heritage items associated with the overall site and its environs are an integral component of the place.

Question: How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

Response: The curtilage around Pyrmont Bridge and the Water Feature will be unaffected by the Hotel development. They will retain their visual integrity and interpretation of their heritage significance will be unaffected.

Question: How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

Response: The proposed development will have no impact on views to either of the heritage items.

Question: Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

Response: archaeological impacts are addressed in the Non-Indigenous Archaeological Assessment and Impact Statement prepared by Casey & Lowe.

Question: Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

Response: The Hotel development is sympathetic to the Water Feature and Pyrmont Bridge because of its siting, which is well away from both items.

Question: Will the additions visually dominate the heritage item? How has this been minimised?

Response: The proposed development will not visually dominate any heritage items within the overall development site or adjacent to it, for the reasons outlined in responses given above.

Question: Will the public, and users of the item, still be able to view and appreciate its significance?

Response: The public and users will continue to be able to view and appreciate the Water Feature and Pyrmont Bridge. Presently available views to both will not be affected.

6.2 State Environmental Planning Policy (State and Regional Development) 2011

Darling Harbour is listed in Schedule 2 of the Policy, which identifies State Significant development sites.

Land, places, buildings or structures listed on the State Heritage Register under the *Heritage Act 1977*, are identified as environmentally sensitive areas of State significance in Section 4 (h) of the Policy.

Pyrmont Bridge is listed in the State Heritage Register. The Darling Harbour Water Feature has not yet been included in the State Heritage Register although the NSW Heritage Council has advised its intention to do so. Neither item will be negatively affected by the proposed development. The existing open space around both items will not be affected by the proposed development.

6.3 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

Darling Harbour is not included in Schedule 4 of the SREP.

6.4 Sydney Local Environmental Plan 2012

The City of Sydney is not the consent authority for the Hotel development. However, Pyrmont Bridge is listed as a heritage item in Sydney Local Environmental Plan (LEP) 2012.

Clause 5.10 of the Sydney LEP contains heritage provisions. The proposed development has been assessed against these provisions. The provisions do not directly apply to the site, but are helpful criteria in determining the heritage impacts of the development proposal.

Provisions	Response
5.10(1) Objectives	
(a) to conserve the environmental heritage of the City of Sydney,	The proposed Hotel development will not result in any change to Pyrmont Bridge or the Water Feature.
(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,	
(c) to conserve archaeological sites,	Compliance with this objective is addressed in a separate report.
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	Compliance with this objective is addressed in a separate report.
5.10(2) Requirement for consent	
Development consent is required for any of the following:	
(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):	
(i) a heritage item,	This provision is not applicable.
(ii) an Aboriginal object,	This provision is addressed in the Aboriginal Archaeological Due Diligence Assessment by Comber Consultants.
(iii) a building, work, relic or tree within a heritage conservation area,	This provision is not applicable.
(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,	This provision is not applicable.

Provisions	Response
(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,	This provision is addressed in the Non-Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe.
(d) disturbing or excavating an Aboriginal place of heritage significance,	This provision is addressed in the Aboriginal Archaeological Due Diligence Assessment by Comber Consultants.
(e) erecting a building on land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	This provision is not applicable.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,	This provision is addressed in the Aboriginal Archaeological Due Diligence Assessment by Comber Consultants.
(f) subdividing land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	This provision is not applicable. Subdivision is not proposed.
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.	
5.10 (3) When consent not required However, development consent under this clause is not required if:	These provisions are not applicable to the proposed development.
(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:	
(i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and	
(ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or	
(b) the development is in a cemetery or burial ground and the proposed development:	
(i) is the creation of a new grave or monument, or	

Provisions	Response
<p>excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and</p> <p>(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or</p> <p>(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or</p> <p>(d) the development is exempt development.</p>	
<p>5.10(4) Effect of proposed development on heritage significance</p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the development site and listed heritage items in the surrounding locality.</p>
<p>5.10(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>Refer to the preceding response.</p>
<p>5.10(6) Heritage conservation management plans</p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation</p>	<p>This provision is not applicable to the site.</p>

Provisions	Response
management plan before granting consent under this clause.	
<p>5.10(7) Archaeological sites</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>Archaeological sites are assessed in the Non-Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe.</p>
<p>(8) Aboriginal places of heritage significance</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:</p> <p>(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</p> <p>(b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent</p>	<p>These provisions are addressed in the Aboriginal Archaeological Due Diligence Assessment by Comber Consultants.</p>
<p>5.10(9) Demolition of nominated State heritage items</p> <p>The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:</p> <p>(a) notify the Heritage Council about the application, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>The proposed development does not require the demolition of nominated State heritage items.</p>

Provisions	Response
<p>5.10(10) Conservation incentives</p> <p>The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:</p> <p>(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and</p> <p>(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and</p> <p>(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and</p> <p>(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and</p> <p>(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.</p>	<p>These provisions are not applicable to the proposed development.</p>

6.5 Sydney Development Control Plan 2012

Clause 3.9 of the Sydney Local Environmental Plan contains heritage provisions. The proposed Hotel development has been assessed against these provisions. The provisions do not directly apply to the site, although the development is in the vicinity of Pyrmont Bridge, which is listed in Sydney Local Environmental Plan 2012.

Clause 3.9 Heritage - Provisions	Response
<p>Objectives</p> <p>(a) Ensure that heritage significance is considered for heritage items, development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal</p>	<p>The heritage significance of Pyrmont Bridge and the Water Feature will not be affected by the Hotel development.</p> <p>Archaeological sites are dealt with in the Non-</p>

Clause 3.9 Heritage - Provisions	Response
heritage significance.	Indigenous Archaeological Assessment and Impact Statement by Casey & Lowe. Aboriginal sites and places of significance are dealt with the Aboriginal Archaeological Due Diligence Assessment by Comber Consultants.
(b) Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.	<p>The setting of the Water Feature will not be affected by the proposed development.</p> <p>The character and heritage significance of Pyrmont Bridge is not affected by the proposed development because of its location relative to the Hotel site.</p>

Provisions

3.9.1 Heritage Impact Statements

(1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting:	This report has been undertaken to evaluate the effects of the proposed development on listed heritage items within the vicinity of the development site.
(a) heritage items identified in the Sydney LEP 2012; or	
(b) properties within a Heritage Conservation Area identified in Sydney LEP 2012.	
(2) The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the proposed development has on the building and its setting.	This provision is not applicable to the development proposal.
(3) A Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant.	Tanner Kibble Denton Architects is recognised for its heritage expertise and has won awards for heritage-related building projects.
(4) The Heritage Impact Statement is to address:	a) this provision is addressed elsewhere in the report.
(a) the heritage significance of the heritage item or the contribution which the building makes to the heritage significance of the heritage conservation area;	b) the proposed development is the outcome of detailed briefing and the specific requirements of the client. In terms of heritage items on the overall Darling Harbour site there will be no impacts resulting from the Hotel development.
(b) the options that were considered when arriving at a preferred development and the	c) this provision is addressed elsewhere in the

Clause 3.9 Heritage - Provisions	Response
reasons for choosing the preferred option;	report.
(c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area; and	d) this provision is not applicable.
(d) the compatibility of the development with conservation policies contained within an applicable Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report.	
(5) Where the site adjoins another local government area, the Heritage Impact Statement is to address the potential impact on adjoining or nearby heritage items or heritage conservation areas in the adjoining local government area.	This provision is not applicable.
(6) Where the development application proposes the full or substantial demolition of a heritage item, or a contributory building within a heritage conservation area, the Heritage Impact Statement is to:	The proposed development does not require demolition of a heritage item or contributory building.
(a) demonstrate why the building is not capable of retention or re-use;	
(b) include a statement from a quantity surveyor comparing the cost of demolition to the cost of retention if the demolition is recommended primarily on economic grounds;	
(c) include a report by a suitably qualified structural engineer if the demolition is proposed on the basis of poor structural condition; and	
(d) include a pest inspection report if the building is a weatherboard building.	
(7) When giving consent to the full or partial demolition of a heritage item, a building in a heritage conservation area, or a building older than 50 years, Council may require photographic recording of the building as a condition of consent.	This provision is not applicable.
3.9.3 Archaeological assessments	
(1) An archaeological assessment is to be prepared by a suitably qualified archaeologist in	Archaeological assessment has been undertaken in the Non-Indigenous Archaeological

Clause 3.9 Heritage - Provisions	Response
accordance with the guidelines prepared by the NSW Office and Environment and Heritage.	Assessment and Impact Statement by Casey & Lowe.
3.9.5 Heritage items	
(1) Development affecting a heritage item is to:	a) there is no change proposed to the Water Feature's fabric;
(a) minimise the extent of change to significant fabric;	b) this provision is not applicable;
(b) use traditional techniques and materials unless contemporary techniques and materials will result in a better conservation outcome;	c) the interpretation and setting of the Water Feature will not be affected by the Hotel development;
(c) enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting;	d) the Water Feature will retain its present use;
(d) provide a use compatible with its significance;	e) refer to other sections of this report;
(e) the provision of on-site interpretation, or a combination of each of these measures;	f) the heritage significance of the item will not be affected by the proposed works;
(f) not reduce or obscure the heritage significance of the item; and	g) this provision is not applicable.
(g) be reversible where necessary so new work can be removed with minimal damage, or impact to significant building fabric.	
(2) Development should enhance the heritage item by removing unsympathetic alterations and additions and reinstating missing details, building and landscape elements, where physical or documentary evidence is available.	This provision is not applicable.

7 INTERPRETATION

7.1 Introduction

Interpretation is an important aspect of the heritage conservation process, fostering community recognition and understanding of the significance of heritage places. There are many ways in which a place may be interpreted, allowing a breadth of opportunity for innovative visitor engagement. The following definition of interpretation has been adopted within this report:

Interpretation is an interactive communication process, involving the visitor, through which heritage values and cultural significance are revealed, using a variety of techniques in order to enrich the visitor experience and enhance the enjoyment and understanding of the site.¹⁵

Interpretation is based on sound educational principles and aims to involve people in activities that are both educational and entertaining. It is directed at specific audiences and uses techniques selected to meet the needs of the site, the visitor and the messages to be conveyed (Tilden, 1957; Aldridge, 1975; Heritage Interpretation International, 1985; Interpretation Australia Association, 1995).

The value of using interpretation as an effective communication technique has been widely researched and has shown that by using interpretation, the following goals may be achieved:

- improved heritage site management
- acceptable 'carrying capacity' for cultural resources
- visitor enjoyment
- appropriate visitor behaviour

A best practice approach to heritage interpretation may be described as involving:

- strategic interpretive planning
- the delivery of a quality service
- the delivery of a quality finished product
- customer satisfaction
- benchmarking (learning from other sites and agencies)
- effective use of resources
- improvement in services
- programmed management and maintenance
- flexibility
- leadership

The terms listed above can be applied to the interpretation of the SICEEP site. Considering the significance of the site, it is appropriate to apply best practice principles in its heritage interpretation.

¹⁵ Murphy, S. *Interpretation Planning Guidelines*, National Trust of Australia (WA), 2000, p.22

7.2 NSW Heritage Office *Heritage Interpretation Policy*

The NSW Heritage Office publication, *Heritage Interpretation Policy* (August 2005) has what it terms “ingredients” to achieve best practice in interpretation. According to this document, “best practice in the interpretation of all types of heritage (Aboriginal, built, movable and natural) will include each of the following ingredients”:

People and Culture - respect for the special connections between people and items;

Significance - understanding the item and conveying its significance;

Records and Search - good research is at the heart of effective interpretation;

Audience - explore, respect and respond to the identified audience;

Themes - make reasoned choices about themes, ideas and stories;

Engaging the Audience - stimulate thought and dialogue, provoke response and enhance understanding

Context - research and understand the physical, historical, spiritual and contemporary context of the item and related items; and respect local amenity and culture

Sustaining Significance - develop interpretation that strengthens and sustains the significance of the item, its character and authenticity

Conservation Planning - integrate interpretation in conservation planning, and in all subsequent stages of a conservation project

Maintenance, Evaluation and Review - include interpretation in the ongoing management of an item; provide for regular maintenance, evaluation and review

Skills and Knowledge - involve people with relevant skills, knowledge and experience

Collaboration - collaborate with organisations and the local community

7.3 Heritage Interpretation Strategy

An Interpretation Strategy for the site is to be prepared in accordance with the guidelines provided by the NSW Heritage Manual and the NSW Heritage Office document, *Heritage Interpretation Policy*.

The 2008 publication prepared by the Sydney Harbour Foreshore Authority, *Telling the Stories of Darling Harbour*, applies to all of Darling Harbour and is an interpretation strategy based on 10 themes derived from the book *A History of Sydney's Darling Harbour* (Sydney Harbour Foreshore Authority, 2008). Ways of interpreting each theme are also included, but not all of the themes may be appropriate for the SICEEP site.

The themes and relevant opportunities for interpretation are:

Gathering cockles – the first people, and European settlement

- Place in the paving quotes and thoughts describing the original natural landscape.
- Use installations to showcase the range of traditional lifestyle skills including collecting foods, making tools and raising families.
- Mark in the paving the outline of the harbour and creek line prior to reclamation.

- Mark in the paving the Hay Street stone culvert alignment and discuss the loss of natural creek lines and the decline in urban water quality.

Steaming ahead – the industrial revolution comes to Sydney

- Mark the Hay Street sewer and discuss public health issues prior to sewers — the sewer in Darling Harbour is one of the world's first.
- Identify the Dickson's Mill site with a focus on Dickson and describe the first applications of his own designed steam engines in the processes of timber milling, brewing and foundry works.

Innovations and industry – innovations in refrigeration, galvanising and food processing

- Identify Zollner's foundry and describe the new process of galvanising wrought-iron spikes. Present an archaeological artefact or reconstruction to demonstrate the spikes and draw attention to the remains of their first application which can still be seen in the Argyle Cut today.
- Present relevant parts of drawings and specifications describing the world's first refrigeration technology; with the focus on Eugene Nicholle as the inventor, and the impact of refrigeration on the Australian agriculture sector with a new ability to transport fresh food to Britain and Europe.

Messing about in boats – Darling Harbour's ships, shipbuilding and wharves

- Present the Iron Wharf photograph and describe its iron construction technology, size and significance to reinforce Darling Harbour as a key maritime port.

Getting the goods – how roads, rail and shipping connected Darling Harbour to the world

- Highlight the great wool stores on the western side of Darling Harbour, i.e. the Goldsbrough Mort building and the story of Australia 'riding on the back of the sheep'.
- Present a plan of the rail system and cuttings around the west side of Darling Harbour. Describe the railway sheds that dominated the centre of Darling Harbour and discuss the connection between railways and agricultural development.
- Present the iconic c. 1900 image of Pyrmont Bridge 'peak hour' in the context of the connections between the city and Sydney west, including the innovation of swing bridge technology (the electric motor is the original General Electric unit) and Allen truss and caisson construction technology.
- Potential to use the Western Distributor pylons for large-scale images of the railway yards and the western city industrial edge.

Power to the people – how Darling Harbour powered Sydney with electricity, lit it with gas, provided the power to drive its trams and hydraulic lifts

- Focus on the Pumphouse by presenting plans of the city showing the network of pipes and images of typical lifting devices, particularly steam driven bank vault doors.

Decline and rebirth – Darling Harbour’s transformation from port and industrial area to leisure and tourism precinct.

- Present chronological images showing the transformation from its early colonial natural state to its shipbuilding and wharf period, its peak industrial period and its conversion to a public landscape.
- Make this the central orientation storyboard for the precinct, summarising the interpretation themes and providing directions to guide the visitor to the particular sub-theme locations.

Telling the Stories of Darling Harbour includes a list of interpretive devices as a “starting point” for implementing the strategy:

- Presenting each of the themes as an installation at a specific heritage site within Darling Harbour;
- Mounting “iconic” photographs in locations where significant activities took place or where an important historic view has been lost;
- Projecting, painting or mounting historic images onto large-scale structures;
- Making informative leaflets available at major venues so that visitors can undertake self-guided walks;
- Providing podcasts and geotag technology to self-guided visitors;
- Develop school learning programs by internal education teams to expand learning opportunities;
- Partner with tenants to provide a history and genealogy of a specific site. Local history could be included in business websites and promotional material.
- Add details of specific sites to online directories and repositories, such as the Dictionary of Sydney or Wikipedia.

The Interpretation Strategy should be incorporated into the detailed design of the SICEEP redevelopment and should complement the overall design. Utilising the “master plan” outcome for the site, interpretation must be considered in relation to architecture, public domain design, way-finding and signage, and public art. The process should include consultation with primary stakeholders such as representatives of the Sydney Harbour Foreshore Authority, the City of Sydney, NSW Heritage Branch, project architects, heritage consultants, and other appropriate statutory and non-statutory authorities.

8 CONCLUSIONS

The proposed PPP, Haymarket Precinct and Hotel development are supportable in heritage terms for several reasons:

- There will be no impact on heritage items located either within the development site or in its vicinity through modification to building fabric or demolition;
- The settings of the Chinese Garden of Friendship, Darling Harbour Water Feature and the Carousel will be enhanced by the developments;
- The Haymarket Precinct development has been structured through interpretation of historic street patterns in this locality;
- Although there will be some impact on views to heritage items in the vicinity of the Haymarket Precinct, this will not affect interpretation of these items or their heritage significance;
- There will be some impact on the Darling Harbour Rail Corridor resulting from the loading dock associated with the Exhibition. The impact of the loading dock is, however, limited and will not affect interpretation of the Rail Corridor or its heritage significance. The impact will be ameliorated by the removal of monorail infrastructure by others;
- Views to the Powerhouse Museum will be affected by the two residential blocks in the Haymarket Precinct situated next to the Rail Corridor, which will also be impacted.

Principal views to the Powerhouse Museum are available from Harris Street and will not be affected by the proposed development, while views to the building are of secondary importance.

The presence of the residential blocks will have no impact on the physical fabric of the Darling Harbour Rail Corridor. There will be little impact on appreciation of the Corridor or interpreting it – apart from the loading dock associated with the proposed Exhibition Centre (see above), there are other no impacts on the Rail Corridor resulting from development on the SICEEP site.