

**STATEMENT OF HERITAGE IMPACT
SSD 7056 DA, BAY 12 ARCHAEOLOGY - S96**

7-27 Circular Quay West, The Rocks

Campbell's Stores

March 2018 Issue C



Cover Figure

The Proposed Development, Perspective from the Campbells Cove Promenade

Source: JPW Architects

7-27 CIRCULAR QUAY WEST, THE ROCKS

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GBA Heritage Pty Ltd
Level 1, 71 York Street
Sydney NSW 2000, Australia
T: (61) 2 9299 8600
F: (61) 2 9299 8711
E: gba@gbaheritage.com
W: www.gbaheritage.com
ABN: 56 073 802 730
ACN: 073 802 730

Nominated Architect: Graham Leslie Brooks - NSW Architects Registration 3836

CONTENTS

1.0	INTRODUCTION	5
1.1	REPORT OVERVIEW	5
1.2	SITE IDENTIFICATION	5
2.0	DESCRIPTION OF THE PROPOSAL	6
3.0	ASSESSMENT OF HERITAGE IMPACT	10
3.1	CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION	10
3.2	EVALUATION AGAINST THE ROCKS HERITAGE MANAGEMENT PLAN: VOLUME 1, SHFA	11
3.3	EVALUATION AGAINST THE 2014 CMP CONSERVATION POLICIES	11
4.0	CONCLUSIONS AND RECOMMENDATIONS	13
4.1	CONCLUSIONS	13
4.2	RECOMMENDATIONS	13

1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared to accompany a S96 amendment to a development application (SSD 7056) for proposed works to the Campbell's Stores. The report evaluates proposed alterations to Bay 12, designed by JPW, and as detailed in the following drawings:

EA-A-1001	Ground Floor	Issue D
EA-A-1002	Level 01 Plan	Issue D
EA-A-1003	Level 02 Plan	Issue D
EA-A-3012	Section Bay 12 North	Issue D
EA-A-3012-2	Section Bay 12 South	Issue D
EA-A-3013	Longitudinal Section	Issue D
EA-A-4012	Detail Section 01 - Bay 12	Issue C
EA-A-4013	Detail Section 02 - Bay 12	Issue C
EA-A-4015	Level 01 Detailed Plan	Issue C
EA-A-4016	Level 02 Detailed Plan	Issue C

Materials Board

The amendment addresses the heritage impact of a proposed alteration to the Bay 12 terrace configuration as a consequence of State significant archaeological discovery. The Bay 12 area retains, in a modified form, a terrace for alfresco dining, and a sun shading awning, but accommodates the archaeological interpretation for pre-1834 stonework paving and wall footings, associated with a bond store and of a former seawall.

The archaeological discovery, located approximately 1200 below the current ground level, was as a result of approved excavations in the area during October 2017.

1.2 SITE IDENTIFICATION

Bay 12 of Campbell's Stores, subject of this report, is the northern most bay (unbuilt) of the Stores building, located at 7-27 Circular Quay West, The Rocks.

2.0

DESCRIPTION OF THE PROPOSAL

The proposed amendments, designed by JPW, are detailed in the plans, Design Statement and Statement of Environmental Effects that accompany this amended application.

The presentation of the Archaeological display is based on the following design principles developed with JPW:

- The proposed design creates a public courtyard as a backdrop setting, which allows for a subtle focus on the presentation of the Archaeology display.
- The use of materials for the courtyard in character and form, stem from, and are an extension of the surrounding, contemporary public domain palette, distinguishing it from the Bay 11 brickwork of the Campbell's Stores.

The aim of the proposal is to maximise the archaeological display to the public in a dignified presentation.

Based on the above approach, the S96 proposes the following design amendments:

Overall Design

- A 'window' opening in the ground level slab towards the north of the subject site, to allow for the display of a part of the Archaeological discovery. Where archaeology is not displayed, it will be conserved insitu, and covered over (Figure 2.1)
- Simplification and delineation of the approved design into two levels, the terrace viewing platform from Hickson Road, and the lower alfresco area that includes the Archaeological display (Figure 2.2).

Ground Floor

- The DA approved alfresco dining area and sun shading awning are proposed to be lowered to the ground floor level of the adjacent Bay 11 floor level, which will improve servicing of the dining tables, and to minimise the viewing distance to the adjacent proposed Archaeological display (Figure 2.3).

- The provision of public seating adjacent to the Archaeological display 'window', including the incorporation of interpretation.
- This level also aligns with the Campbell's Stores forecourt, the dining area under the fig tree and improves integration with public promenade areas in general.
- The reduction in area of the services and public amenities, to below a modified upper terrace level, at the rear of the site (Figure 2.2).

Level 1

- The proposal provides for a raised public terrace at the approximate level of the Hickson Road footpath, accessed by both stairs and a ramp, which provides views to the foreshore and beyond to the Opera House (Figure 2.4).
- The reduced area of the upper terrace is separated from the Bay 11 north wall of the Campbell's Stores by a recess that minimises any physical connection to the building fabric.
- The amendment also retains all the existing openings to the Bay 11 north wall, and avoids the replacement of a Level 1 window in the currently approved design.

Summary of the Proposed Amendments

The result of the design approach will allow for:

- Maximum display of the most important elements of the archaeological discovery.
- Minimum disturbance of the archaeology relic in terms of column and wall footing placement, and location of services.
- Visibility from the upper terrace with a viewpoint down to the Archaeological display that includes a vista out towards the broader context of The Rocks and harbour (Figure 2.4).
- A close up, detailed viewing of the Archaeological display at the ground level, together with explanatory interpretation.

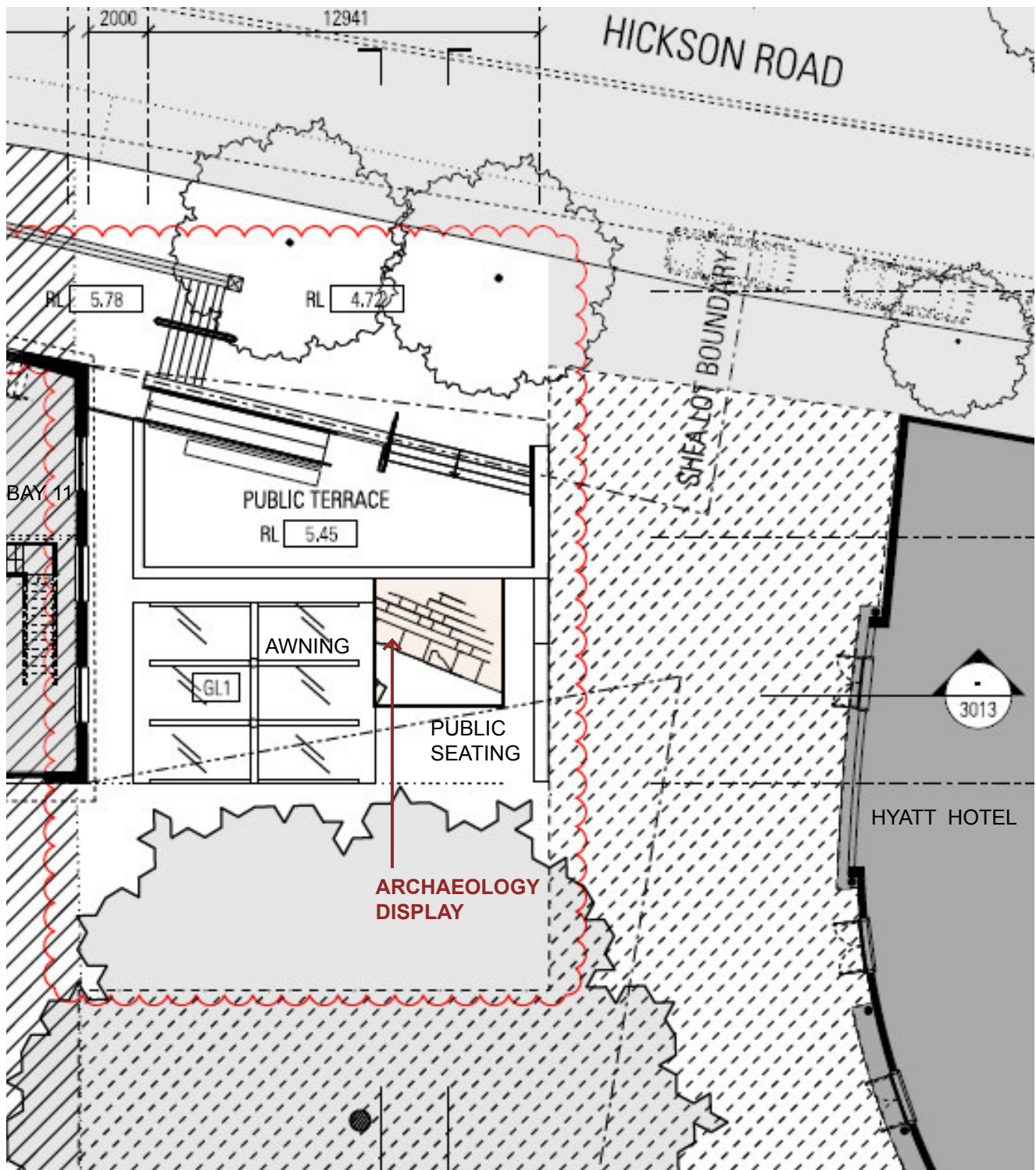


Figure 2.1
The Proposed Development, detailed Floor plan
Source: JPW Architects, part drawing EA-A-1002





Figure 2.4

The Proposed Development, Perspective from the upper terrace, Hickson Road level, looking across the Archaeological display (bottom left) to Campbells Cove, with Bay 11 on the right
 Source: *Virtual ideas in collaboration with JPW Architects*

3.0

ASSESSMENT OF HERITAGE IMPACT

3.1 CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development of a heritage item have been considered in the preparation of the following commentary, they are:

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

- The Archaeological display allows for the interpretation of pre-1834 stonework not previously evident, and thus provides for a greater understanding of the history and significance of The Rocks precinct.
- The proposed design provides for a suitable background setting for the display with a dignified presentation that allows for a subtle focus on the archaeology.
- The reduced area of the Hickson Road upper terrace, and the lowering of the dining area and awning, allows for enhanced presentation of the Bay 11 north elevation, and improved integration of the proposed alfresco dining with the Stores forecourt and public domain areas.
- Clarifies and enhances the pedestrian through-link between Hickson Road and the Campbells Cove promenade, as the alfresco dining area at the proposed lower level from the approved design, is recessive and less bulky (Figure 2.3).

This also includes increased delineation and clarity of the north end of the Campbell's Stores with the urban landscape, both from the direction of Hickson Road and the level of the Promenade.

- General simplified presentation of the proposal with a single wall element and awning, as opposed to the more complex structure of the approved design that included stairs and stepped bench seating, hedges and access lift.
- Reduces the prominence of the awning as it is proposed at the lower level.
- Integrated and unambiguous use of materials and forms extended from the palette of the Campbells Stores' forecourt and promenade.
- As the proposed awning is also at a lower level, there are improved and opening views to Circular Quay and the Opera House from Hickson Road.

3.1.1 New Development Adjacent to a Heritage Item

In addition to the subject site being adjacent to the Campbell's Stores building, it is in the vicinity of the former Mining Museum and the Metcalfe Bond Stores, which are within The Rocks precinct.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to major additions are:

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Comments on the adjacent Campbell's Stores:

The amended upper terrace structure is reduced in area, set back further towards Hickson Road, and is set away from the Bay 11 wall of the Stores, with only a connection at the western end of Bay 11. From the perspective of the most important eastern elevation of the Campbell's Stores building, the proposed terrace will present as a separate structure.

Adverse impact is further reduced in the use of materials whereby the proposal uses distinctly contemporary, but complementary materials that enhance the archaeology presentation. This is necessary to remove any ambiguity in the observer as to what structure emanates from what era.

The proposed steel awning has been moved from the terrace level to the lower ground floor level, thus reducing its prominence. Although closer to the Stores building, this is considered acceptable given that it will not be as visually prominent as the approved location.

It is a relatively low level structure that is at the approximate height of the first floor terrace balustrade, and therefore will not dominate the heritage item.

Comments on Items in The Rocks:

The above comments with regard to the Bay 12 area impact on the subject item are also applicable to the adjacent items of the former Mining Museum and Metcalfe Bond Stores, except that there is greater separation from across Hickson Road.

The proposed terrace location between Hickson Road and the Promenade that includes alfresco dining, will have a positive impact in terms of accessible urban landscape, public activation that now includes archaeological interpretation.

3.1.2 Impact on the Sydney Opera House World Heritage Buffer Zone

The subject site is within the Sydney Opera House Buffer Zone of the UNESCO World Heritage listing. The subject site is located on the opposite shoreline of Sydney Cove to that of the Opera House. Given that the awning is proposed to be at a lower level, there will be reduced impact on the Opera House and its Buffer Zone than the current approved design.

3.2 EVALUATION AGAINST THE ROCKS HERITAGE MANAGEMENT PLAN: VOLUME 1, SHFA

The SHFA document for the management of the heritage significance of the precinct is *The Rocks Heritage Management Plan: Volume 1* (2010).

Comment is provided on the following applicable extracts:

Clause 4.1.5 Minimise Heritage Impacts:

Principle: Activities which have an adverse impact on the heritage value of The Rocks should be actively managed to avoid or minimise such impacts

Comment

As the amended proposal is of a more simplified design, there will be a lesser impact on the heritage values of The Rocks Conservation Area, as well as the listed SHR items in the vicinity, as they do not impact on their visual sensitivity or their curtilage.

Clause 5.4.3 Conservation: Tangible and Intangible

Above and below-ground archaeological resources should be actively conserved and managed.

Comment

The amended proposal includes archaeological interpretation, thus increasing heritage significance for the precinct.

3.3 EVALUATION AGAINST THE 2014 CMP CONSERVATION POLICIES

The proposed development is generally consistent with the Conservation Policies of the CMP that relate to the development of the Campbell's Stores and within the Conservation precinct of The Rocks. The following are applicable policies from the CMP, which relate to the proposed amended development, and our comments in response.¹

Policy 11

External alterations or additions should be discouraged; however, if required to meet approved interpretation, re-use or cultural tourism requirements, these should be of a minor nature, and subservient to the primary architectural features and composition of the existing structure. New works should not obscure significance.

Comment

The proposed amendments to the Bay 12 site are to accommodate archaeological discovery, thus increasing heritage significance for The Rocks in general. The alterations to reduce the size of the upper terrace and the lower level of the awning, will further

¹ GML, 2014, p157

increase subservience to the Stores building. This will also improve views to and from the heritage item.

Policy 13

An appropriate physical and visual setting should be maintained for Campbell's Stores by allowing no development within the setting that would adversely impact on the place or on views to and from the place.

Comment

The proposed upper terrace structure is reduced in size and the connection with the Bay 11 north wall is set further back from the front of the Stores, thus improving the visual setting for the Stores.

Policy 18

Any new development must respect the cultural significance of the property and its setting and not destroy or obscure historical associations. The introduction of new fabric should be undertaken in such a manner that it does not result in a lessening of the cultural significance of the place. New work should be identifiable as such and should, wherever possible, be capable of being removed without damage to significant fabric or spaces.

Comment

The proposed Bay 12 terrace is a visually separate, discrete element that will not only be largely physically removed from the Campbell's Stores but also visually distinct. The use of contemporary materials for the new development is unambiguous relative to the traditional brick, timber and stone of the Stores building.

The proposed terrace awning to the north of the Stores is also a separate item and its minimal design is appropriate for the location in maximising exposure to the heritage item, but providing amenity to patrons.

By virtue of their separation the new structures will be readily reversible without impact on the original heritage item. The design of the terrace elements is of a low level nature and will have little impact.

Policy 26

Any potential archaeological resources on the property should be conserved in accordance with the requirements of the NSW Heritage Act 1977 and their potential for interpretation considered.

Comment

As a consequence of excavation discovery, the archaeological remains have been retained insitu, left for display and interpreted, or where not visible,

left in place and covered. For further archaeological assesment, refer to the Austral Archaeology Pty Ltd report of March 2018.

The archaeological resources are to be protected in accordance with the relevant NSW NPWS Act 1979 and the NSW Heritage Act 1977, and as per the Austral Archaeology Pty Ltd recommendations.

Policy 27

Where the site is identified as having archaeological potential all excavation should be carried out under supervision by a qualified archaeologist. Appropriate permits should be sought from the NSW Heritage Council prior to the commencement of works.

Comment

Any further excavation works and discovery are to refer to the Austral Archaeology Pty Ltd report that addresses excavation and appropriate permits.

4.0

CONCLUSIONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

The proposed amendments to the Bay 12 area:

- Address the *Heritage Act 1977* with regard to archaeological discovery, insitu retention, display and its interpretation.
- Will further benefit the heritage significance of the Campbell's Stores and its setting within The Rocks Conservation Area.
- The proposal improves the visual and spatial site relationship between Hickson Road and the Campbells Cove promenade.
- The proposed terrace alterations and less prominent awning to 7-27 Circular Quay West, will further reduce impact on the heritage significance of the adjacent properties at 1-5 Hickson Road, and 36-88 George Street, The Rocks Conservation Area, and the Sydney Opera House World Heritage Buffer Zone.
- Should any further unexpected relics be disturbed during excavation of the site they must be managed under the Archaeological provisions of the NSW Heritage Act.

- Subject to the above recommendations, GBA Heritage has no hesitation, from a heritage perspective, in recommending the consent authority approve the application.

4.2 RECOMMENDATIONS

- Refer to the report prepared by *Austral Archaeology Pty Ltd* for their recommendations.
- Amend the Conditions of Consent with regard to *Interpretation Plan*, and insert the following clause after B17.a):

b) Stage 1A Addendum to Interpretation Strategy prior to the issue of a Construction Certification. The Addendum is to address the retention and preservation of the identified State significant archaeological material within Bay 12.