

APPENDIX 6.

ADDENDUM TO HERITAGE IMPACT STATEMENT

28 September 2008

Director General
Department of Planning
23-33 Bridge Street
Sydney NSW 2000

ADDENDUM TO THE HERITAGE IMPACT STATEMENT

Dear Sir/Madam,

RE: THE BARANGAROO CONCEPT PLAN / 28-052

BACKGROUND

City Plan Heritage has been engaged by Sydney Harbour Foreshore Authority to prepare this addendum to the Heritage Impact Statement that accompanied the Concept Plan Application made under Part 3A of the EP&A Act. This addendum has been prepared to address the potential heritage impacts of the proposed modifications to the Concept Plan. These modifications have been made by the Foreshore Authority for the satisfaction of the 'Terms of Approval' B1 and B2 of the Concept Approval that was granted by the Minister of Planning in February 2007. The subject conditions B1 and B2 set out in Part B of Schedule 2 of the 'Terms of Approval' read as follow:

B1. Public Domain – Northern Headland

- (1) Noting the jury report recommendations on the competition winning design scheme, further detailed design plans for the northern headland are to be provided to the Department prior to or concurrently with the lodgement of the first project application for major public domain works. These are to be to the written satisfaction of the Director General.*
- (2) The plans identified in (1) above are to address the following requirements and objectives:*
 - a. The reinstatement of a headland at the northern end of the site with naturalised shape and form including a build up height and a*

generous landscape connection to physically link Clyne Reserve, to allow direct pedestrian access from Argyle Place and appreciation of the landform of the former headland.

- b. encourage pedestrian permeability along the foreshore, with links to Hickson road, Argyle Place, Towns Place and "Globe Street"*
- c. ensure adequate viewing of the park from "Globe Street" to enhance security while limiting vehicular access into and through the park.*
- d. A welcoming aspect when approaching the northern headland from the south along "Globe Street" and Hickson Road, in landform, materials, accessibility and view lines.*
- e. Public safety through the day and night considering surveillance, lighting, planting and materials.*
- f. The impact on and the treatment of the Sewage Pumping Station.*

- (3) The above redesign may include provision of a public car park in the headland.*

B2. Public Domain – Northern Cove

- (1) Noting the jury recommendations on the competition winning design scheme, further detailed design plans for the Northern Cove located opposite Munn Street are to be provided to the Department prior to or concurrently with the lodgement of the first project application for major public domain works. These are to be to the written satisfaction of the Director General.*
- (2) The plans identified in (1) above are to address the following requirements and objectives:*
 - a. an enlargement of the water intrusion,*
 - b. a greater naturalised shape, form and edges including treatment surrounding the cove.*

The Barangaroo site is not individually listed as a heritage item under any statutory instrument. However, three Heritage Items are located within the subject site and there are a number of Heritage Items and a Conservation Area in the vicinity of the site.

This addendum has been prepared by Kerime Danis, Acting Director, of City Plan Heritage.

THE SITE

The “Barangaroo” site consists of over 1km of concrete wharves and is located at the north western end of the Sydney CBD. It extends beyond the original shoreline. The existing wharves were constructed during the 1960s and 1970s to facilitate the berthing and loading of large container ships. These wharves replaced early twentieth century finger wharves. The majority of the wharves feature concrete seawalls although the far north western end features a stretch of sandstone seawall likely to be from the early twentieth century.

The site currently forms a large concrete platform with security fencing to prevent unauthorised access to the site. The majority of the structures and sheds that existed on the centre and northern portion of the site beyond the Spirit of Tasmania berth were demolished in early 2008. The wharf surface still features regularly marked painted lines indicating previous storage areas and movement corridors for vehicles and pedestrians.

The remaining structures consist of the light towers, harbour control tower and the Sewage Pumping Station. The site continues to provide mooring services for a limited number of ships during short stay such as a Book Fair ship, which was open for visitors at the time of the site inspection. There are no functional port facilities and amenities within the Barangaroo site.



Figure 1: Current configuration of the Barangaroo site looking towards the Sydney CBD. Access to the most north end the site beyond that point is not available.



Figure 2: General views of the Barangaroo site towards the northern end. Note the security fencing, light towers and the Harbour Control Tower.

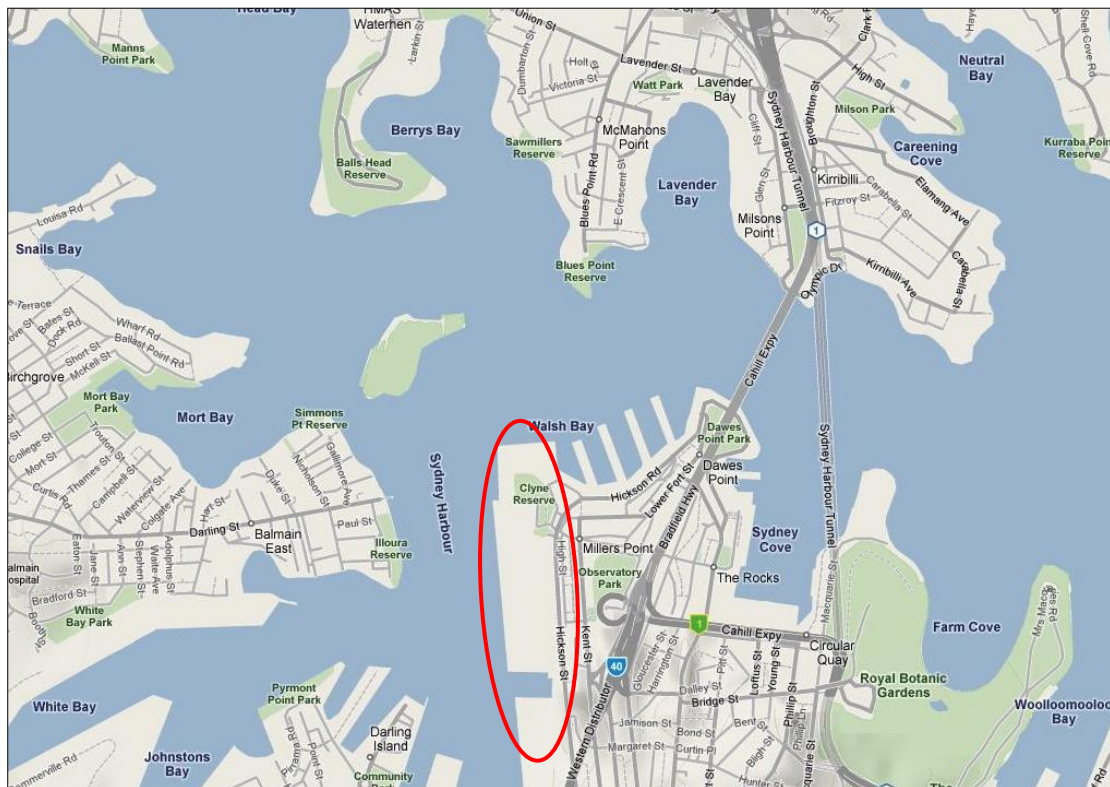


Figure 3: Map of Sydney Harbour showing the land forms around the Barangaroo site. (Source: Google maps)

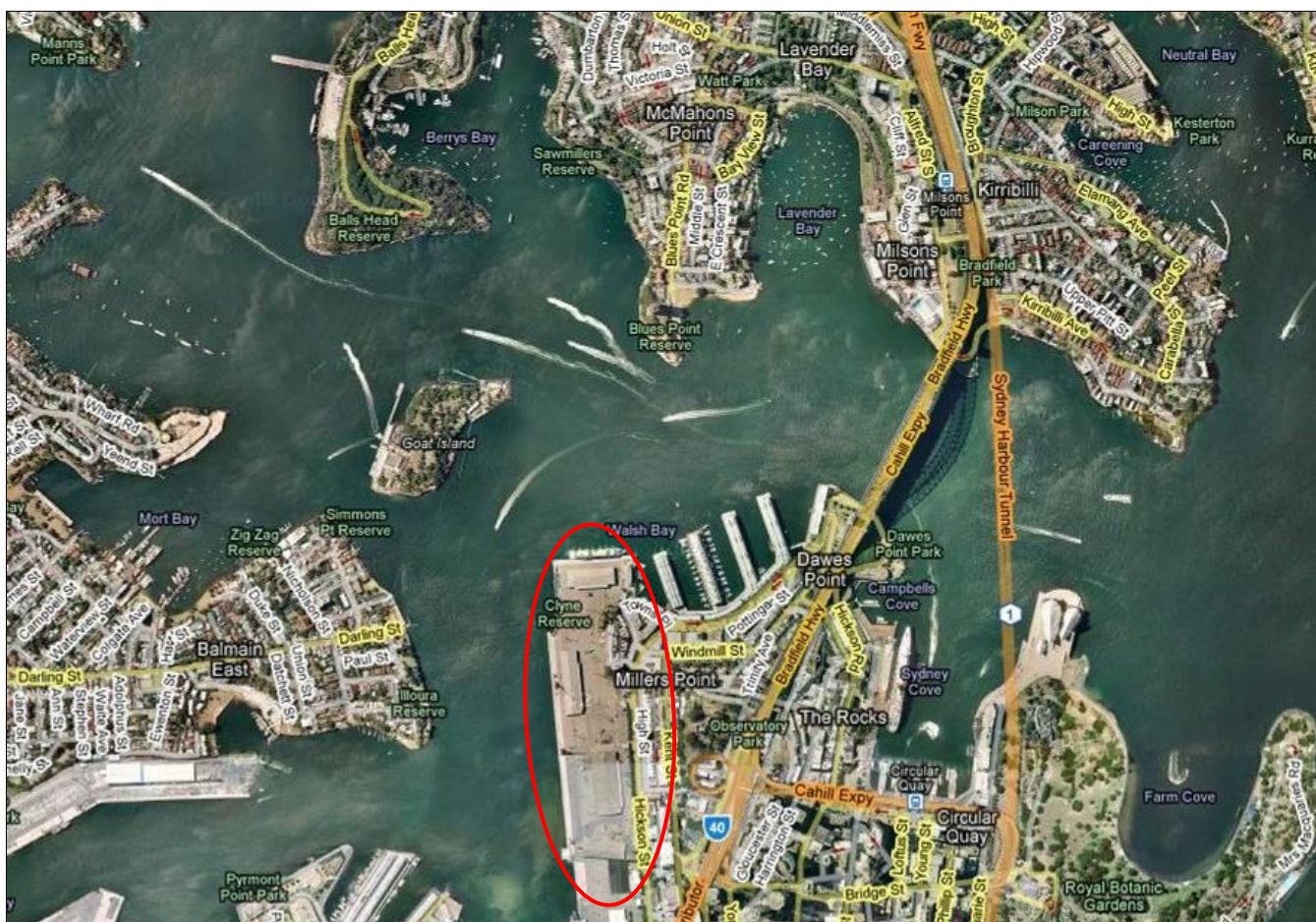


Figure 4: Aerial view of Sydney Harbour showing the relationship and forms of the foreshores surrounding the Harbour. The Barangaroo site has been indicated.
(Source: Google maps)

EVOLUTION OF THE SITE'S WATERFRONT FORM

One of the requirements of the Concept Plan Approval is the reconfiguration of the northern headland of the Barangaroo site in a natural form. Therefore the following maps have been provided for a better understanding of the site's evaluation and for the identification of the most suitable form for adaptation in the required modification. This also will allow for the assessment of the proposed natural land form.

The following plans have been reproduced from the unpublished "East Darling Harbour History" provided by the Foreshore Authority. They provide a clear sequence of the changes and development of the site. As the focus of this addendum report is the proposed natural form only the plans that relate to the natural land form years have been provided here. Examination of the landform and foreshore configurations of the subject site reveals that the natural form of the headland remained largely intact up until the late 1830s with very few

structures on it. By 1843 a number of manmade wharves are evident around the headland and the western shorelines of the site.

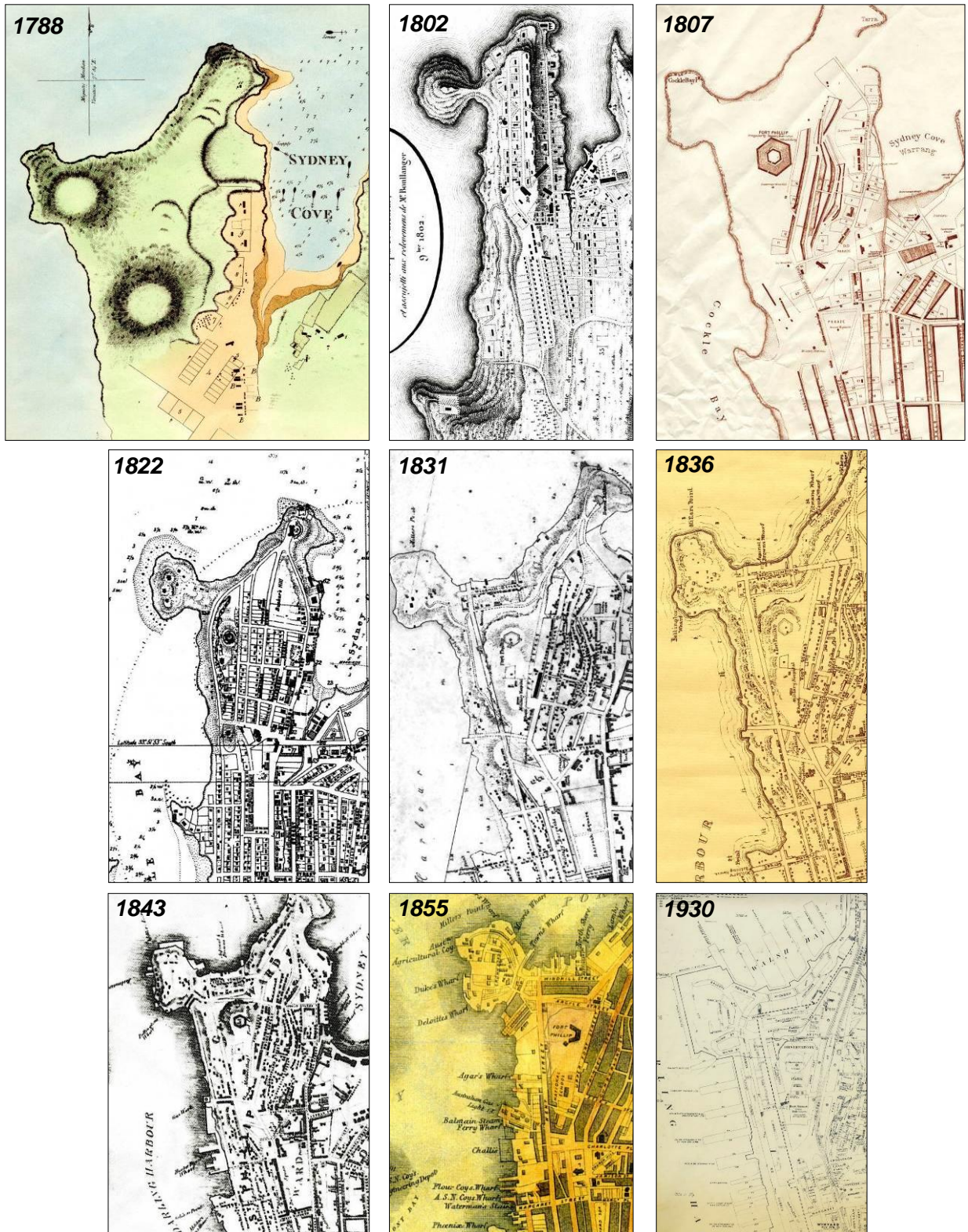


Figure 5: Evolution of the East Darling Harbour foreshore and headland



Figure 6: 1888 Birds Eye view of East Darling Harbour showing significant development and port activities in the harbour and the subject site.

STATEMENT OF SIGNIFICANCE

The following Statement of Significance of the Barangaroo site has been quoted from the Heritage Impact Statement prepared by this office and dated September 2006:

The East Darling Harbour (Barangaroo) site consists of a long straight concrete platform constructed upon reclaimed land in the 1960s and 1970s. The most extensive changes to the site occurred during the early stages of the twentieth century when the Sydney Harbour Trust converted resumed foreshore lands into modern wharf facilities. Historically the site demonstrates the reclamation of the harbour foreshore and manipulation of the environment to facilitate shipping and other maritime industrial activities and has been associated with maritime industry since the early nineteenth century. However, the extant fabric on the site demonstrates only the most recent phase of development and use.

The site was once socially and physically connected to the working class residential areas of Millers Point which provided labour for the wharf operations during the nineteenth and twentieth centuries, although the fabric of the site no longer reflects the historical phase in which this connection existed.

The site is associated with several social events of historic significance including the Great Maritime Strike in 1890; several strikes held by the Sydney Wharf Labourer's Union formed by the waterside workers in 1972; and the bubonic plague of 1900 that ultimately caused the resumption and redevelopment of the waterfront and surrounding residential areas.

The site has potential archaeological significance although it is not evident how much of the early finger wharves and seawalls survive below the existing concrete wharves but the Archaeological Management Plan of the Rocks and Millers Point prepared by the DPWS assesses the subject site as "mostly and partially disturbed" in regard to its archaeological potential.

THE PROPOSAL

The proposal is for the modification of the approved Concept Plan in accordance with the requirements of the Director General in relation to the Public Domain design of the project. The current proposal particularly relates to the proposed modifications to the Northern Headland and the Northern Cove of the site. The following is general description of the proposed modifications:

- Creation of a new headland Park to extend from Merriman Street to the water's edge with a naturalised landform based on a historic pre-modified natural shoreline. This will involve relocation or removal of the Sewage Pumping Station and removal of the c1913 sandstone wall
- Creation of a grand Harbour Park at the Northern Headland.
- Provision of a concealed car park under the headland park with pedestrian exit to Meriman Street.
- Creation of a new Northern Cove to extend to within 20-30m of Hickson Road incorporating a small wharf for water taxis.
- Enhancement and widening of Meriman Street and provision of a viewing terrace. This will involve removal of the Harbour Control Tower.

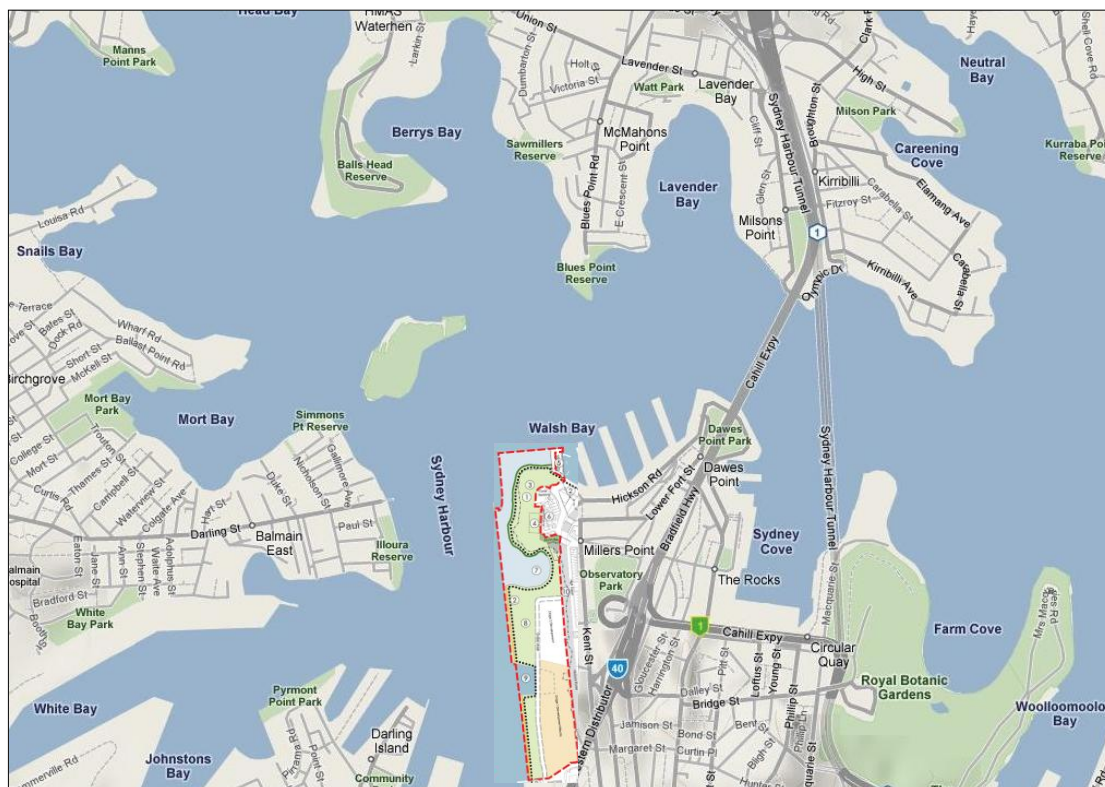


Figure 7: Proposed new Headland Park and shoreline overlapped on the existing site configuration to show the new land form within the terrain of Barangaroo. The dotted red line outlines the existing site boundaries. The new form is indicated in green line. Note that this is an indicative image only.

HERITAGE IMPACT ASSESSMENT OF THE PROPOSED MODIFICATIONS

Due to extensive background studies and the nature of the modifications for the satisfaction of the Director General's 'Terms of Approval'; a full impact assessment has not been carried out. The previous Heritage Impact Statement (6 September 2006) has been provided as an Attachment for easy reference. The main focus of this brief impact assessment is, therefore, to assess the proposed modifications in itemised format with particular attention to the removal or relocation of the two heritage items within the Northern Headland.

Creation of a new Headland Park to extend from Merriman Street to the water's edge consistent with a naturalised landform based on a historic pre-modified natural shoreline. This will involve relocation or removal of the Sewage Pumping Station

The proposed new headland shoreline form is consistent with the requirements of the Director General and reinstates the most suitable natural form for the northern Headland. As

described and seen in the historical evolution of the headland the 1836 shoreline configuration of the land, which the proposed new 'natural' landform is based on, was the last natural form prior to the insertion of manmade wharves or structures on and around the waterfront of the headland. The proposed form while reflecting the historic shoreline provides a deep water body into the site within 20-30m of Hickson Road. This landform creates a transition from the natural landform to the manmade landform that is more dominant within the water body bounded by Darling Harbour, Johnston Bay and White Bay. The proposed modification to the landform of Barangaroo in the current form fits well within the existing context of Sydney Harbour and meets the requirements of the Director General.

The proposal creates a generous Headland Park with build up height and landscaped connection to connect Clyne Reserve with the Northern Headland. This modification necessitates either the relocation or complete removal of the **Sewage Pumping Station** as it will be at the edge of the built up new natural landform. Its retention in-situ will create an awkward setting within the desired generously landscaped pedestrian link to the Headland as well as extensive foundation work for the protection of its structural integrity. As the project is in the concept plan stage section drawings are not available, however, given consideration to the existing ground level (RL) differences between the concrete platform of the Barangaroo site and Clyne Reserve it is anticipated that physically linking the headland with the reserve will necessitate burying of the Pumping Station if retained in-situ. It is recommended that the possibility of relocation of the structure to an appropriate location within the site, without dismantling, be investigated. This option would depend on the realistic viability of this action in terms of expense, the building's structure and the existence of a suitable location in relation to its significance. It is noted that relocation of a masonry structure has recently been successfully implemented at Hornsby Railway Yard. Should it be determined that the complete removal of the Pumping Station is required, an archival recording including measured drawings is recommended. The removal of the structure should be carried out in blocks and systematic order as such to allow reconstruction elsewhere rather than disposal of its fabric. An appropriate methodology should be developed to minimise loss of significant fabric during removal.

The significance of the Sewage Pumping Station has been detailed in the 2006 Heritage Impact Statement (p.33). The impact assessment of the removal of the Heritage Item in that report concluded that "There is some detrimental impact from the demolition or burial of the structure. The ability to interpret the technical significance of the place as a part of the Bondi Sewer Outfall system is able to be demonstrated, interpreted and consequently appreciated

through other actions in more appropriate locations. This structure is not the defining element of the reformed sewer system and without introduced information the cultural value of the place is not apparent. While the building is a reasonably well handled example of this type of building incorporating typical details popular architectural styles of the time it is not an excellent example of the Queen Anne style of architecture.”

The proposal also requires the removal of the 1913 sandstone seawall. It is listed on the Sydney Ports s170 register as being of significance for its association with the growth of wharf facilities and expansion of the western side of the city, and as a surviving example of works associated with early efforts of the Sydney Harbour Trust to develop standardised wharfage for the Port of Sydney. It is also listed for its presence as a *“key feature which has been fixed in the landscape since c.1913 in tracing the evolution of the modern shape of Darling Harbour and Millers Point”*.

Retention of the seawall will prevent the realisation of the proposal to recreate a new natural landform if retained in situ. As the proposal does not involve reclamation of land it is not possible to bury the wall as an archaeological resource. As it is considered that removal of the sea wall will not result in the removal of fabric that will prevent understanding this aspect of harbor foreshore development it is recommended that its removal be allowed following an archival recording. The stones be retained for use as part of the onsite landscaping.

Creation of a grand Harbour Park at the Northern Headland

This is a positive aspect of the proposed modification in enhancing the setting and appreciation of the Northern Headland in its reinstated historic landform. It meets the requirements of the Director General.

Provision of a concealed car park under the headland park with pedestrian exit to Merriman Street

The car park is incorporated in the new design and reconfiguration of the Headland in accordance with the recommendations of the Director General. There will be no adverse impact on the setting, nature and the public domain of the Northern Headland due to the construction of the car park as it will be concealed under the park. Entrance to the car park will be from eastern side at Merriman Street with no impact on the harbour views of the Headland.

Creation of a new Northern Cove to extend to within 20-30m of Hickson Road incorporating a small wharf for water taxis and other water craft.

The new configuration of the Northern Cove will emphasise the reinstated historic natural landform of the Headland whilst acting as a transitional element between the natural harbour side and the manmade side of Sydney Harbour. Provision of a small wharf for water taxis and other water craft will allow easy access from the water to the Barangaroo site, thus improving the appreciation of its historic and cultural significance by the wider public.

This modification satisfies the requirements of Condition B2 of the 'Terms of Approval' as it provides a larger water intrusion towards Hickson Road with a natural shoreline edging and form.

Enhancement and widening of Meriman Street and provision of a viewing terrace. This will involve removal of the Harbour Control Tower.

This modification also meets the requirements of the Director General. It will allow for a greater appreciation of the reinstated historic natural landform of the Headland and the Park without compromising its natural and landscaped setting and qualities. Provision of a viewing terrace necessitates the removal of the Harbour Control Tower due to its location at the edge and within the new Headland Park.

Constructed in c1973, the Tower is listed on the Sydney Ports Section 170 Register under the Heritage Act for its role as the first tower constructed in over 150 years after the European settlement in Sydney Harbour. The Statement of Significance provided in the Sydney Port Corporation Heritage Inventory (2004) identifies the Control Tower as "evidence of the long process of establishing visual control and guidance over maritime operations for the Port of Sydney". The Harbour Control Tower is not listed on any other statutory instruments.

It is constructed on bedrock foundation in reinforced concrete to improve damping of wind generated by vibration. The tower is 87m high with a three-level control centre on the top.¹ Its listing on the Section 170 Register does not identify the structure's construction technique or design as of engineering or aesthetic importance. It's identified significance relates primarily to its role as a symbol of efforts associated in building a tower for visual control of Sydney Port. Due to its relatively recent construction and physical association with the late 20th Century wharves of the Barangaroo site it has some ability to demonstrate a strong

¹ http://www.sydneyports.com.au/__data/assets/pdf_file/0013/1444/HarbourControl.pdf

association with the key historic phase and maritime operations of the site. The Tower, however, is a dominant and recognised feature in the landscape of Darling Harbour and Walsh Bay. Furthermore, all sheds and structures associated with the late 20th Century commercial operations of the site have been demolished as part of the redevelopment of Barangaroo, making the Control Tower the sole remaining evidence of recent operational phases of the site. It is recognised that the Control Tower may have some social significance due to its landmark presence in the landscape of Darling Harbour and Walsh Bay. However, this is not an established significance and is not considered to be of such strong importance to exclusively retain the structure within a new naturalised form and generously landscaped Headland Park.

In order to establish the aesthetic and technical values of the Harbour Control Tower a desktop research of similar type of towers (including signal stations and light houses) has been undertaken. This research has identified two heritage items in the NSW Heritage Branch's State Heritage Inventory database – South Head Signal Station and Nobbys Signal Station.

South Head Signal Station is a solid sandstone tower with connected watch keepers quarters built in the early 1840s and designed by the Colonial Architect Mortimer Lewis. The statement of significance for the Station states that:

A dominant Sydney landmark which appears to have been in continuous use since the 1840s as a controlling point for shipping entering and leaving Port Jackson. The building complex, designed by the Colonial Architect Mortimer Lewis in the early 1840s, is an architectural important example of an early Victorian public work associated with port activities.²

² http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=4920013



Figure 8: South Head Signal Station

(Source: http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=4920013)

Nobbys Signal Station was built in 1953 at the Port of Newcastle and is described as a “four storey brick and concrete structure, with lower three storeys containing staff amenities and storage spaces and top floor containing former signal room. This upper level is almost entirely glazed for unobstructed views of the harbour and beyond. A projecting semi-circular bay housed the telescope. Various masts and other equipment mounted on roof. The original staircase rose with the tower, climbing steeply with a single flight for each storey”.³ The statement of significance for the item reads as

Historically significant as a record of the use of Nobbys Head and the Signal Station for the control and direction of transport in the Port of Newcastle. Prominently located building of some aesthetic value in its utilitarian form.

Other comparable tower structures were found in Queensland and Port of Melbourne. The tower in Caloundra, Queensland was constructed in 1967 as a replacement for an earlier 1896 timber lighthouse tower due to its light being obscured by the high rise developments in Caloundra. The 1967 lighthouse tower is a concrete construction with a 52m high tower. Its operations ceased in 1992.

Although they are not port control towers, the Sydney Airport Control Tower and Sydney Tower, are examples of 20th century architecture and provide comparative elements in terms of aesthetic qualities of such structures. It is clear that the Harbour Control Tower does not

³ http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=3930006

stand out within the towers itemised here in terms of historical, technical and aesthetic qualities. Therefore its conservation and retention within the new configuration of the Northern Headland Park where it will be a detracting element in the naturalised landform is not warranted. The historical associations of the Barangaroo site is largely intangible and its future interpretation will not be affected by the demolition of the Control Tower.

Mitigative measures to adequately interpret the Harbour Control Tower should be taken possibly in the form of a high sculptural element that would reflect its landmark presence in the future landscape of Darling Harbour and Walsh Bay. Further recommendations have been made in the following section.



Figure 9: Caloundra Light House and Melbourne Harbour Control Tower respectively.

(Source: <http://www.lighthouse.net.au/lights/QLD/Caloundra/New%20Caloundra.htm#Access> and http://images.google.com.au/imgres?imgurl=http://www.ppsp.com.au/images/harbour_control_melbourne.jpg&imgrefurl=http://www.ppsp.com.au/photo_gallery.htm&h=1024&w=768&sz=445&hl=en&start=1&um=1&usg=__t2Ev92jmHlzQhVrm9CWXRjNV1_s=&tbnid=DVIFEElyfGp8UM:&tbnh=150&tbnw=113&prev=/images%3Fq%3Dharbour%2Bcontrol%26um%3D1%26hl%3Den%26cr%3DcountryAU%26sa%3DN)



Figure 10: Sydney Airport Control Tower and Sydney Tower
(Source: website of Structural Concrete Industries- national Precast Concrete Association of Australia; and <http://www.civil.usyd.edu.au/images/history/centrepoin1.jpg> respectively)

CONCLUSION AND RECOMMENDATIONS

In conclusion, it is considered that the proposed modifications address the objectives of and meet the requirements of the Director General for the reasons described above. The new design improves and enhances significantly the landform, setting, water edges and naturalised shape of the Barangaroo site thus creating consistency along the main waterway of Sydney Harbour.

The following summary of recommendations has been provided to ensure appropriate treatment for the Sewage Pumping Station and the Harbour Control Tower is implemented and necessary mitigative measures are undertaken for their adequate interpretation.

- Prior to making a decision for the removal of the Pumping Station from the site, investigation should be made into the feasibility of saving the building by relocation to a more suitable location within the site. An example of relocation of a masonry structure with its complete entity is the recent relocation of the two-storey Hornsby Railway Signal Box. The relocation over a distance of 150 metres was successfully achieved with no damage to extremely fragile fabric in September 2007. This was said to be the first such relocation involving a large two storey masonry structure, and

was a major technical achievement.⁴ Relocation of the Pumping Station is the preferable option however its implementation depends on the feasibility and viability of such exercise in terms of the buildings structure, identification of a suitable site and the expense involved measured against the significance of the building.

- Incorporate the interpretation actions for the Sewage Pumping Station (if decided to be removed from the site) and the Harbour Control Tower as part of the Interpretation Strategy for the whole Barangaroo site that was submitted with this project application. The strategy guides the future interpretation of the place's development history and will be developed further at an appropriate stage(s) of the project for implementation.
- Archival documentation of the Pumping Station and the Control Tower should be carried out for future reference in accordance with the NSW Heritage Branch's guidelines for the documentation of heritage places of local significance prior to commencement of any demolition works. Removal of the Pumping Station should be carried out carefully in blocks in a systematic order to allow reconstruction elsewhere rather than disposal of its fabric. An appropriate methodology should be developed to minimise loss of significant fabric during removal.
- Include interpretation of the seawall as part of the interpretation of the site generally.
- Undertake archival documentation of the seawall for future reference in accordance with the NSW Heritage Branch's guidelines for the documentation of heritage places of local significance prior to commencement of any demolition works. Removal of the seawall should be carried out carefully to allow reuse elsewhere on the site rather than disposal of its fabric. An appropriate methodology should be developed to minimise damage during removal.

I trust the above information will assist the Director General in assessing the subject Modifications to Concept Plan. Should you have any questions and/or need further information please do not hesitate to contact me on 8270-3508.

Yours sincerely,



Kerime Danis
Acting Director

⁴ Dawbin Architects' website

**ATTACHMENT: HERITAGE IMPACT STATEMENT, SEPTEMBER 2006 BY CITY PLAN
HERITAGE**



East Darling Harbour Concept Plan Heritage Impact Statement

26 September 2006

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ATTACHMENTS

- A. East Darling Harbour Concept Plan: Building Heights, prepared by EDH Design Team for SHFA, August 2006
- B. Photomontages, prepared by Arterra Interactive for SHFA, August 2006 (Plan and Images)
- C. Site Cross Sections, prepared by Arterra Interactive for SHFA, August 2006 (Plan and Images)
- D. *East Darling Harbour History*, by Sydney Harbour Foreshore Authority, unpublished document, July 2006

1.0 INTRODUCTION

1.1 BACKGROUND

City Plan Heritage has been engaged by Sydney Harbour Foreshore Authority to prepare the following Heritage Impact Statement. The concept proposal is for the redevelopment of the existing waterfront area which consists of various wharfs and buildings associated with the related maritime and shipping uses of the site. The concept proposal has been designed by the EDH Design Team.

The subject site is not individually listed as a heritage item under any statutory instrument. A number of places have been individually identified as having heritage significance within the subject site. There are a number of Heritage Items and a Conservation Area in the vicinity of the site.

1.2 SITE LOCATION

The subject site is located at the north western end of the Sydney CBD on the eastern foreshore of Darling Harbour.



Figure 1: Location of Subject Site

1.3 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the *NSW Heritage Manual* 'Statements of Heritage Impacts' and 'Assessing Heritage Significance' guidelines. The philosophy and process adopted is that guided by the Australia ICOMOS *Burra Charter 1999*. The brief for the preparation of this heritage impact statement required the identification of heritage items and views on and in the vicinity of the site and establish their significance, discuss the impact arising from the concept plan and provide recommendations relevant to issues of heritage conservation.

The following statutory planning instruments and non statutory heritage registers have been reviewed in the preparation of this report:

- Sydney LEP 2005
- Sydney Ports Section 170 Heritage Register
- SHFA Section 170 Heritage Register
- NSW State Heritage Inventory Database at www.heritage.nsw.gov.au

The significance of heritage items on and in the vicinity of the EDH site has not been reassessed for this project. Statements of significance, historical summaries and descriptions in this report have been sourced from the NSW Heritage Office State Heritage Inventory Database.

The following heritage studies and reports have been reviewed in the preparation of this report:

- East Darling Harbour History (SHFA)
- East Darling Harbour: A Working Vision 2006 (East Darling Harbour Design Team)

The preparation of this report has been assisted in this regard through information provided by Philip Thalís at site inspections and meetings.

1.4 AUTHOR IDENTIFICATION

The following report has been prepared by Stephen Davies (Director), Kerime Danis (Senior Architectural Heritage Consultant) and Benjamin Pechey (Senior Heritage Consultant).

2.0 SITE DESCRIPTION AND CONTEXT

2.1 SITE DESCRIPTION

The East Darling Harbour (EDH) site consists of over 1km of concrete wharves located at the north western end of the Sydney CBD and extend beyond the original shoreline. The existing wharves were constructed during the 1960s and 1970s to facilitate the berthing and loading of large container ships. These wharves replaced early twentieth century finger wharves. The majority of the wharves feature concrete seawalls although the far north western end features a stretch of sandstone seawall likely to be from the early twentieth century.

There are relatively few structures on the site as most of the site is used for container storage. The major buildings on the site are the four late twentieth century cargo building. These warehouses are simple utilitarian structures featuring pitched roofs, steel frame construction, pre cast concrete panel cladding and numerous large vehicular openings. The warehouses are approximately two to three storeys in height. Some also appear to feature office or administration facilities and spaces within. Other structures on the site include a number of gatehouses at the vehicular entrances from Hickson Road and Towns Place, a smaller brick warehouse along Hickson Road and the Control Tower. The Spirit of Tasmania Passenger Terminal at the southern end of the site is a former cargo shed, most probably similar to the others on site, and was refurbished c.2000.

The site also features five structures of varying degrees of heritage value. The relocated Moores Wharf Building is situated on the north eastern corner of the site. It is a two storey nineteenth century sandstone warehouse that is used by NSW Maritime Authority. A small early twentieth century Sewage Pumping Station is located at the northern end of the site. The Dalgety Bond Store, fronting Hickson Road and is adjacent to the south of Munn Street park, is a heavily modified late nineteenth to early twentieth century warehouse structure that has been adapted for a commercial office use. A late nineteenth to early twentieth century sandstone seawall is located at the north western end of the site. The 1970s Port Operations and Communications Centre (tower) is located adjacent to the Millers Point headland cutting.

An avenue of large mature trees exists along the western side of Hickson Road, outside the site boundary.



Figure 2: The subject site as seen looking south east from Balls Head Reserve.



Figure 3: An example of one of the warehouse/ administration buildings on the EDH site.



Figure 4: View west into EDH site showing warehouse, contains and gatehouse (left). The Dalgety Bond Store is in the foreground on the right.



Figure 5: view north along Hickson Road with the eastern boundary of the subject site on the left.



Figure 6: View south along Hickson Road from the Munn Street bridge. The subject site is on the right, the upper level of the Dalgety Bond Store in the foreground on the right and the High Street terraces and the Millers Point Conservation Area is on the left.



Figure 7: View from Observatory Park into the EDH Site. Terrace houses of Millers Point are visible in the foreground.

2.2 SITE CONTEXT

Located at the north western end of the CBD the subject site is somewhat divorced from the activity and development of the CBD due to the topography as well as The Rocks and Millers Point Conservation Areas.

Millers Point is located to the east of the subject site and is sited at a much higher level than the EDH site due to the dramatic fall in the topography from the natural ridgeline down to the west. The topography in the area has been manipulated over time through reclamation of the foreshore and cutting of the land. Millers Point is physically separated from the EDH site by stone cuttings along Hickson Road and around the northern and eastern edges of the Millers Point headland. The Hickson Road and High Street cutting and High Street profile forms a distinctive V-shape when viewed from the west while the headland and cutting is visible from the north around to the west. Millers Point consists largely of late nineteenth and early twentieth century residential development with associated buildings such as hotels and corner shops. The northern end of the headland, at the end of Merriman Street, features a small park, Clyne Reserve, and another small park has been created through the closure of Munn Street.

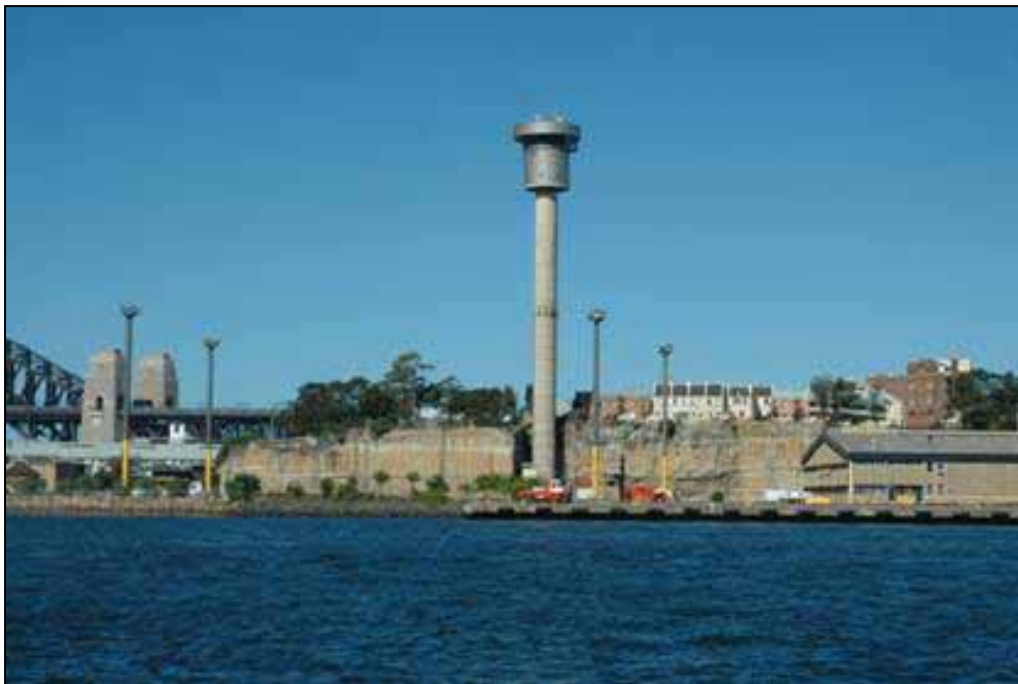


Figure 8: Millers Point headland and cutting as viewed from the west.



Figure 9: View into Millers Point from Observatory Park showing terrace house roofscape.



Figure 10: Hickson Road cutting on the left with the V-shape profile of High Street.



Figure 11: Park through former Munn Street with upper level of Dalgety Bond Stores on the left and the Palisades Hotel on the right.

Observatory Hill is slightly further east again. It is the highest point in the area and consists of a grassed public open space with mature fig trees and the significant Sydney Observatory building. The SH Ervin Gallery and National Trust building is located to the south of the Observatory across the Cahill Expressway cutting.



Figure 12: Observatory Hill as seen from Balls Head Reserve showing the relationship to the EDH site which is located in the lower right hand side of the image.

To the south east of the subject site late 20th century commercial development is prevalent with some heritage buildings nearby including the Grafton Bond Stores, Mortons Hotel and the Gas Works Buildings (The Bond site). The eastern side of Hickson Road, south of the High Street cutting, features various buildings sited at the level of the wharves. The southern end of Hickson Road features buildings along the eastern side of the street at the same level as the subject site. To the south of the subject site is more recent commercial development which is generally of a slightly lower scale than the high rise further to the east and includes the King Street Wharf development along the Darling Harbour foreshore.



**Figure 13:
Grafton
Bond Store
on Hickson
Road.**



Figure 14: Former Gas Works buildings at The Bond at 30 Hickson Road and the surrounding development.

The subject site is also visible in the broader Darling Harbour and Sydney Harbour context. From the north, the site is visible from McMahon's Point, Lavender Bay and Blues Point. Goat Island obscures most views from further away to the north west. To the west the site is highly visible from the public parklands of Balmain Peninsula from Peacock Point to Simmons Point as well as from Darling Point Road. From the south west the site is visible from Pyrmont, particularly the public parks and spaces at Pyrmont Point and Darling Island. Further south the site is less visible from the western edge of Darling Harbour and the Pyrmont Bridge. Views to and from the site are discussed in greater detail below.

2.3 IDENTIFICATION OF IMPORTANT VIEWS

The impact upon views to and from places of heritage significance is discussed under the assessment of impact for the particular place affected in Section 6.3 of this report.



Figure 15: Panorama from Observatory Hill Park to the West and Over the EDH Site (1)

Portions of the water and the opposite foreshore are apparent in the view. The Palisades Hotel (1) is one of the more prominent features in the view from Observatory Hill Park.



Figure 16: View South Along Hickson Road from Munn Street (2)

Image shows the change in levels between the subject site on the right and High Street and Millers Point on the left above the cutting. There is an historic photograph taken from this location showing the scale of the early twentieth century wharf buildings formerly located on the subject site (Figure 30).



Figure 17: View west from the Northern End of High Street over the former Munn Street alignment. (3)

The view shows the scale of the existing warehouses and the containers which obscure views to the water and the Peacock Point foreshore. The concept proposal will reform Munn Street and open a view corridor towards the west. The Dalgety Bond Store is located on the right in the foreground.



Figure 18: View West from the Centre of High Street (4)

The view is from the lowest point on High Street and shows that the water and the opposite foreshore are only partially visible. The scale of the existing warehouse and gatehouse buildings are apparent. Early twentieth century wharf structures would have obscured this view. The Concept Proposal will provide a view corridor from this location to enhance the view and also re-instate the historic pedestrian bridge to the EDH site.



Figure 19: View West from the Southern End of High Street (5)

The view shows the existing warehouse structures partially obscuring the water. The Peacock Point foreshore is visible from this location. The Concept Proposal retains a view corridor and improves the view by removing the existing structure.



Figure 20: View South East from Balls Head (6)

Due to the height of Balls Head Reserve the entire EDH site is visible. The scale of the existing warehouse structures is apparent and the Millers Point headland cutting is obscured by existing structures. The Millers Point roovescape is apparent and Observatory Hill Park (1) is prominent. The buildings proposed for the EDH site will fall into the back drop of existing CBD development.

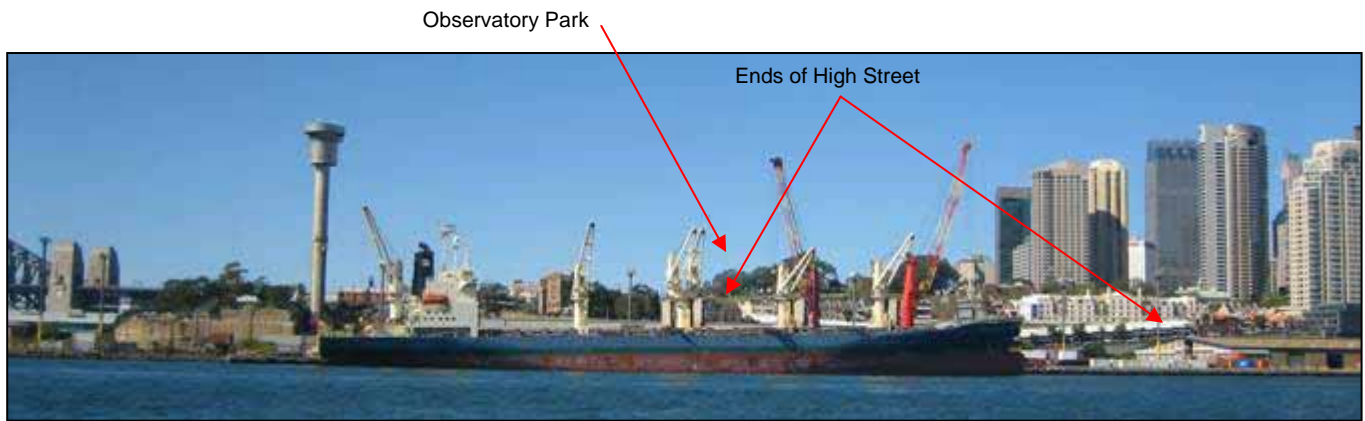


Figure 21: View from the End of Darling Street, Balmain (7)

The tree canopy of Observatory Hill Park is visible as is the Millers Point roovescape, although it is less prominent. The High Street cutting, terraces and street profile are largely obscured by existing structures although the higher northern and southern ends are visible.



Figure 22: View North East from Pyrmont Point Park (8)

The scale of the existing structures obscures the cuttings and much of high street. The tree canopy of Observatory Hill Park is prominent and the northern end of High Street and the roovescape of Millers Point is also visible although less prominent.



Figure 23: View South from Blues Point (9)

Only the northern portion of the EDH site is visible from this location. The scale of the existing buildings is apparent and the Millers Point headland cutting is obscured. The Concept proposal will replace this view with the tree canopy of the headland park. Prominent features include Moores Wharf Building (1), the Palisades Hotel (2) and the Dalgety Street terraces (3). The roovescape of Millers Point and Observatory Hill Park is visible further to the left (not shown) and will not be affected by the Concept Proposal.

3.0 HISTORICAL OUTLINE

The following historical outline has been summarised from the *East Darling Harbour History* provided by Sydney Harbour Foreshore Authority. For a more detailed development history of the East Darling Harbour including the historical maps and images refer to Attachment A of this report.

Aboriginal History

East Darling Harbour was part of the Cadigal territory, Coodye and the area was used for fishing, hunting and gathering shellfish evident in the former large shell middens just to the south of the site, which gave Cockle Bay its name. The large shell middens and numerous rock engravings close to East Darling Harbour indicate a lengthy indigenous occupation most probably since the settling of sea levels around 6000 years ago. Soon after the arrival of the First Fleet, the Cadigal people and other local clans were decimated by a smallpox epidemic, to which they had no immunity. However some people survived and continued to occupy the area.

The Indigenous people continued to use the land around East Darling Harbour at least until the 1830s, four decades after the arrival of the First Fleet and despite the smallpox epidemic. This was evident when archaeological excavations of the Moore's Wharf site revealed a campsite in 1980.

Early European Development

Due to the steep terrain and lack of easy land access Millers Point and East Darling Harbour did not develop as quickly as the nearby Sydney Cove and The Rocks. The area remained fairly quiet and undisturbed for the first few decades of European occupation in the area.

By the 1820s Millers Point had started to develop with a few cottages and windmills scattered around. The early maps show the north end of the subject site as "Cockle Bay Point", probably the first European name given to the area. A trail runs from Dawes Point Battery along the shoreline to Cockle Bay which would eventually become Kent Street and Lower Fort Street. Quarrying was active at the time and eventually changed the landscape of the area dramatically. The Military hospital, in close proximity to Fort Phillip had been constructed by this date. Fort Phillip in association with Dawes Point Battery and the later Garrison Church (1840) indicate the importance of the Military in the area's early history.

The whaling and sealing industries were in full swing in the early decades of the 19th century and the black hulled ships were a common sight moored off Millers Point. Combined with the rise of the wool industry, the demand for wharves and docks began to grow. In the early decades Millers Point was mainly used as moorage, a standing-off point for ships waiting to

load or unload their cargoes at the wharves in Sydney Cove and the newly named Darling Harbour.

Evidence of a small wharf or jetty around the middle of the subject site could be seen on the 1828 *Map of the City of Sydney* (detail) that shows part of Millers Point. The map also depicts a few more streets, including what would be later, the appropriately named Windmill Street. The northern end of the Kent Street is also shown running to Walsh Bay and the first small jetty there. It is evident on this map that development was encroaching from the south and east. By the 1830s, forty years after settlement there was still no direct route to Millers Point. At one stage the area's landscape was dominated by quarries surrounding Fort Phillip frequently referred to as "the Quarries".

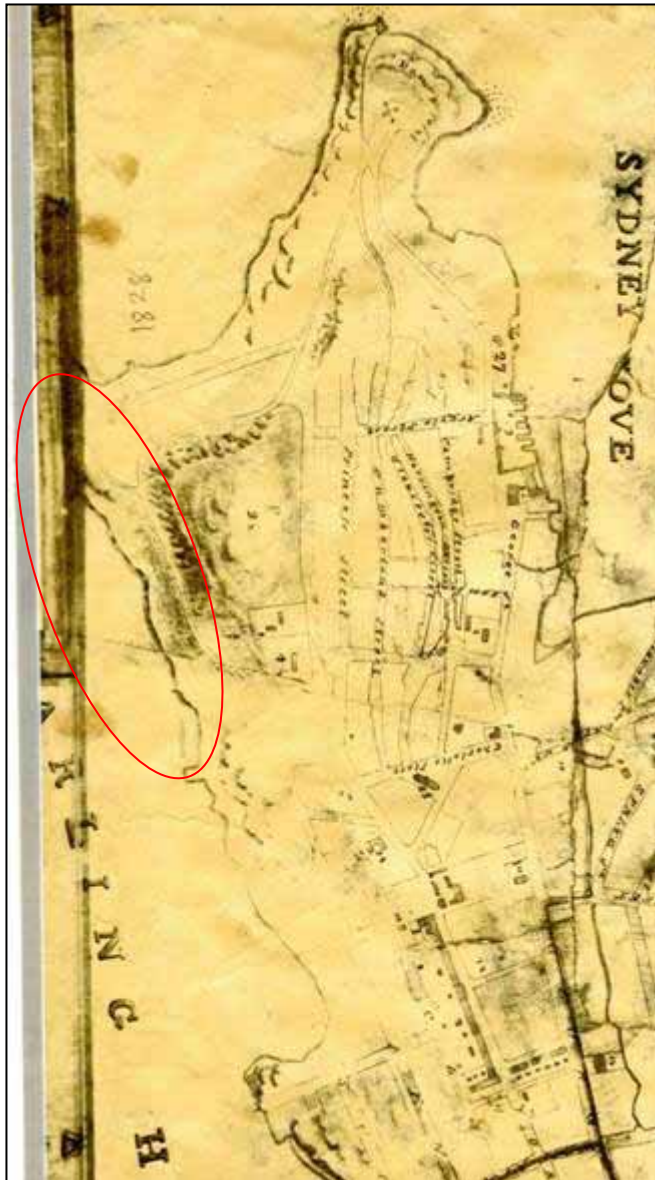


Figure 24: 1828 *Map of the City of Sydney*, Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

Nineteenth Century Maritime Industry

The 1831 *Map of the Town of Sydney* shows the intention of extending Sussex and Margaret Streets at the southern end of the subject site. This indicates the early planning of land reclamation and straightening the shoreline to facilitate shipping. The maritime industry and its demands came to be the largest influence on the evolution of Millers Point. The first wharf in the area was built at Walsh Bay near Dawes Point in the 1820s. The access to Walsh Bay was more convenient than East Darling Harbour and therefore the shipping facilities were constructed there first.

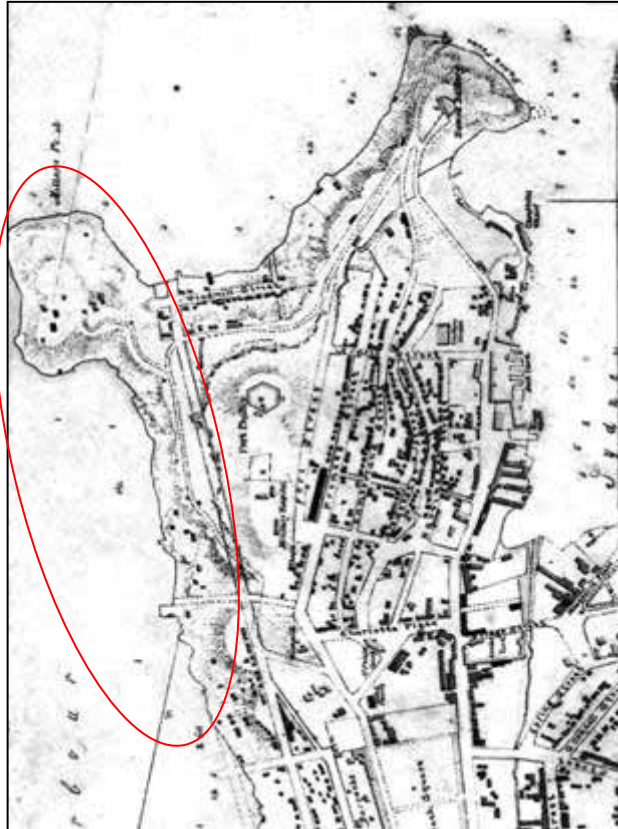


Figure 25: 1831 Map of the Town of Sydney, Ashton & Waterson 2000 Sydney Takes Shape

By the 1830s there were several wharves at Walsh Bay, and south of the subject site. Darling Harbour's wharfage facilities grew in response to the relocation of the markets there by Governor Macquarie. The industrial revolution in Australia also began at the very southern end of Darling Harbour with the establishment of Dickson's Steam Engine in 1813, followed by Barker's Steam Mill in 1827. Industries such as these also stimulated the building of waterfront facilities. Recreation amenities were built just south of the subject site in the 1830s.

The 1836 *Map of the Town of Sydney* shows the first named wharf on the subject site 'Bettington Wharf' together with a few buildings scattered along the roads and tracks. The subject site was still relatively untouched, but this was about to change dramatically.

The early 1840s saw Millers Point developed into a village of pubs as a result of considerable increase in Sydney's population. The pubs were important to the local people as a social

gathering place, and as a source of accommodation for immigrants to the country. They would become important meeting places to discuss industrial relations matters in later years.

In the early decades of the settlement those with money built grand homes on the more salubrious positions around The Rocks and Millers Point. They were usually constructed of sandstone on the higher ridges, taking advantage of the views and the breezes, and distancing themselves from the drainage problems plaguing their less well off neighbours. Some of these houses still exist, such as Clyde Bank on Lower Fort Street and Darling House on Trinity Avenue. The sandstone used in the construction of these and other local buildings came, most likely, from the quarries that were busily cutting down the sides of Flagstaff Hill and from the Argyle Cut. The 'cutting down' of Millers Point for building lots, maritime facilities and roads continued well into the 20th Century and it has radically altered the original topography of the area.

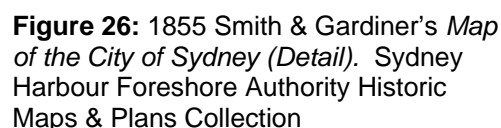
Another facet of the history of Millers Point is the increasing need for warehousing and storage facilities over the years in response to changing shipping. This brought together many changes in the ownership of land titles in the 1950s, at the time of the Gold Rush. Wool began to replace the products of the earlier industries to be exported from Sydney. The whaling and sealing industries were becoming unsustainable through over fishing and gas had begun to replace whale oil as a lighting fuel.

The Australian Gas Light Company was formed in the late 1830s and purchased land at East Darling Harbour. In 1841 over 600 private gaslights had been installed in Sydney and the first public demonstration occurred on nearby Church Hill. The gas works were operating by 1843. The works also included the construction of wharves to receive the vast quantities of coal needed to produce the gas. It provided employment for numerous men, on the wharves and inside the gas works. Coal was removed from the holds of ships manually, a dirty arduous job that required a sizeable workforce. This workforce had to be available locally and this required the provision of housing for the workers.

In the 1840s a worldwide economic depression hit and many joint stock companies went bankrupt, but the Gas Light Company was still doing well. Perhaps because of this, the slowing of growth experienced in the rest of Sydney does not seem to have affected Millers Point. The 1843 *Map of the City of Sydney* and images from around that time show a village that is starting to take off. It also appears that land reclamation had occurred just to the south of the point. The new Hunter River Wharf is marked on the map, just beside the new Gas Works. Another development that brought people and small business to the area was the establishment of the ferry service between Balmain and Millers Point.

The construction of a direct route to Millers Point from The Rocks assisted development. The Argyle Cut was begun in 1843 by convict labour to provide a transport link between The Rocks and Darling Harbour. The Cut was an important transport route until the building of Hickson Road in the 20th Century.

After the depression ended in 1845, the price of wool rose steeply and combined with the Gold Rush had a large effect on development in Millers Point. Wharf development around the shoreline increased until there were facilities from Dawes Point down to Darling Harbour by the mid 1850s. Some of the companies included Town's, the Australian Agricultural Company, Cuthbert's shipyard and P & O. The newly named Australasian Steamship Navigation Company expanded their holdings and their routes from the original ones serviced when they were the Hunter River Steamship Navigation Company. All of these shipping facilities required a labour force that was locally available. Dwellings were built along the edges of the wharves to house these labourers and their families, but much of the work was seasonal.



The Gold Rushes had a profound effect on the colony, the population almost doubled and the price of labour increased. However, it also caused labour problems, which were the initial beginnings of the labour movements. This would help to shape the character of the community of Millers Point in later years. Despite the initial chaos caused by the Gold Rush, it brought unprecedented growth and economic expansion, especially to shipping industries. Business boomed in Millers Point. Much of the gold discovered in the colony was transported from the wharves in the area. The flood of immigrants coming in and the exports of gold and wool going the other way coincided with a revolution in transport and communications. Steamship and the telegraph meant that travel was faster and safer than ever before. This change in technology also meant that wharfage facilities would have to be enlarged to accept the larger steamships later in the nineteenth century, and dramatically altered again in the twentieth century with the advent of much larger ships and containerisation of cargoes.

In the 1860s, Millers Point was at its prime as a residential neighbourhood. It was still a largely self-sustaining community with 58 per cent of those with a stated occupation working in jobs connected with the waterfront. Many others were employed in service roles supporting them.

The reclamation of land had been underway for years by the 1860s, and the narrow neck of the Point was expanded. The merchants there, mainly Henry Moore and Robert Towns, smoothed the irregular shape of Walsh Bay out, and Cuthbert and Smith filled the southern side of the Point with parallel wharves and short jetties. The original shoreline was wiped out by the end of the 1860s, with the jetties and wharves stretching from Dawes Point to Darling Harbour.

From the 1870s wool began to be the dominant export cargo and more warehouse space was needed in Millers Point. The land was becoming too valuable to support other industries and Cuthbert's Shipyard was one of the first to go. In 1868 there were at least 16 major wharves operating around Millers Point, by 1875 the foreshore was said to be 'entirely occupied' by wharves, stores and commercial premises. Many of the wharves were rebuilt and enlarged. The older wharves like Towns and Moore's were dwarfed by their new neighbours like Dalgety's who had a 340ft (103.6m) long jetty.

The introduction of hydraulic power was welcomed on the waterfront and was quickly exploited. It meant that much larger loads could be shifted in a much shorter time, and that meant more storage facilities were required. This increasing pressure saw the loss of many of the smaller but vital local services like the wood and coal merchants and the shipyards. The loss of the skilled artisans from the shipbuilding industries had a significant local effect of Millers Point, as the diversity of the local workforce was reduced. Balmain was one of the suburbs that benefited from this influx of skilled tradesmen who were pushed out into the

suburbs. The wealthy locals were also deserting the area. Many of the fine old houses were turned into boarding houses, or demolished to make way for stores.

The wharfage facilities surrounded the peninsula and those who lived nearby were mainly employed working on the waterfront or in supporting industries. It became more difficult to define if some places were Millers Point, or The Rocks; streets like Princes Street blurred the boundaries and men worked anywhere they could find it. Families moved between the two places, sometimes in Millers Point, sometimes in The Rocks. It was not until the building of the Sydney Harbour Bridge in the 1920s that the separation of Millers Point and The Rocks occurred again.

Resumptions and the Sydney Harbour Trust

In the late nineteenth century Millers Point was still a relatively fine location for the working classes to live. Although there were sewage and drainage problems, water supply problems and roads that were inadequate for the heavy traffic they carried, Millers Point compared favourable with The Rocks, Darling Harbour, Pyrmont and other waterside suburbs. There were serious concerns and warnings about the control of overseas shipping and the wharves, which would be realised when the bubonic plague broke out in Millers Point in 1900. The area from Darling Harbour to Kent Street and along the foreshore to Millers Point, Walsh Bay and a large section of The Rocks were fenced with the residents left inside. The direct effect on the East Darling Harbour site was that the wharves were subject to inspection, and demolition.

Despite the fact that only 3 people died in The Rocks and Millers Point, the Bubonic Plague outbreak was used as an excuse to buy up the harbour foreshores, stretching from Woolloomooloo to Pyrmont. The Resumptions covered a large area but the infrastructure for administering it was not in place. Whilst the resumptions were done in response to the plague it was obvious that the Government had other agendas in mind. One was the construction of a Bridge to the North Shore; another was the upgrading of the shipping facilities to more modern standards. Government ownership of the Ports was not a new idea; there was agitation for control previous to the plague.

The Sydney Harbour Trust was formed to administer the shipping and bring the facilities in line with world standards; the Trust was also to be in control of the housing in the Resumption area, making it a landlord. To begin with the Trust had control of buildings immediately behind the wharves, 152 properties in all. The task of the Trust was to rebuild the Port of Sydney and it had the powers to demolish housing to facilitate the wharf construction. Eventually streets disappeared for new wharves and facilities as the cliff was cut down to form Hickson Road.

By 1908 there was more work available in Millers Point than ever before, the Trust employed a large workforce on its jobs. There was also a tramway being built and the wharves were still

operating, but there had been many more demolitions of the housing stock. The 'Gipps Ward Progress Association' was formed in that year and they put pressure on the Government to provide working class housing. The Trust finally started building 22 flats in Dalgety Terrace in response to this. In 1909, they finally admitted as policy to provide housing for waterside workers, although they continued to argue that the land was much too valuable for this use. In 1912, the State Housing Board was set up and between 1908 and 1915 the bulk of Millers Point's new housing stock was constructed. This included 72 flats in High Street, 12 houses in Munn Street and shops flats and a restaurant on the corner of Kent and Argyle Streets.

The first major work to be completed was the new Dalgety's wharf on the point itself. Bond stores and warehouses soon followed and in 1909 the major work of constructing Hickson Road began. The cliff had to be cut down to wharf level, and at the end this proved advantageous because it meant that bridges could be constructed over it to the higher streets above providing twice as much access to the two storey wharves. Hickson Road was not just constructed to provide shoreline access to the wharves, but it was to extend to Darling Harbour connecting to the railhead there. It would also provide access, via Pyrmont Bridge, to the warehouses and wharves on the Pyrmont Peninsula. The road was built particularly wide because the original intention was to construct a railway line to Millers Point along the road.

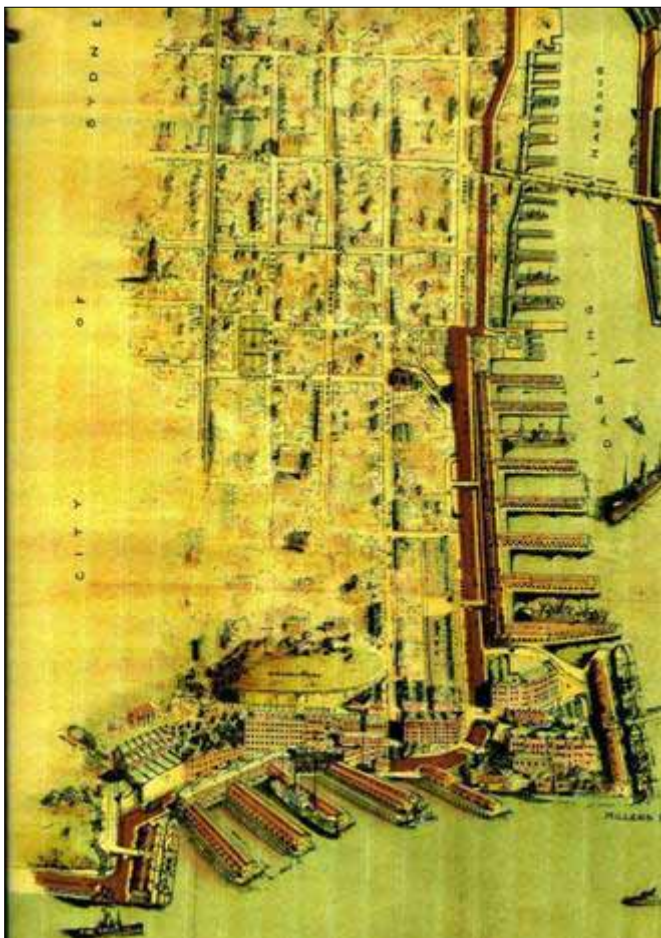


Figure 27: Sydney Harbour Trust 1912
Bird's Eye View (Detail)

By the end of the 1930s, besides Dalgety's, over ten new wharves had been constructed on the subject site. A standard modular timber design was developed for the wharves, wharf sheds and shore sheds so that they could easily be adapted to the requirements of individual sites. The wharves were constructed of turpentine piles spaced on a 10ft grid. The wharf sheds (typically two-storey) were of simple post and beam construction. Ventilation and clerestory lighting were features of the wharf shed roof, which was galvanised iron or asbestos cement. Overpass Bridges above Hickson Road gave access to the upper levels of each shore shed. Hickson Road, which was quarried from the sandstone cliffs, gives sea level access.

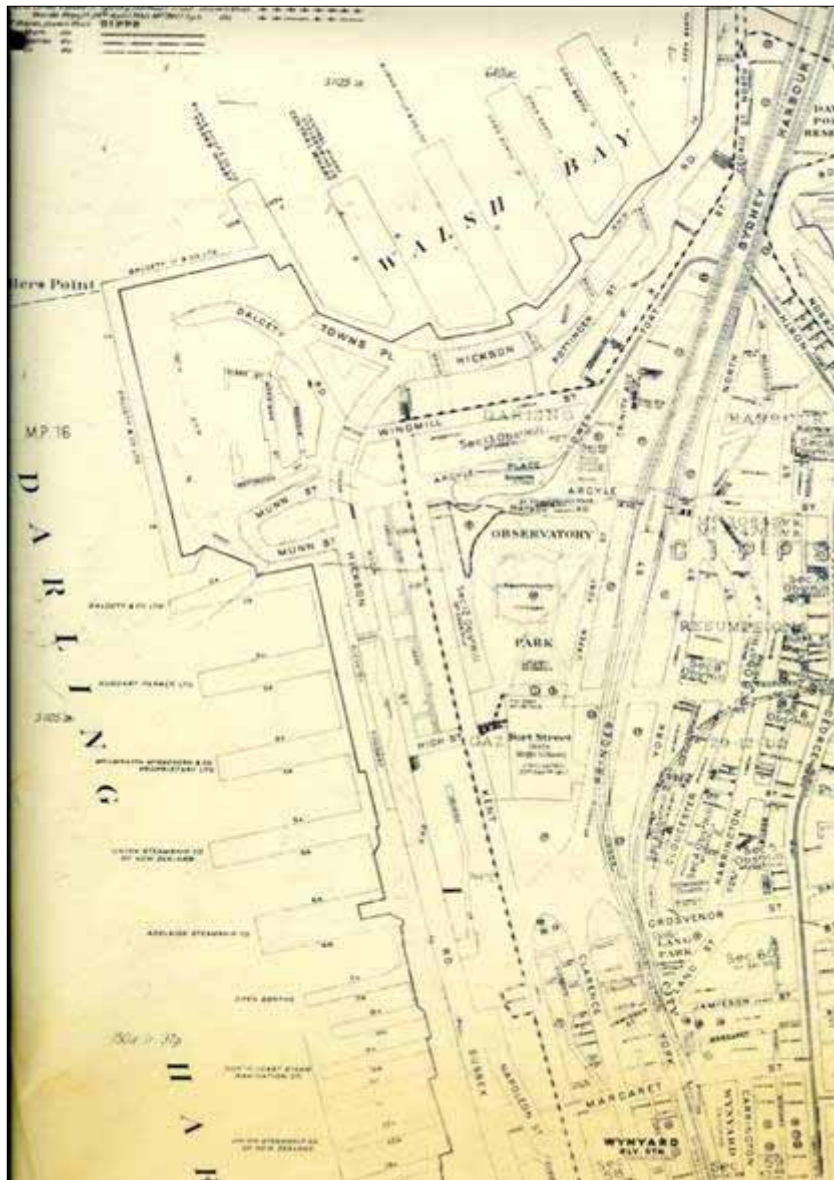


Figure 28: 1930 *Parish of Saint Phillips (Detail)*



Figure 29: *Darling Harbour from Signal Hill, GPO 1 – 16641, Mitchell Library Picman (no date).*

Image shows how far the wharfs and ships extended into the harbour.



Figure 30: *Hickson Road behind Jetties 2 to 4B, Darling Harbour, c.1917, GPO 1 – 21155, Mitchell Library Picman.*

The image shows the scale of the buildings along the western side of Hickson Road compared to the High Street terraces and cutting. The bridge from High Street to the wharves is also visible.

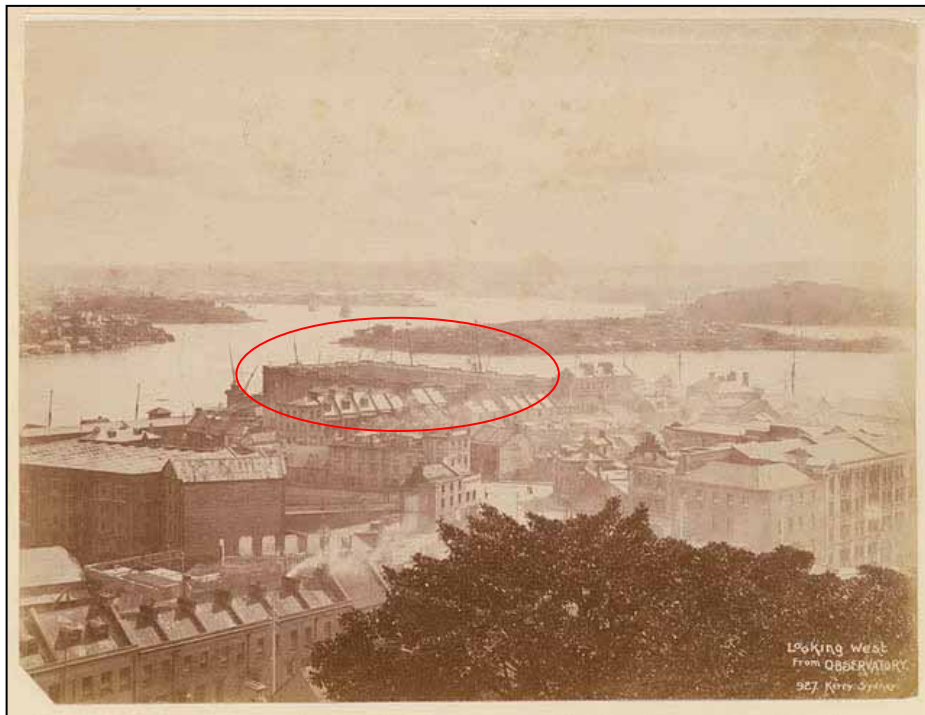


Figure 31: Looking west from [Sydney] Observatory, Kerry & Co., undated [ca. 1905-1910], Mitchell Library Picman Original : SPF/924

This image shows the size of the structures located adjacent to the Millers Point headland.



Figure 32: (MM) Looking north over Millers Point & Lavender Bay, c.1930s, Mitchell Library Picman GPO 1 – 07187.

This image shows the intensity and scale of development around the northern portion of the subject site and along Hickson Road. Munn Street (circle) and the since demolished warehouse at the rear of the Dalgety Bond Store is also visible in this image.



Figure 33: (MM) Looking south east over Walsh Bay to City, c.1930s, Mitchell Library Picman GPO 1 – 07338

This image also shows the extent of wharf development across the East Darling Harbour Site and the large scale of wharf building in comparison to the structures of Millers Point.

The Wharves were leased to various shipping companies; the smaller wharves closer to Erskine St were open berths or leased to coastal traders. 'Deep sea' shipping used the larger wharves on the north of the site. As impressive as these new wharves were, they did not provide the necessities for people working on them. There were no water taps, toilets or other bathroom facilities provided. The smaller wharves started to become redundant as rail and road transport took over from coastal shipping. After the establishment of the Maritime Services Board in 1936 these passed out of private leasing to Government control. By the late 1960s the southern end of the subject site had been transformed into a concrete platform to service container ships. The northern end of the subject site was to undergo this transformation in the 1970s.

The city had developed since the large concrete apron was built in the 1970s. The railway goods lines and warehouses had been removed from Darling Harbour and it was redeveloped into an entertainment and tourist precinct in 1988. The industrial heart of the city moved from the areas around Darling Harbour and Pyrmont, which also underwent a transformation to a residential precinct. The industries in the area now are 'clean' industries requiring knowledge, not machinery, such as telecommunication industries. East Darling Harbour became very difficult for road transport to access; trucks have major problems negotiating the busy city

streets. The waterfront at East Darling Harbour has changed over the years to reflect the change in technology. In response to these changes warehousing became much larger and without separate floors as containers could be stacked on one another resulting in the redundancy of long finger wharves. The change in the goods coming through the wharves also required a change in wharfage facilities. Large open spaces began to be required for the storage of large amounts of vehicles that are imported into the country before they are trucked to their various destinations. The development of Port Botany in 1979 and the increasing land value of the areas close to the CBD have seen large companies, such as Patrick, move their operations away from the area. Today there is a large concrete apron with several large warehouses on the site, and the Spirit of Tasmania passenger terminal. All were constructed in the later stages of the 20th century.

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 ASSESSMENT CRITERIA

The following assessment of significance has been conducted in accordance with the NSW Heritage Assessment criteria endorsed by the NSW Heritage Council ('Assessing Heritage Significance', *NSW Heritage Manual*). The significance of individual items is discussed in section 6.3 of this report.

a) *An item is important in the course, or pattern, of the local area's cultural or natural history*

- The East Darling Harbour site consists of a long straight concrete platform constructed upon reclaimed land in the 1960s and 1970s. The most extensive changes to the site occurred during the early stages of the twentieth century when the Sydney Harbour Trust converted resumed foreshore lands into modern wharf facilities. Historically the site demonstrates the reclamation of the harbour foreshore and manipulation of the environment to facilitate shipping and other maritime industrial activities and has been associated with maritime industry since the early nineteenth century. However, the extant fabric on the site demonstrates only the most recent phase of development and use.
- The East Darling Harbour site associated with several social historical events involving working life, health and living standards of the area's population since the 1890s. These events include the Great Maritime Strike in 1890; several strikes held by the Sydney Wharf Labourer's Union formed by the waterside workers in 1972; and the bubonic plague of 1900 that would see the peninsula of The Rocks and Millers Point changed forever to name a few.
- The site was once socially and physically connected to the working class residential areas of Millers Point which provided labour for the wharf operations during the nineteenth and early twentieth centuries. The change in shipping technologies removed the requirement

for a strong local labour force and hence the fabric on site does not reflect the former connection between the wharves and the residential areas.

b) *an item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history*

- The site has been associated with many people and companies over time such as Robert Towns, Joseph and Henry Moore, and Patrick. Of those associations, the site currently only demonstrates an association with the Patrick Corporation.

c) *an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area*

- The site consists of concrete wharfs, warehouses and various administrative buildings constructed in the later stages of the 20th Century. The site and structures either individually or collectively do not demonstrate a high degree of creative or technical achievement.

d) *an item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons*

- The subject site together, with Millers Point and The Rocks, was the site and focus of the political events which evolved into Labour movements helping to shape the Millers Point community.

e) *an item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history*

- The current concrete platform was transformed into concrete wharf in the late 1960s and the 1970s disturbing the finger wharfs that were in existence on the site. The East Darling Harbour site, beside Dalgety's wharf, featured over ten wharfs by the end of 1930s in a standard modular timber design. These wharfs were constructed of turpentine piles. It is not evident if or how much of the wharf structures survive to date but the Archaeological Management Plan of the Rocks and Millers Point prepared by the DPWS assesses the subject site as a mostly and partially disturbed in regard to its archaeological potential. Thus the site has potential archaeological significance.

f) *an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history*

- The site is one of many wharfs throughout Sydney Harbour. While most have been adapted they have retained the potential to interpret former uses. The subject site is not considered to demonstrate significantly rare cultural values.

- g) *an item is important in demonstrating the principal characteristics of a class of the local area's***
- ***cultural or natural places; or***
 - ***cultural or natural environments***
- The subject site is historically representative of mid to late twentieth century maritime activities and port facilities.

4.2 STATEMENT OF SIGNIFICANCE

The East Darling Harbour site consists of a long straight concrete platform constructed upon reclaimed land in the 1960s and 1970s. The most extensive changes to the site occurred during the early stages of the twentieth century when the Sydney Harbour Trust converted resumed foreshore lands into modern wharf facilities. Historically the site demonstrates the reclamation of the harbour foreshore and manipulation of the environment to facilitate shipping and other maritime industrial activities and has been associated with maritime industry since the early nineteenth century. However, the extant fabric on the site demonstrates only the most recent phase of development and use.

The site was once socially and physically connected to the working class residential areas of Millers Point which provided labour for the wharf operations during the nineteenth and twentieth centuries, although the fabric of the site no longer reflects the historical phase in which this connection existed.

The site is associated with several social events of historic significance including the Great Maritime Strike in 1890; several strikes held by the Sydney Wharf Labourer's Union formed by the waterside workers in 1972; and the bubonic plague of 1900 that ultimately caused the resumption and redevelopment of the waterfront and surrounding residential areas.

The site has potential archaeological significance although it is not evident how much of the early finger wharves and seawalls survive below the existing concrete wharves but the Archaeological Management Plan of the Rocks and Millers Point prepared by the DPWS assesses the subject site as "mostly and partially disturbed" in regard to its archaeological potential.

5.0 THE PROPOSAL

The East Darling Harbour Concept Plan proposal is for the redevelopment of the existing wharf site for a variety of uses. The proposal includes:

- Public parklands along the western and northern portions of the site incorporating walkways and water features and comprising more than 50% of the site;

- A mix of commercial, residential and public use buildings along the eastern portion of the site. Buildings are to be various heights stepping down from 44 approximately stories at the southern end to 4 stories at the northern end. A street wall height is to be defined along Hickson Road;
- A new main street (Globe Street) running north south and separating the parklands from the built forms;
- New east west streets connecting the site with the adjacent street and pedestrian networks;
- Pedestrian bridges from High Street, Jenkins Street and Napoleon Street;
- Passenger ship terminal at the southern end of the site;
- Public art;
- Demolition of all buildings on site except for the Moores Wharf building, the Dalgety Bond Store and the Ports Control Tower;
- Partial demolition and alteration to the existing wharf structures and seawalls.

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 THE CONCEPT PROPOSAL

The EDH concept plan will enhance and interpret the historic associations of the place and respect the curtilage of individual places of heritage significance that are in the vicinity of the site. The plan introduces public access to the site and the foreshore. Views to the site are improved with the removal of the existing warehouse structures and the appreciation of the Millers Point headland cutting will be increased by establishing immediate views from the proposed parklands. The introduced form and topography of the parklands also interprets the original Millers Point landscape. The new road and pedestrian path network connects into the existing street pattern extending and interpreting the planned and lost street alignments. Access into the site is also re-established through the Munn Street closure and the High Street pedestrian bridge. Public art concepts will interpret the important historic, cultural and environmental associations with the site including uses, structures and the relationship between the built form and the environment. There is further opportunity for the interpretation of the site's historic associations through the implementation of an interpretation plan.

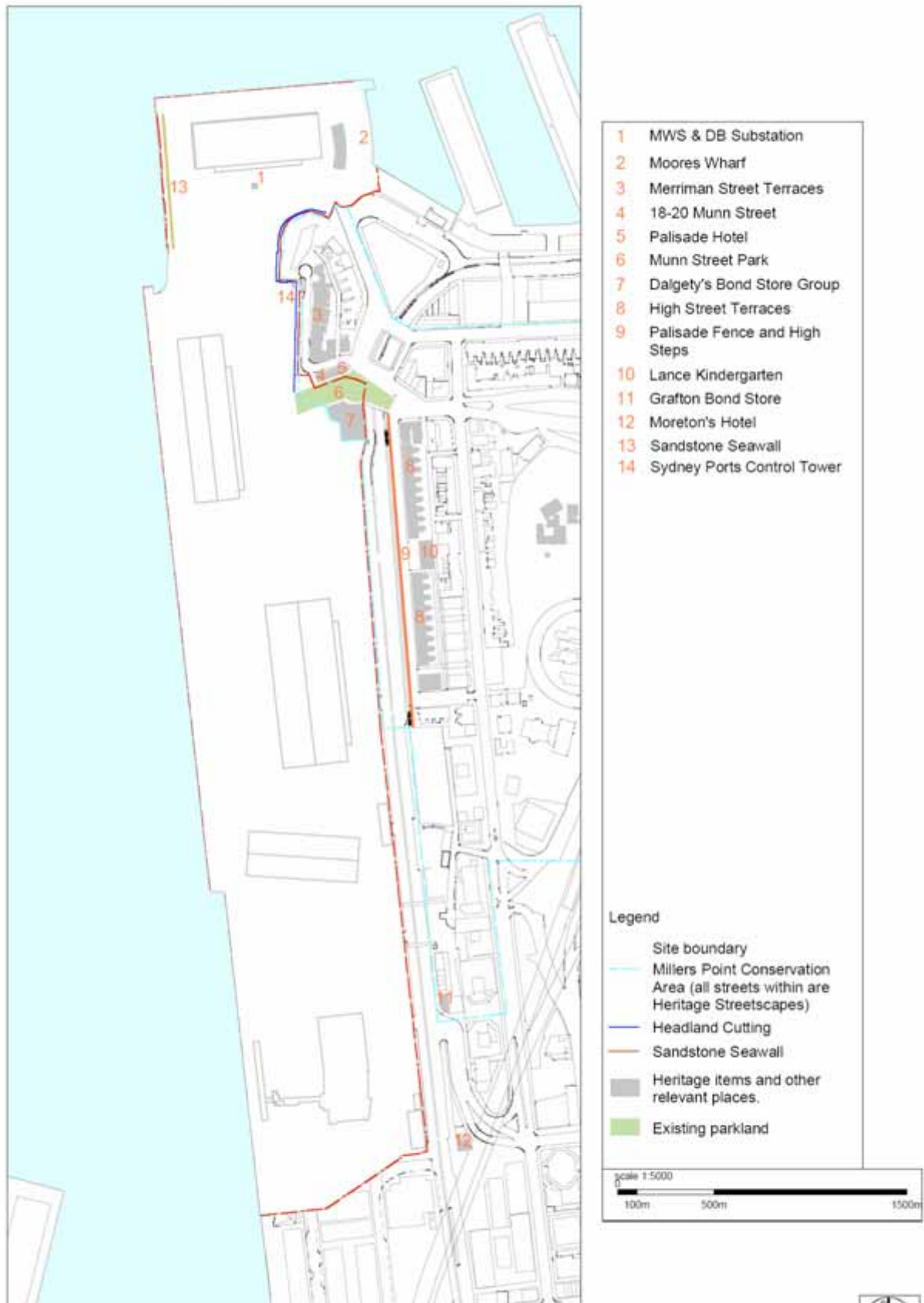
The concept proposal has the potential for heritage impact due to the demolition of identified heritage items on the site and obscuring significant views.

As a whole, the EDH site does not demonstrate significant values worthy of conservation, although it does feature some individually significant structures and the potential for significant archaeological deposits. The existing form and built fabric of the site does not demonstrate the historic uses of the place or the evolution of the uses and the continuing morphology of the landscape and the built forms. There may be the potential for subsurface


archaeological remains below the existing wharfs which demonstrate significant values. The site does have an historic association with the maritime and shipping industries however it is only the most recent phase of use that is evident in the above ground physical fabric of the subject site. Therefore there are no historic values evident in the extant fabric of the site which warrant conservation except for those elements that may become evident through further investigation and excavation works.

The extant warehouses on the site are not considered to be aesthetically or technically significant structures. Many other examples from the mid to late 20th century are extant in the Sydney region, particularly throughout the Waterloo and Alexandria areas to the south of the city.

6.2 HERITAGE ITEMS PLAN




6.3 ITEMS ON THE EDH SITE

Name and Address	MWS & DB Substation (Sewage Pumping Station No.14) at 1A Dalgety Road (also 61 Hickson Road)
Plan/Map Reference	1
Image	
Listing	Sydney LEP 2005 Sydney Water Section 170 Heritage Register Sydney Ports Section 170 Heritage Register
Category/Type	Built
References	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2450081 http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=4571710
Significance	<p><i>"The MWS & DB Substation SPS 14 is physical evidence of the development of "modern" services in the early twentieth century, being among the original group of twenty low level sewage pumping stations constructed to serve the Bondi Ocean Outfall Sewer. The wharf area has been redeveloped in recent years and the substation is significant as it is now the only remaining evidence of the early 20th century development. It is a representative example of a well proportioned, small scale Federation industrial building in the Queen Anne style. The building is significant as an operating station in continuous use since 1904 and is one of two of its type in this style remaining in the city (the other is located in Sussex Street)." (City of Sydney)</i></p> <p><i>"SP0014 Millers Point is of historic, aesthetic and technical/research significance. Historically it was one of an original group of twenty low</i></p>


	<p><i>level sewage pumping stations constructed at the end of the 19th century to serve Sydney. The station along with the construction of the Bondi Ocean Outfall Sewer (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 NSW Government in 1875 to report on the best means of sewage disposal) which proposed the establishment of outfall sewers. Aesthetically it is a good example of a small scale industrial building designed in the Federation Queen Anne style. In its surviving fabric SP0014 reflects the importance of Federation Period public utilities, which is evident in the technical excellence of the overall design, traditional construction techniques and craftsmanship such as the stone dressings and tuckpointed brickwork. The pumping station is technically significant for its continuous use nearly a century after its introduction as a low level sewage pumping station as originally designed and constructed, apart from mechanical and electrical modifications. It has educational and interpretation potential to reveal information about sewage pumping engineering and in architectural taste in a period when utilitarian buildings were given as much careful attention as public buildings.” (Sydney Water)</i></p>
Proposal	<p>The concept plan proposes to demolish or bury the structure. Demolition is required because a park is to be located in the area around the structure. The topography of the park is to be varied with a large mound encompassing the area around the Heritage Item raising the surface level above the Item.</p>
Impact	<p>There is some detrimental impact from the demolition or burial of the structure. The ability to interpret the technical significance of the place as a part of the Bondi Sewer Outfall system is able to be demonstrated, interpreted and consequently appreciated through other actions in more appropriate locations. This structure is not the defining element of the reformed sewer system and without introduced information the cultural value of the place is not apparent. While the building is a reasonably well handled example of this type of building incorporating typical details popular architectural styles of the time it is not an excellent example of the Queen Anne style of architecture.</p> <p>Therefore the loss of heritage value is considered to be minor and acceptable as the associated cultural values may still be appreciated</p>

	<p>through more appropriate actions in more evocative locations and that better examples of the Queen Anne style of architecture exist elsewhere.</p> <p>There is considered to be some potential for the relocation and adaptive reuse of the structure on the EDH site.</p>
Recommendation	<ul style="list-style-type: none"> • The structure is subject to an archival recording prior to its demolition. • Investigate the potential for relocation and adaptation of the structure on the EDH site • As the technical and historical significance is only associated with the larger sewer network this is not considered to be the most appropriate site for interpretation.

Name	The Moores Wharf Building on Towns Place and Dalgety Street
Plan/Map Reference	2
Image	
Listing	<p>NSW Maritime Authority Section 170 Heritage Register</p> <p>Sydney Ports Section 170 Heritage Register</p>
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=4920015
Category/Type	Built
Significance	<p><i>“One of the oldest surviving quayside warehouses that represents the last physical reminder of its illustrious builder and owner, Captain Robert Towns. The warehouse group is a disarmingly simple Colonial building that acts as a perfect complement to the Georgian terrace houses opposite and is an important element in the remaining early waterfront character of the Rocks area. Built 1830s. (RNE 1998)</i></p> <p><i>Physical Description: A group of 3 storey sandstone walled waterfront</i></p>


	<p><i>warehouses built by Captain Robert Towns in stages from the early 1830s to late 1840s of simple pitched roof form, sheeted with corrugated iron, the hoist beams contained within small gables central to each bay. The original north-west bay is separated by a dividing wall and parapet and was built on the northern extremity of Millers Point shoreline at a site known as Jones Wharf. The later additions follow an interesting angled plan, repeating the curve of the once adjacent small shore wharf. (D.Sheedy 1976)</i></p> <p><i>History: A group of 3 storey sandstone walled waterfront warehouses built by Captain Robert Towns in stages from the early 1830s to late 1840s. Captain Towns commanded emigrant ships to Australia in the 1820s, building up a fast fleet of clippers and his ship "The Brothers" was the first to carry a full cargo of wool to England. He married the sister of the late WC Wentworth in 1833 and about this time began establishing himself in Sydney. By 1842 his firm was fully established at Millers Point and in 1844 he entered the whaling industry and Pacific and China cargo trades. He later did much to open up North Queensland and the city of Townsville was named in his honour. "Bobby" Towns as he became affectionately known, rose from humble beginnings as a boy on an English collier to become a leading figure in Australian Maritime and Pastoral industries. Other stores he built in late Victorian times have been demolished but his simple shore base fortunately remains in good condition. (D.Sheedy 1976)</i></p> <p><i>Building relocated in c1981. The building was moved stone by stone to its new position at the western end of Walsh Bay overlooking the new wharf area, it was then internally refurbished for customs and delivery officers and amenities for port workers. (Anglin1990:1048)"</i></p>
Proposal	<p>It is proposed to retain the existing building and adaptively reuse. Port Security to continue their use of the building and the proposed parklands adjacent to the site will provide improved public access to the building. In the vicinity of this building the concept plan proposes grassed parkland areas to the south west and west with walkways and plantings.</p>
Impact	<p>The significance of the place has been largely compromised through the relocation of the building although its historic and aesthetic values are still able to be interpreted through the external form and original materials. The current adaptive reuse of the building aptly demonstrates its potential for adaptive reuse as part of the EDH project.</p>

	<p>The continued use of the structure by Port Security will maintain a working relationship between the subject site and the Harbour.</p> <p>As the building is to be retained and adaptively reused, there is considered to be no detrimental heritage impact from the concept proposal. As the building has been relocated the surrounding curtilage is not considered significant, therefore the proposal for the curtilage of the building is appropriate provided it does not adversely obscure or damage the building or inhibit the viability of the adaptive reuse.</p> <p>Potential for detrimental impact may arise from the construction of new built forms which obscure the building. The area surrounding the building will predominantly feature parklands which will have no detrimental impact on the place.</p> <p>Physical works to the building also have the potential to negatively impact on the place however these impacts may be mitigated through the preparation and adoption of appropriate conservation strategies.</p>
Recommendation	<ul style="list-style-type: none">Guidelines for the adaptive reuse of the building are to be formulated and implemented in association with any development application for the building. This should be done through the preparation and adoption of a Conservation Management Strategy. The CMS should suggest appropriate uses, particularly uses related to harbour activities in addition to current use as ports security administration.


Name	Dalgety's Bond Stores Group of Buildings Munn Street, Millers Point or Munn Street Bond Stores (at 6-20 Munn Street, Millers Point, also 25 Hickson Road)
Plan/Map Reference	7
Image	
Listing	State Heritage Register No. 526 NSW Maritime Authority Section 170 Heritage Register Sydney LEP 2005
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=5051348 http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=4920012
Category/Type	Built – warehouse
Significance	<p><i>"The Munn Street former warehouse complex is important as a townscape feature in this area of dramatic topography. Its different building forms and shapes display a progression of functional architectural style, reflecting the difficulties of building on this contorted terrain. It also demonstrates the redevelopment and change of the area associated with civil works that followed the bubonic plague of 1901. It perpetuates the memory of Dalgety & Co, one of Australia's largest mercantile companies, and maintains a historic link with the maritime activities of Millers Point. The internal structure and mechanical features provide additional scientific significance. (Godden Mackay Pty Ltd 1996:1147)</i></p> <p><i>Physical Description: The former Dalgety's Bond Stores were originally</i></p>

	<p><i>a complex of three warehouse components, known as Dalgety's Bond A, B and C. Only blocks A and C survive. Surviving features of Block B include sawn stonework , beam corbels and flashing grooves provide evidence of its attachment to the surviving buildings. Block A is an irregular gable roofed sandstone structure. Block C is a brick building almost rectangular in plan with a parapeted sawtooth south-light roof. The two buildings adjoin. To the north, facing Munn Reserve (formerly Munn Street) at the Argyle Street bridge , Blocks A and C are 2 and 1 storey in height respectively. To the south and west, however, the steep fall of the site reveals three more storeys below, addressing Hickson Road and the carpark adjacent to the wharf. In the refurbished interiors much original fabric has been kept including the heavy posts, beams and roof trusses of Block A, and the remarkable trussed girders and roof trusses of Block C. (Godden Mackay Pty Ltd 1996:1147)</i></p> <p><i>The group consists of two complimentary warehouse buildings fronting onto what is now the Munn Reserve. They both feature free classical facades but illustrate two distinct phases in warehouse construction - one incorporating a timber structure, the other steel. The original detailing is largely in tact , both internally and externally. Contains an hydraulic pump and lift structure which is given an "A" class listing by the National Trust's IEA Committee. The bale lifts and overhead crane were fabricated by Babcock & Wilcox. (Anglin 1990:1042)</i></p> <p><i>The former Dalgety's Bond Store is a good example of an early stone warehouse, which if retained will maintain a link with the early commercial character of the area, once the hub of Sydney's shipping activity. (M.Stapleton 1978)</i></p> <p><i>Historical Notes: Shipbuilding had taken place in Munn's yard since the 1820s. John Cuthbert, a prominent boat builder, took over the yard in 1853 and it became one of the major shipyards in Sydney. During the 1870s the nature of the area changed as wool export became more significant and required an ever-increasing amount of storage space. It is likely that both buildings were built by Cuthbert. An 1870s Plan of Sydney shows the site as Dibb's wharf with two bonded stores (Block A and B). The creation of Hickson Road by the Sydney Harbour Trust facilitated the erection of Block C in 1908. Its steel sawtooth roof was added in 1953. Dalgety & Co leased the entire site from the Sydney Harbour Trust from about 1913 until 1969. Dalgety's mercantile agency became one of the biggest firms of its kind and this block came to</i></p>
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	<i>represent their prestige on the Sydney waterfront. An existing plan from 1949 shows the three stores and the way in which they were accommodated to the shape of the site. Store B was demolished between 1970 and 1978. With the removal of the western end of Munn Street in the 1970s, the complex acquired new visibility, and has more recently been adapted to new uses. (Godden Mackay Pty Ltd 1990:1147)”</i>
Proposal	The item is not located on the EDH site however no works are proposed to the building as part of the Concept Plan. Development in the vicinity of the item includes two and eight storey buildings immediately to the west, the reformed Munn Street on its former alignment to the south and a six storey building across Munn Street. The adjacent gatehouse and the car park will be altered as part of the EDH proposal.
Impact	<p>The building has been heavily modified over time and has most recently been fitout for a commercial office use with substantial alterations to the exterior as well as the interior. Although this structure is located within the EDH boundary no change is proposed and it is envisaged that the current use will continue. The proposal will reform Munn Street with associated landscaping in its historic location and may pass through the existing Bond Store car park. This car park is used by Bond Store tenants but is not original and is not a heritage item. Any change to the car park will have no adverse impact although the site may have archaeological potential related to the former road. Archaeological issues are addressed below.</p> <p>A new structure is proposed to the rear of the former Bond Store. Historically there was a building in this location which obscured views to the Bond Store. The proposed building will cause no substantial additional visual impact from the west as the Bond Store is largely obscured by the existing warehouses. There will be no visual impact to the Bond Store in the Hickson Road setting as the reformed Munn Street will provide a visual buffer and the alignment of the Bond Store is forward of those proposed for the Hickson Road frontage.</p>
Recommendation	<ul style="list-style-type: none"> Any proposal for major alterations and additions to the building should be guided by the preparation (or review) of a Conservation Management Plan. The NSW Heritage Office should be consulted prior to the preparation and submission of an Integrated Development Application and Section 60 Application.

Name	Munn Street Park
Plan/Map Reference	6
Image	
Listing	None but within Special Area on Sydney LEP 2005 and Millers Point Conservation Area
Category/Type	Landscape
Significance	The existing Munn Street Park was created in the latter half of the twentieth century. Originally a street ran down to the foreshore and hooked to the south around Dalgety's Store and connected to Hickson Road.
Proposal	It is proposed to reinstate access from the upper level of Munn Street to the new parklands below.
Impact	<p>The proposal will have a positive impact as it will reinstate access from the headland, interpret the earlier alignment and use of Munn Street and result in a high quality public open space.</p> <p>The proposal will remove part of the later retaining wall at the western end of the site. This wall appears to have been constructed in the later half of the twentieth century following the closure of Munn Street and is therefore not considered to be significant. It is likely that portions of the northern retaining below the Munn Street wall are early and related to the original road. The original or early fabric of these walls will be conserved.</p>

	There may be the potential for archaeology relating to the former street such as the retaining walls and the road surface. The potential for impact upon archaeological remains is addressed by the general recommendation for archaeology.
Recommendation	<ul style="list-style-type: none"> Works to Munn Street should retain and conserve significant landscape associated with the former street and the terraces including the early sections of the sandstone retaining walls.

Name	Sandstone Seawall
Plan/Map Reference	13
Image	
Listing	Sydney Ports Section 170 Heritage Register
Category/Type	Built / Infrastructure
Reference	Sydney Ports Corporation Heritage Inventory, SHI#4560019, Susan McIntyre-Tamwoy Heritage Consultants, 2004
Significance	<p><i>For its association with the growth of wharf facilities and expansion of the western side of the city. (Anglin: 1990:1043). A key feature which has been fixed in the landscape since c.1913 in tracing the evolution of the modern shape of Darling Harbour and Millers Point. As one of the surviving examples of the early efforts of the Sydney Harbour Trust in developing standardised wharfage for the Port of Sydney.</i></p> <p><i>History: Moores Wharf at the north end of Millers Point was not</i></p>

	<i>demolished at this time [c.1900] being in better repair. Instead it was incorporated into the major new wharf 1A and 1B which was created for Dalgety and finished in 1913. The sandstone wall dates to this time and was constructed from locally quarries stone.</i>
Proposal	It is proposed to retain and conserve the majority of the seawall.
Impact	As the wall is to generally be retained and repaired there will be a positive impact.
Recommendation	<ul style="list-style-type: none"> Having regard to condition, the sandstone seawall is to be retained and conserved with an appropriate level of conservation works implemented through a Schedule of Conservation Works prepared by an appropriately experienced and qualified heritage practitioner.

Name	Port Operations and Communications Centre, also known as Harbour Control Tower
Plan/Map Reference	14
Image	
Listing	Sydney Ports Section 170 Heritage Register
Category/Type	Built / Infrastructure
Reference	Sydney Ports Corporation Heritage Inventory, SHI#4560017, Susan McIntyre-Tamwoy Heritage Consultants, 2004
Significance	<i>The Port Operations and Communications Centre is significant in the history and operation of the Port of Sydney. Since 1790 the European settlers struggled to gain visual communication across the uneven topography of the harbour. These efforts culminated in the construction of the tower which provided, for the first time in over 150 years, visual oversight of major wharfage areas and operations of Sydney Harbour. It</i>

	<p><i>is significant in its own right but also as an item in a collection of light towers and light stations which, together with the Communications Centre, provide evidence of the long process of establishing visual control and guidance over maritime operations for the Port of Sydney.</i></p> <p>The tower was constructed c.1973.</p>
Proposal	<p>No works are proposed to the tower. The area around the tower will be re-landscaped for the headland park. Existing staff parking will be relocated underground.</p>
Impact	<p>There will be no adverse physical impact to the tower. The change in the level of the landscape in the vicinity of the tower will not affect its visual prominence. Furthermore, the visual presence of the tower on the foreshore will be retained as no large structures are proposed within its immediate vicinity.</p> <p>Due to its relatively recent construction and its physical association with the late twentieth century East Darling Harbour wharves it has a loose ability to demonstrate a particularly strong association to the history of shipping operations throughout the harbour. The tower is evident of only one of the more recent phases of shipping activities and the infrastructure required. It is recognised that the tower is a visually prominent element of the Darling Harbour and Walsh Bay foreshores. It is considered that the structure has tenuous and at this stage an unfounded ability to reach the required thresholds to be considered significant in relation to its historic, aesthetic and social values. Further detailed investigation of the place's significance is required prior to making decision about its conservation.</p>
Recommendation	<ul style="list-style-type: none"> Any proposal for change to the Tower should be guided by the thorough assessment of the structure's significance and any required conservation policies in a Conservation Management Plan. The preparation and assessment of policies is to be prepared by an appropriately experienced and qualified heritage practitioner.

6.4 ITEMS IN THE VICINITY OF EDH

The Concept Proposal generally does not cause physical impact upon the surrounding places of heritage significance. The tables below assess the impact upon the visual and physical curtilage of the heritage places in the vicinity of the site.

Name	Millers Point Conservation Area, also: Millers Point & Dawes Point Village Precinct
Image	See Section 2.3 and Attachment B
Listing	NSW State Heritage Register: No's 00884 and 01682 NSW Department of Housing Section 170 Heritage Register Sydney LEP 2005
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=5001049 http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=5054725
Category/Type	Area and Streetscapes
Significance	<p><i>"Millers Point Conservation Area is an intact residential and maritime precinct of outstanding State and national significance. It contains buildings and civic spaces dating from the 1830s and is an important example of nineteenth and early twentieth century adaptation of the landscape. The precinct has changed little since the 1930s.</i></p> <p><i>Physical Description: An integrated port town developed between the 1810s and the 1930s and little changed since then; considered remarkable for its completeness and intactness. Its components include deep-sea wharves and associated infrastructure, bond and free stores, roadways and access ways, public housing built for port workers, former private merchant housing, hotels and shops, schools, churches, post office and community facilities.</i></p> <p><i>Historical Notes: Area to the northwest of the City of Sydney first settled in the early nineteenth century. Long history as a port with housing and other community facilities developed in association. Shows cross-section of Australian urban development from 1810s to 1930s. Resumed by government in 1900s and developed as a 'company town' by the port authorities."</i></p> <p>Special Area Character Statement (Schedule 6 Sydney LEP 2005): <i>"The Millers Point area is highly significant, as one of Sydney's earliest suburbs developed to serve the nearby port. It was the location of windmills, quarries, observatories, fortifications and maritime activities from colonial times. Built evidence remains of some of these as well as early Victorian workers' terraces. Much of the area has high</i></p>

	<p><i>archaeological potential. The area consists of a residential community, which is unique in city terms for its strong identity and self-containment with employment, housing and community facilities available within the area. Government ownership has played an important role in the area with successive demolitions and redevelopments since the Darling Harbour Resumptions in the 1900s, the involvement of the Sydney Harbour Trust from 1908, the Housing Board in the inter-war period and more recently the Department of Housing. The area's steep, coastal topography and early development have generated its character and built form with evidence of quarrying, retaining walls, and a public domain which includes public staircases, laneways, pedestrian pathways, bridges and parks of a variety of scales. The area south, along Kent Street, forms a transition in scale to the city, while 2-storey development is a dominant character on Kent Street. There is a significant change in level to the west with the lower buildings addressing Hickson Road. The area affords significant views to and from the water and of the Harbour Bridge. A significant panorama of the Harbour and the City is gained from Observatory Hill. The area is characterised by a fine grained subdivision pattern, the use of sandstone and other traditional building materials, 2-3 storey residential terraces, similar scaled commercial buildings (often pubs) defining the corners and pitched roofs. While there is a consistency of materials, scale and form, a variety of styles and street alignments are represented, with many of the terraces setback at street level."</i></p>
Proposal	<p>A small portion of the EDH site is within the boundary of the Millers Point Conservation Area or Special Area. The elements of the Conservation Area to be affected include Munn Street Park, Dalgety Bond Store and the High Street fence. The potential impact on these elements is addressed individually in this section of the report.</p> <p>As described above the Concept Plan proposes new parklands and buildings of various sizes in the vicinity of and adjacent to the Millers Point area.</p>
Impact	<p>The Concept Plan does not propose substantial physical change to the Conservation Area. The potential for detrimental impact upon the significant values of the Area arises from the visual impact to and from the Area and its significant elements. The ability to appreciate the area and its relationship to the harbour is considered important for the conservation of the area's significance. The visual impact upon individual significant items is discussed below in relation to those items.</p>

As described previously in the history of this report (section 3.0), Millers Point and the Harbour Foreshore have been continually changed, adapted and manipulated to serve the economic, social, environmental and sanitary requirements of a particular time. Consequently the views to and from Millers Point and its constituent elements have come and gone with the current views dating from the late twentieth century.


- In the early to mid twentieth century views from Hickson Road and high street were affected by the wharf buildings along the western side Hickson Road.
- The cuttings along Hickson Road and the Millers Point headland were not always visible or even extant because they were not formed until the early stages of the twentieth century and then obscured by large warehouse structures.
- It is only in the last quarter of a century that the cuttings of the headland itself have been a visually prominent element from the harbour surrounds due to the changes to the earlier form of the landscape and the demolition of the large wharf structures.

The issue of views is an important one. Any development west of Hickson Road on Darling Harbour over four floors will affect the views from Observatory Hill and the western section of Millers Point to the water of the harbour. The East Darling Harbour Concept Plan has been developed with a number of principles in mind and the protection of key views from the historic precincts is one of these principles. The idea, as detailed elsewhere, is to provide for continuous occupation along EDH and to provide residential accommodation to complement the City and to enliven this newly developed area. The residential accommodation will provide a strong link to the residential area of Millers Point

Densities have been determined in accordance with development factors whilst maintaining the principal of lowering heights towards the north, providing interpretation of the landform features and allowing key vistas to and from Millers Point and Observatory Hill. The overall concept is aimed to ensure that the historic precinct of Millers Point can be viewed from key vantage points across the harbour and that the harbour form and the relationship to suburbs within the view shed can be viewed and understood from Millers point. The Concept Plan does not maintain the status quo as it accepts that there is opportunity for development on the northern end of EDH whilst still maintaining many of

	<p>the views gained in more recent times. The concept of view change over time is complex but it has never been static in the history of the EDH area.</p> <p>To better understand the impacts a number of view corridors were identified and photomontages prepared illustrating in envelope form the maximum volume to be occupied by buildings. See Attachment B. These have been complemented by cross sections in key places so as to better understand the relationship of the proposed envelopes to the profile of the landform. See Attachment C.</p> <ul style="list-style-type: none">• <i>From the water and the public spaces on the surrounding foreshores</i> (Views H6, H7 and H9): the area is visually distinctive due to the tree canopy of Observatory Hill Park, the landscape form and trees of Millers Point proper, the roofscape of rows of terrace houses and the stone escarpments of Millers Point and Hickson Road. These elements are all located north of the east-west portion of High Street, adjoining Kent Street, and are sited at a much higher level than the wharves of the subject site. The prominence of these elements and features in relation to the CBD context will remain appreciable due to appropriately scaled and articulated building forms proposed by the Concept Plan.• <i>To and from the High Street cutting and terraces</i> (View H1, H2, H3 and H5 as well as section H10): This view has had an evolving history. Originally the cutting and the terraces were obscured by the wharf buildings on the western side of Hickson Road (Figure 31) and it is only relatively recently that these views have become available. The impact upon the views has been mitigated as:<ul style="list-style-type: none">○ Building heights are lower in this section of the site retaining visual access to the Milers Point roofscape;○ The heights of the towers interpret the V-shape profile of High Street;○ The separate towers are articulated providing filtered and framed views to the area; and○ There is a specific view corridor provided from the proposed walkway at the lowest point in High Street to the harbour's edge.• <i>Views west towards the water from the western slopes of Millers Point</i>: view corridors are retained from Gas Lane, Jenkins Street Park, Munns Street Park and filtered views from the majority of High Street will also be retained. Although the proposal will impact on
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	<p>Millers Point in part, the views are considered to be retained to an extent that will not diminish the sense of relationship between the harbour and Millers Point.</p> <ul style="list-style-type: none"> • <i>Views to Observatory Hill Park</i> (Views H6, H7 and H9): will not be affected because it sits high above the surrounding development. The tree canopy of the park will remain apparent. • <i>Views from Observatory Hill Park to the west and north west</i> (H4): The photomontages and cross sections (Attachments B and C) demonstrate that the tower elements will be visible within existing views; however, they will not detract from the quality of the view because the majority of the harbour will remain visible and legible and the opposite foreshore (Peacock Point) will remain visible. The issue here relates, as discussed above, to the opportunity to create a new active precinct along the former wharf areas and to allow residential and recreation uses that will enhance the city and the water's edge. <p>In conclusion, there will be change to the views associated with the Millers Point Conservation Area, however the level of impact is considered to be appropriate having regard to the history of the changing views within this area and the conservation of key view corridors. Refer to Section 3.0 for an illustration of the historic development of the site.</p>
Recommendation	<ul style="list-style-type: none"> • Retain views to Observatory Hill Park from public spaces on opposite foreshores; • Retain the panorama from Pymont Park around to the Harbour Bridge as seen from Observatory Hill Park; • Provide adequate view corridors over and between new built forms to maintain the key attributes of views from Millers Point. The key attributes to be retained include: 1) views to significant tracts of the water, 2) the junction of Darling Harbour and the Harbour proper, 3) the opposite foreshores, 4) panoramic qualities of existing views and, 5) the most distinctive views to landmark structures; • Retain the ability to appreciate Millers Point headland from public spaces on opposite foreshores; • Retain the ability to appreciate the roofscape of terrace houses throughout Millers Point from public spaces on opposite foreshores.

Name	Former Grafton Bond Store and Sandstone Wall, Hickson Road, Millers Point
Plan/Map Reference	11
Image	
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=5050220
Listing	State Heritage Register No. 01431 NSW Maritime Authority Section 170 Heritage Register Sydney LEP 2005
Category/Type	Built
Significance	<i>"Grafton Bond has historic significance as a remnant of what was claimed to have been the largest bond store complex in Australia. It is a complex building redolent of a busy wharfage area of earlier times and of a large mercantile facility which was once an important part of the city. It has aesthetic significance as an excellent example of urban commercial utilitarian design, by an eminent Australian architect, William</i>


	<p><i>Wardell and its design displays the Northern European influence evident in much of the work of the architect, such as the three stepped gable parapets on the eastern elevation. Its recent refurbishment and well contrived juxtaposition with modern glass towers is a most successful conservation project. It has scientific significance for its fine craftsmanship and its clever response to the hilly terrain of this part of Sydney. (Godden Mackay 1996:2133) The sandstone wall is of environmental significance for its distinctive and prominent contribution to Hickson Road and vicinity. It is of historical significance, associated with the growth of wharf facilities and expansion of the western side of the city. (Anglin 1990:1043)</i></p> <p><i>Historical Notes: Grafton Wharf was established at what was then Cockle Bay in about 1835. In 1881 it was bought by John Frazer and Co and was greatly enlarged, so that by 1886 it had a frontage to the east side of Darling Harbour of 430 feet, and three piers 'capable of receiving and shipping cargo of any character and weight'. In 1886 there were 14 warehouses, with a large capacity of some 44,000 tonnes of cargo and facilities for pressing 1600 bales of wool a day. It was claimed to be the largest bond warehouse complex in Australia. The building now known as Grafton Bond was part of this complex. In 1888 the stores became the property of Burns Philp & Co Ltd. The present building is a remnant of a much larger complex. The other components of the complex that survived the dramatic changes brought about by the 1893 depression and the redevelopment by the Sydney Harbour Trust, were demolished with the formation of Hickson Road in 1925, which cut across the whole Grafton Wharf site. At that time even this last large building was altered, though it remains largely as it was designed by William Wardell, one of Australia's greatest architects. Incorporated into the new Maritime Centre in the late 1980s, the refurbished Grafton Bond has been successfully adapted for this reuse. (Sydney City Council 1989)</i></p> <p><i>The sandstone wall was associated with the growth of wharf facilities and the expansion of the western side of the city, and provides a level access to properties at Kent Street. (Anglin 1990:1043)</i></p> <p><i>Physical Description: The building stands monument like in Hickson Road below the glass towers in Kent Street, a juxtaposition of new and old which, when seen from the west across the water, is one of the most engaging views of Sydney. The building is long and narrow, four and</i></p>
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	<p><i>five storeys high at Hickson Road, and three above the rock shelf behind. The Hickson Road facade three bays with plain parapeted gables, one with eaves and two with stepped parapets, one of which curves gracefully around the Napoleon Street corner. The lowest storey is sandstone. The east side, which once faced Jenkins Street, has three stepped gable parapets in the northern European manner, with catheads at the top. Internally the structure is of heavy hardwood posts and girders, with joists, herringboning and timber flooring. Some of the king post roof trusses are visible. It has recently been refurbished with the addition of two masonry service sections to the east linked by a partly glazed access gallery. The walls are built in English bond, of cream bricks believed to have been brought from Newcastle-on-Tyne as sailing ballast. The Dutch gables bear the date 1881 and a monogram formed in red bricks, presumed but without certainty, to be John Frazers. The depressed pointed arches and round arches over openings, and banding in the walling, are laid in red-orange bricks. (Sydney City Council 1989)</i></p> <p><i>The sandstone wall is a substantial cutting of the natural sandstone, on which a cut stone wall has been constructed, increasing the scale and providing level access to properties at Kent Street. A park reserve has been introduced at the top of the wall, adjacent to MSB offices. Once defining the natural harbour foreshore, the wall now forms an eastern boundary to Hickson Road. (Anglin 1990:1043)</i></p> <p><i>The unusual inverted 'V' voussoirs in contrasting brickwork, stepped parapet and curved corner contribute to the striking street facade. (Anglin 1990:1032)"</i></p>
Proposal	<p>The Concept Plan does not physically affect the item. Development in the vicinity of the item will include a nine story building directly opposite on Hickson Road with 35 to 44 storey buildings to the south west.</p> <p>Pedestrian bridges are proposed from the small park above the stone wall to the buildings opposite.</p>
Impact	<p>There is potential for detrimental physical impact to the stone wall from the pedestrian bridges. Details of these pedestrian bridges have not yet been prepared but it is considered possible for the bridges to be constructed with negligible heritage impact provided the majority of the stone wall is retained and conserved.</p>


	<p>The building is not prominent in any significant distant views from public spaces along the Harbour foreshores because of existing development. The most important views to the building are those from within the immediate streetscape which will not be affected by the proposal.</p> <p>There is the opportunity to enhance the relationship of this building to the harbour foreshore through the redevelopment of EDH, which will increase the ability to interpret and appreciate its former use.</p>
Recommendation	<ul style="list-style-type: none">• The proposal for the construction of the pedestrian bridge is to be informed and guided by the advice of a Heritage practitioner with experience in the conservation of such structures.• Any works proposed to the sandstone wall is to include necessary conservation works implemented through a Schedule of Conservation Works.

Name	Lance Kindergarten at 37 High Street including trees
Plan/Map Reference	10
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2450088 http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2451073
Listing	Sydney LEP 2005 Trees are listed on Schedule 8 Part 3 Archaeological Zoning Plan
Category/Type	Built and Townscape
Significance	<p><i>"Of historical significance as physical evidence of the major state government redevelopment of the district in the years following the 1901 bubonic plague. Of social significance as a local school associated with the servicing of the local residential community.</i></p> <p><i>The kindergarten playground of the Lance Kindergarten contains a number of large plane and celtis trees of considerable aesthetic value to the Millers Point area. The trees have collectively been a distinguishing feature of the kindergarten since its establishment and provide welcome shade to the outdoor play areas during the summer months.</i></p> <p><i>Historical Notes: The Free Kindergarten Movement arrived in Australia via Dunedin (New Zealand) and California. The Free Kindergarten Union of NSW was formed in 1895, and there were eight free kindergartens in operation by 1909. The Millers Point Free Kindergarten was initially established as the third kindergarten of the Kindergarten</i></p>

	<p><i>Union In November 1900 in Windmill Street, Millers Point. This building was destroyed by fire in 1903 and the centre re-opened at 20 Munn Street. In January 1908, the kindergarten moved into new premises in Bettington Street. Between 1908 and 1915 the bulk of Millers Point's new housing stock was erected by the Sydney Harbour Trust and the Public Works Department. This included, in 1912, the Lance Playground in High Street. The Lance Kindergarten site located between the two rows of terraces in High Street was first developed as a community playground for the use of Millers Point residents. The earliest structures on the site were a brick shelter structure, toilet block and a shaded sandpit. The playground was reputedly the first public playground in the City of Sydney. The mature plane trees which occupy the site were also in place at this time. The Playground was opened by Lady Chelmsford in 1913. At the end of 1914 at the request of the Harbour Trust, the Kindergarten Union took over the management of the Lance Playground and decided to work it in conjunction with the Kindergarten. In 1924 it was decided that the need for both a kindergarten and a playground diminished. The committee decided to carry on the Kindergarten work at the playground in High Street. Necessary alterations and enlarging of building was carried out by the Harbour Trust. This was opened in 1925 and became known as the Lance Kindergarten after the President of the Harbour Trust."</i></p>
Proposal	<p>The proposal will not physically affect the item. The development across Hickson Road is to feature 4 to 10 storey towers. Directly in front of the item will be a pedestrian bridge which connects with a public square at the wharf level. A bridge was formerly in this location serving the wharf buildings on the western side of Hickson Road for deliveries and loading.</p>
Impact	<p>The kindergarten site, not the building, is a prominent element in views from the west as it sits in the middle of High Street at the base of the V-shape formed by its profile. The large tree on the site makes it very identifiable in distant views although the building itself is not visible.</p> <p>As the building is so small and obscured by the existing tree distant views to the item are not considered to be significant. The significance of the place is found in its immediate relationship to the surrounding residential and maritime buildings and its historical uses and associations. Nevertheless, the proposed public square opposite the kindergarten will have as positive impact as it will frame and retain views to and from the heritage item to the west.</p>

Name	Palisade Fence and High Steps
Plan/Map Reference	9
Image	
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2451082
Listing	Sydney LEP 2005 (Schedule 8 Part 3 Archaeological Zoning Plan)
Category/Type	Archaeological/Townscape
Significance	<i>"Historically significant remnant of the numerous wharves along Hickson Road that have now been demolished."</i> (City of Sydney)
Proposal	There will be some change to the fence to create an opening to the pedestrian bridge which will lead from High Street to the EDH site. The rendered sandstone cutting below and the existing stone steps from High Street to Hickson Road will be unaffected. A bridge was formerly in this location serving the wharf buildings on the western side of Hickson Road for deliveries and loading.
Impact	<p>The impact to the High Street fence is relatively minor and will have a positive impact by reinstating and improving access.</p> <p>The proposed buildings along Hickson Road will partially obscure the wall and the fence from Balmain and Pyrmont Point. Historically this cutting was obscured in views from the west and south west by the wharf buildings located along Hickson Road. The cutting will remain visible from the west through framed views between the proposed buildings. As the cutting is viewed at a considerable distance one will</p>

	<p>still be able to appreciate the extent and form of the cutting past the proposed buildings.</p> <p>The cutting is most significant and imposing within the immediate context of Hickson Road and there will be no impact in that context.</p>
Recommendation	<ul style="list-style-type: none"> The proposed pedestrian bridge over Hickson Road should include conservation works to: the palisade fence, sandstone piers and plinth, the cutting wall, the existing steps (southern end), in-filled steps (northern end), and the substation at the southern end. The conservation works will be implemented through preparation and adoption of a Schedule of Conservation Works. The Schedule of Conservation Works will be prepared by an appropriately experienced and qualified heritage practitioner. Any new fence elements should be sympathetic to the existing significant fence fabric. An appropriately experienced and qualified heritage practitioner should be engaged to provide advice on the construction of the pedestrian bridge, how it meets the wall, and the conservation of the wall.

Name	<p>Moreton's Hotel at 20-24 Sussex Street</p> <p>Also called Big House Hotel, New Hunter River Hotel and Napoleon Hotel</p>
Plan/Map Reference	12
Image	
Reference	<p>http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=5045293</p> <p>http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2450340</p>


Listing	State Heritage Register (No. 00513) Sydney LEP 2005
Category/Type	Built / Hotel
Significance	<p><i>"It has strong historical associations with the waterside workers and dockyard industries. (Shields-Brown 1982) It is linked with early development in the area and is associated with the activities of the Sydney Harbour Trust both as builders and determinants in the planning and layout of streets in this part of Sydney. It has continuously traded as a hotel since completion and the transfer of licence connects the Hotel to the early days of this part of Sydney. (Howard 1995: 38) It is an example of an Edwardian public house demonstrating a range of materials, details and form exploited by the Sydney Harbour Trust. The scale of the building is unusually large for the time. (Howard 1995: 38) One of a small group of surviving hotels in the central city which together form an interesting collection reflecting an aspect of the social and recreational history of Sydney. (Schwager Brooks 1988)</i></p> <p><i>Physical Description: A four storey building of brown and purple brick with stone trims: quoins, string courses, door and window surrounds and simple parapets. Some wide arched Edwardian style windows. Ground floor facade faced with brown glazed tiles imitating brick to 3m height, with original doors and windows and awning supported on cantilevered steel open trusses. Interior has original tile-clad columns with art nouveau motifs. Arcaded verandahs to 3rd and 4th floors on eastern side. (Shields-Brown 1982)</i></p> <p><i>Historical Notes: Moreton's Hotel, formerly Big House Hotel, was built for the Sydney Harbour Trust c1915, after demolition of many of the Millers Point pubs around 1900. The area bounded by the Harbour, and Lower Fort, Windmill and Kent Streets was resumed by the Government in 1900 to combat the plague. A map prepared by the Surveyor General's office indicates that the land on which the hotel was to be built was still to be reclaimed from Darling Harbour in 1837. The land was originally granted to Mary Grand in 1840. Sussex Street, named after the Duke of Sussex, was not extended north of Margaret Street until the early part of the twentieth century. By the mid 1840s a hotel known as the Hunter River Inn was located at the northern extremity of Sussex Street. The Inn was listed in 'Low's City of Sydney Directory' for 1844-5 and the licensee was Edward Thomas McDonald. The Hunter River Inn was located at the corner formed by Sussex, Margaret and Napoleon</i></p>

	<p><i>Streets and the Dove Map of 1880 shows the hotel as 'Bateson Hotel'. In 1901 the Sydney Harbour Trust was set up to administer the port's shipping and bring it in line with major ports around the world. the Trust also resumed properties in the area and in 1915, erected a large number of buildings including the present hotel. The realignment of Sussex and Napoleon Streets saw the demolition and rebuilding of the New Hunter River Inn in 1915. J. Howey remained the licensee until 1920 and Tooth & Co held the lease from the Trust from 1915 to 1950. Tooth & Co. relinquished this as a result of tenders called by the owners, the Maritime Services Board in 1950. Phillip Tahmindjis was the successful tenderer. The patronage consisted mainly of wharf labourers and seamen but this declined with changes in the waterfront system and closure of adjacent wharves. The name the Big House Hotel was taken up in the 1970s."</i></p>
Proposal	<p>The concept proposal indicates a possible pedestrian walk way which passes through a portion of the hotel with the owners consent or just to the side. It will create a connection between Kent Street and the bridge over Hickson Road leading into the upper levels of the commercial podium. The development in the vicinity of the Hotel, and the commercial block immediately opposite includes approximately 35 to 44 storey buildings on the opposite side of Sussex Street.</p>
Impact	<p>There is the potential for detrimental impact to significant fabric resulting from the construction of a walkway through or alongside the building. It is understood that the building has been very heavily modified and therefore there is probably the potential to construct the walkway with a reasonable level impact to the significance of the place. Specific constraints and opportunities for such a proposal will need to be investigated in association with a detail proposed.</p> <p>The buildings proposed to the southern side of Hickson Road will obscure the Hotel from views to the west; however, the Hotel is not a significant or prominent element due to the scale and intensity of surrounding development and infrastructure. The hotel and its significant architectural form will still be appreciable within its most significant surrounding streetscape context. The insertion of the walkway through the structure would have a positive impact by increasing access, viability and appreciation of the Hotel.</p>
Recommendation	<ul style="list-style-type: none"> • A Conservation Management Strategy (CMS) should be prepared to provide specific guidelines and conservation policies for the implementation and construction of any pedestrian walkway running

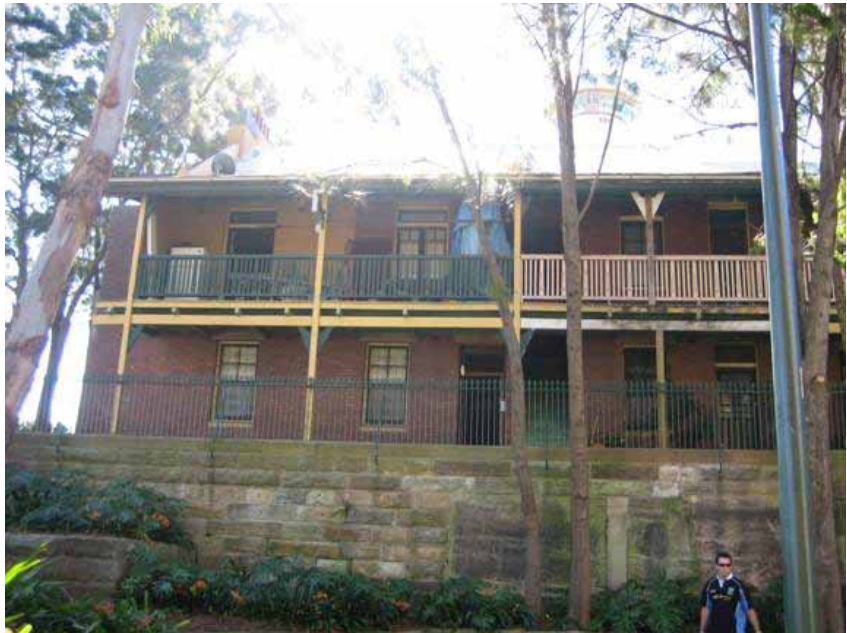
	through or alongside the Hotel. The CMS is not required to address the whole Moreton's Hotel site.
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Name	Palisade Hotel at 35-37 Bettington Street, Millers Point (SHR)
Plan/Map Reference	5
Image	
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2450078
Listing	State Heritage Register No. 510 Sydney LEP 2005
Category/Type	Built / Hotel
Significance	<i>"The Palisade Hotel, continuing the hotel tradition from an earlier hotel on the site, is located on a high point of Millers Point. The building is significant as a fine and largely intact example, externally and internally, of a corner hotel in the Federation Free Style. It is significant as only one of two hotels of this scale to be constructed in the Darling Point / Millers Point area, the other is the Napoleon's Hotel in Sussex Street which is the largest. The Palisade Hotel is one of two hotels in the style in the immediate vicinity and one of eleven hotel buildings in the style within the city. The others are the Napoleon, the Sir John Young, the Royal George, the Australian Hotels in Cumberland and Gloucester Streets, the Fosters, the Captain Cook and the Observer, Moreton's Hotel and the Read Raters Hotel. The Palisade Hotel has significance for the part it played in the network of corner hotels servicing the local community and the nearby shipping areas of Walsh Bay and Darling</i>


	<p><i>Harbour. The building is significant as part of the group of hotels constructed for the Sydney Harbour Trust in the early decades of the twentieth century in the Darling Harbour / Millers Point area after the demolition of most of the earlier hotels.</i></p> <p><i>Historical Notes: The original Palisade Hotel was built in c.1880. The existing Palisade Hotel was constructed for the Sydney Harbour Trust in 1912 on the site of an earlier hotel, after the demolition of many of Millers Point pubs. The Sands Directory of 1879 records G. Greene / T. Liby as occupants, boat builder & butcher. The earlier Palisade Hotel appears 1880-85 occupied by James Parle; 1886: David Small; 1887-88: P. Shoppie; 1889-1900: Henry Taylor. The area bounded by the Harbour and Lower Fort, Windmill and Kent Streets was resumed by the Government in 1900 at the outbreak of the plague. The land was registered in the name of the Maritime Services Board in 1936."</i></p>
Proposal	It is proposed to locate a 6 storey building to the west of the Hotel.
Impact	<p>There will be no physical impact to the Palisades Hotel.</p> <p>A large building was located to the rear of the Hotel throughout the first half of the twentieth century which would have reduced the visual prominence of the Hotel. Cross sections of the proposal demonstrate that the proposed structure will be considerably lower than the Palisades Hotel and will not detract from any view towards the hotel.</p>

Name	3-9 High Street, 2-36 High Street, 38-72 High Street, 74-80 High Street (Terraces)
Plan/Map Reference	8
Image	
Listing	State Heritage Register Sydney LEP 2005 Department of Housing Section 170 Heritage Register
Category/Type	Built / House
Significance	<p>The significance of the terraces are generally described as a group of early twentieth century workmen's houses built during the post plague redevelopment of the area by the Sydney Harbour Trust. They are evident of the Trust's plan to provide housing for workers close to their place of work.</p> <p>These terraces, particularly the consistent and largely intact roof scape or the row, are moderately visible from the west.</p>
Proposal	The proposal does not physically affect the terraces. Development in the vicinity includes the 4 to 10 storey buildings located across Hickson Road.
Impact	<p>The proposal will alter the views to and from the High Street terraces. The views to and from the terraces are not historically significant. The large wharf buildings once located on the western side of Hickson Road and constructed at approximately the same time as the terraces obscured all distant views to and from the High Street terraces.</p> <p>View corridors are proposed between buildings to retain the majority of</p>

	<p>the distant views and allow the appreciation of the row. As described previously in relation to the Millers Point Conservation Area the effect upon the views is considered reasonable and necessary in the development of a new active and viable urban place.</p> <p>The most important attribute of the view is considered to be the contribution of the consistent roofscape to the visual character of Millers Point. The roofscape of the terraces and Millers Point in general will be able to be appreciated by limiting heights and providing view corridors.</p>
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Name	18-20 Munn Street (Terrace)
Plan/Map Reference	4
Image	
Reference	http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2450149
Listing	State Heritage Register Sydney LEP 2005
Category/Type	Built / House
Significance	<i>"Of environmental significance for its contribution to an architecturally consistent and historically important residential streetscape. Of historical significance as physical evidence of the major state government redevelopment of the district, in the years following the 1901 bubonic plague."</i> (City of Sydney)


Proposal	<p>It is proposed construct a new 6 storey building to the west of the terrace houses.</p> <p>It is proposed to re-landscape the former Munn Street.</p>
Impact	<p>The terraces are significant primarily for their contribution to the character of Millers Point and are not highly visible in significant vistas. The proposed adjacent building will be a similar scale to the terraces because it is sited at a much lower level.</p> <p>The proposed Munn Street steps are unlikely to have detrimental impact as the significant fabric associated with the terraces, such as retaining walls, are not detrimentally affected.</p>
Recommendation	<ul style="list-style-type: none"> • The proposed building adjacent to the west is to be sympathetic to the terraces in bulk and scale and is to provide a reasonable level of amenity. • Works to the Munn Street Park should conserve the front verandahs and other fabric of significance along the southern frontage of the terraces as well as the remnant cross walls and floors from the demolished terraces attached to the western elevation.

Name	14-16; 18; 20-42; 44-48 Merriman Street (buildings and terraces)
Plan/Map Reference	3
Image	
Listing	<p>State Heritage Register</p> <p>Sydney LEP 2005</p>

Category/Type	Built / House
Significance	The various listings describe the significance of the buildings as being the contribution to the character and history of the Millers Point area. Some of the dwellings have historical associations with the maritime industry. The dwellings are located on the Millers Point headland and are highly visible in views from the north, west, south west and Observatory Park. They are dramatically located above the stone escarpment and cutting around the headland.
Proposal	The general proposal for the area around the Millers Point headland is for parklands.
Impact	There is unlikely to be any detrimental impact resulting from the proposal as there are no substantial structures which could potentially obscure significant views to and from the items.

Name	Archaeology
Plan/Map Reference	Applicable to the whole site.
Listing	None
Category/Type	Archaeological / Subsurface
Significance	No archaeological assessment has been reviewed to date. There may be the potential for archaeological remains relating to the early twentieth century wharves and the nineteenth century gas works among other uses. The Archaeological Management Plan of the Rocks and Millers Point prepared by the DPWS assesses the subject site as a mostly and partially disturbed in regard to its archaeological potential.
Proposal	As described previously.
Impact	<p>An archaeological assessment of the EDH site has not been prepared. If archaeology exists the construction of the proposed buildings is likely reveal subsurface remains that may be extant on the site. There is the potential for the site to feature archaeology relating to the nineteenth and early twentieth century wharf structures and even pre-European Aboriginal occupation. The overlay of earlier plans and surveys demonstrates that there is some archaeological potential in the form of nineteenth and early twentieth century seawalls, remnants of wharf structures, retaining walls, former roads and footings of buildings along Hickson Road. Archaeological potential and archaeologically sensitive zones will be determined in later stages of the development.</p> <p>The impact upon the potential archaeological resources can be managed through the preparation and implementation of an</p>

	<p>Archaeological Assessment and Management Plan. The Concept Plan has included the opportunity to retain former seawalls and incorporate them into the site. There is also the potential for interpretation of any significant archaeological resource which may be revealed. There are a number of opportunities for interpretation which will be investigated during later stages of the development and include, 1) uncover and displayed in situ, 2) record and remove with possible display or reuse for interpretation/public art, and 3) record and re-bury with above surface interpretation.</p>
Recommendation	<ul style="list-style-type: none"> • An Archaeological Assessment and Management Plan (AAMP) is to be prepared for the EDH site in consultation with relevant stakeholders and statutory authorities. The AAMP should identify areas of archaeological potential and provide guidelines and strategies for the management of the archaeological resource. • If significant seawalls and former wharf structures are identified through the archaeological assessment and excavation processes then their conservation and interpretation within the proposed parklands is to be investigated. • Having regard to the condition and significance of any archaeological remains uncovered, any highly significant remains should be incorporated into further stages of development with an appropriate level of interpretation. Depending upon the recommendations of the AAMP significant archaeological deposits may be 1) uncovered and displayed in situ, 2) recorded and removed with possible display or use for interpretation/public art, 3) recorded and re-buried with above surface interpretation.

Name	Millers Point Headland Cutting
Image	
Listing	None
Category/Type	Landscape
Significance	The cutting was formed in stages from the late nineteenth century onwards. It is a visually prominent element from the harbour and the foreshores and creates a dramatic distinction between the wharfs and the headland above.
Proposal	It is proposed to create a park at the north end of the site and reinstate a road adjacent to the cutting which connects the new north-south street and Towns Place.
Impact	Even though no structures are proposed in front of the cutting the landscape will be raised to form the park terrain and will obscure the lower portion of the cutting. The topography of the headland park will interpret the original landscape of the Millers Point headland. Currently the cutting is partially obscured by the warehouse buildings and throughout most of the twentieth century the cutting was been obscured by buildings. Views to the cutting are not historically significant. A positive aspect of the proposal will result from establishing public access to the immediate setting of the cutting thereby enhancing the opportunity for its appreciation. Furthermore, as the majority of the cutting will be retained and the existing structures removed the ability to appreciate the cutting and the headland will be retained.

7.0 CONCLUSION AND RECOMMENDATIONS

In conclusion, it is considered that the concept proposal will have a positive impact on places of heritage significance in the vicinity of the EDH site because it will:

- Enhance access to the harbour foreshore;
- Reintroduce connections between Millers Point and the foreshore;
- Create new public spaces and parks;
- Allow for the appreciation of significant places in views from public places on the harbour foreshore;
- Maintain the key attributes of views from Observatory Hill Park;
- Provide for the conservation of significant fabric which will be affected by the proposal;
- Interpret the significant historical, social and environmental qualities of the place; and
- Appropriately manage any archaeological resource which may be revealed through the redevelopment of the site.

Provided the recommendations of this report are followed detrimental impact to places of significance will be mitigated and their conservation ensured. Reference should be made to the Statement of Commitments in the main body of the report.

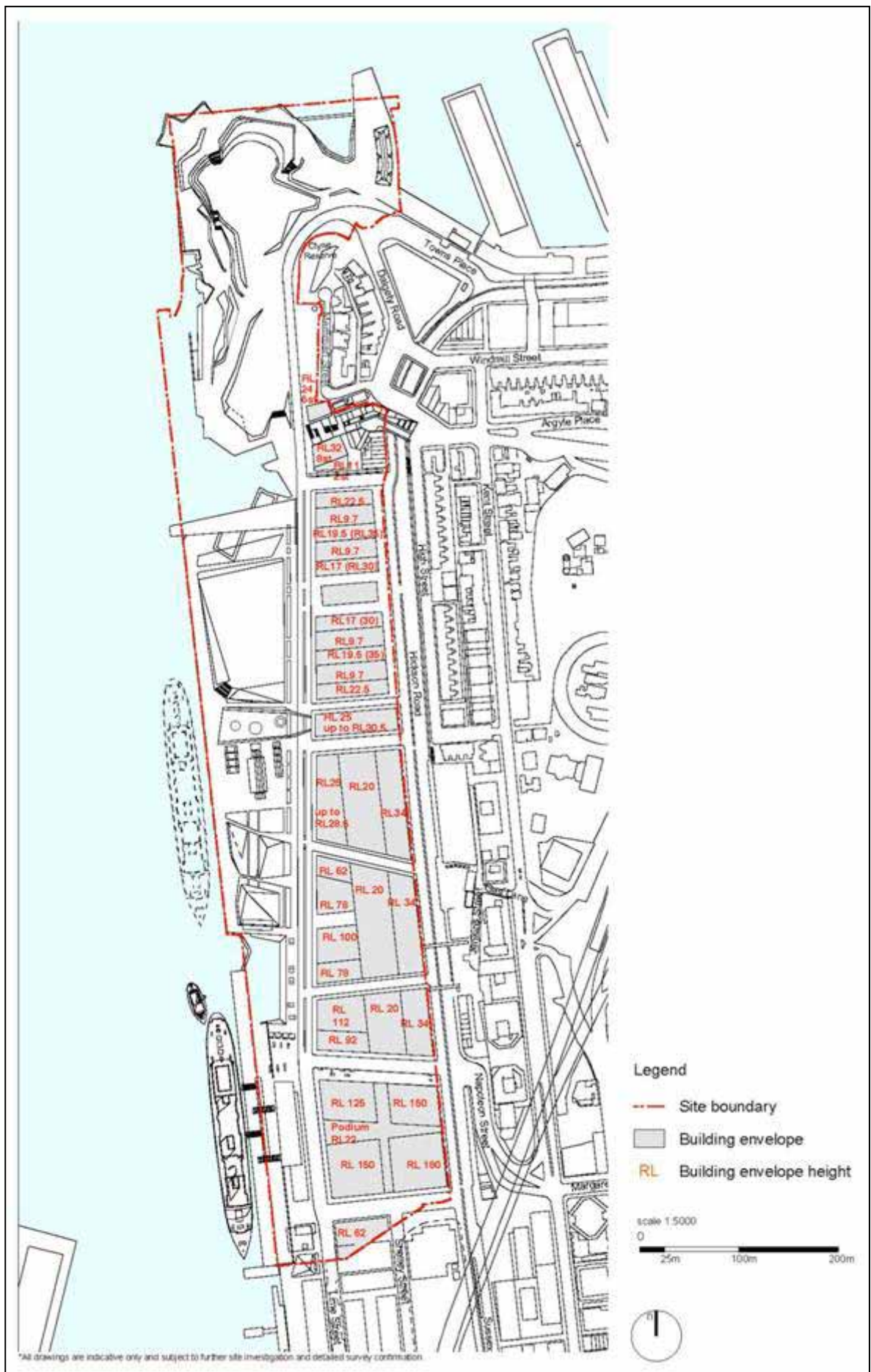
CITY PLAN HERITAGE
26 September 2006

ATTACHMENTS

- A. East Darling Harbour Concept Plan, prepared by EDH Design Team
- B. Photomontages, prepared by Arterra Interactive for SHFA, August 2006 (Plan and Images)
- C. Site Cross Sections, prepared by Arterra Interactive for SHFA, August 2006 (Plan and Images)
- D. *East Darling Harbour History*, by Sydney Harbour Foreshore Authority, unpublished document, July 2006

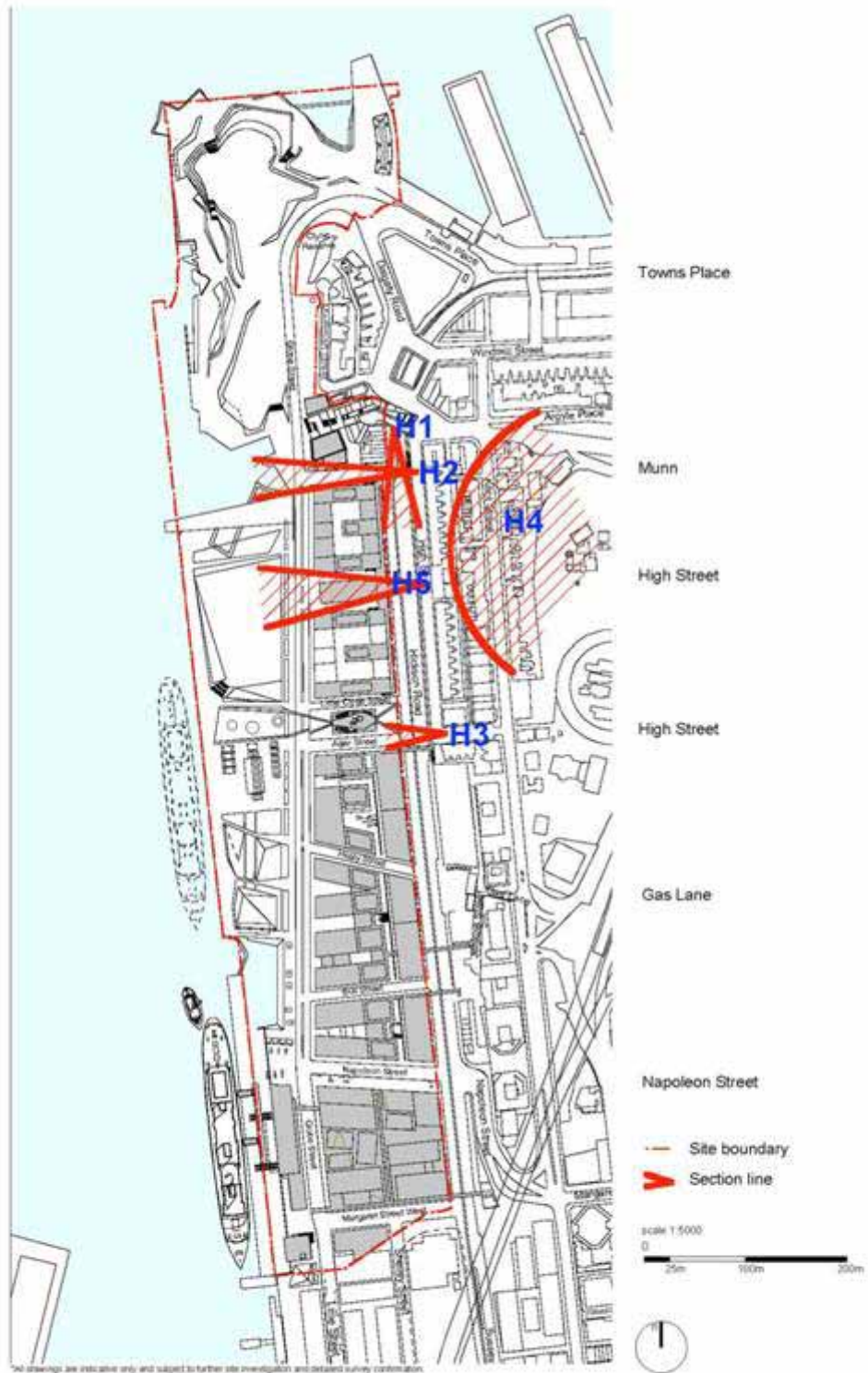
East Darling Harbour Concept Plan: Building Heights
prepared by EDH Design Team

ATTACHMENT A



Photomontages
prepared by Arterra Interactive (Plan and Images)

ATTACHMENT B



All drawings are indicative only and subject to further site investigation and detailed survey confirmation.



Legend

— Site Boundary

E3 View name

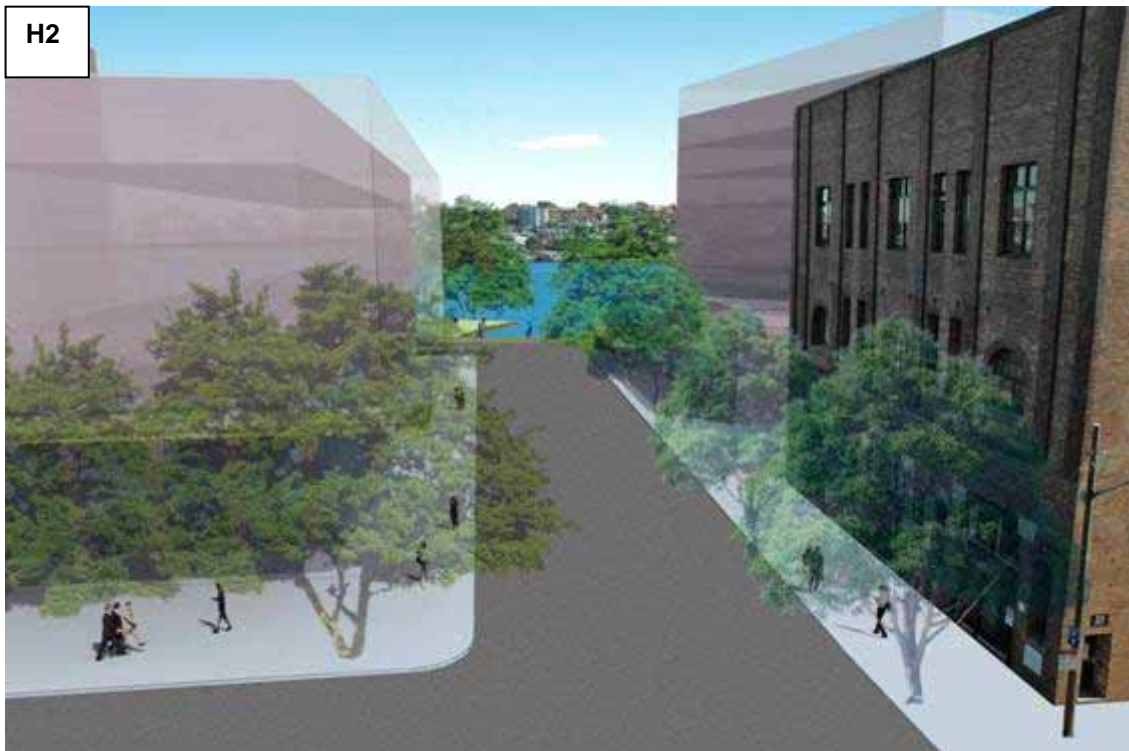
> View direction



H1



H2



H3



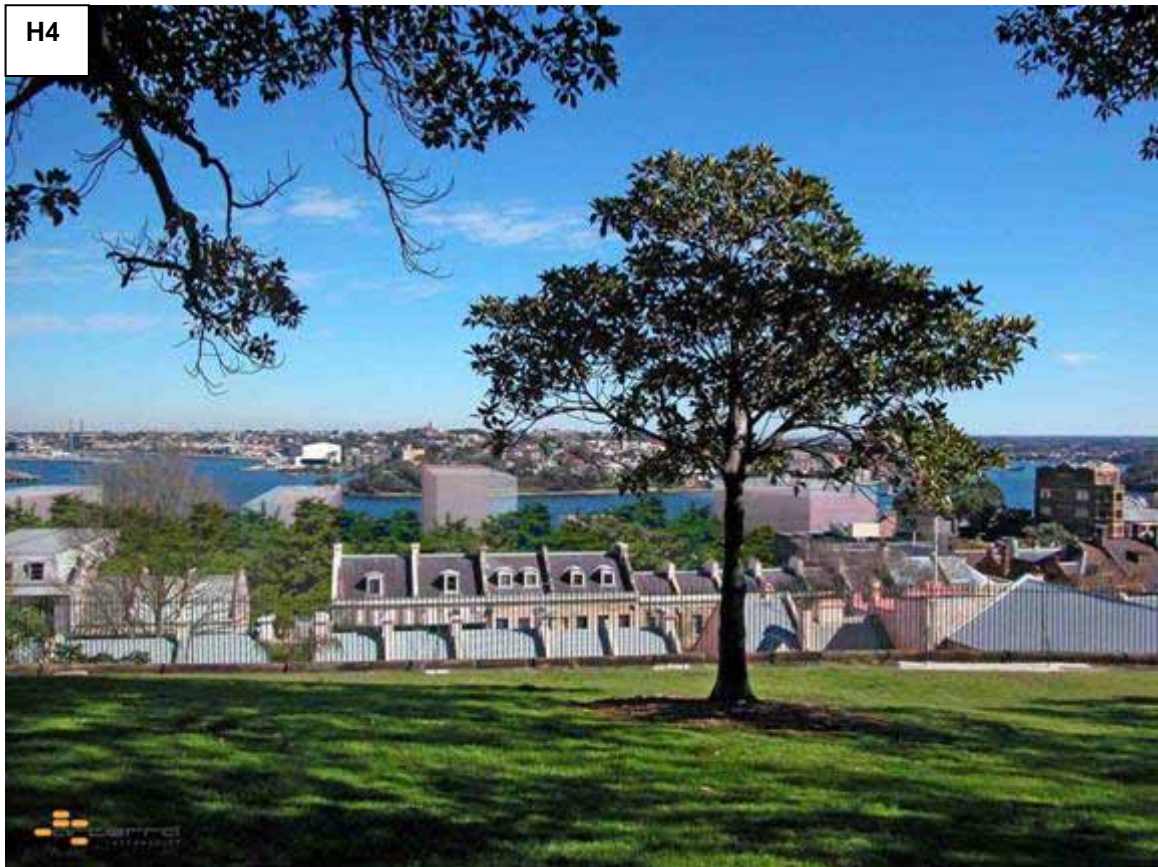
H4



H4



H4



H5



H6



H7

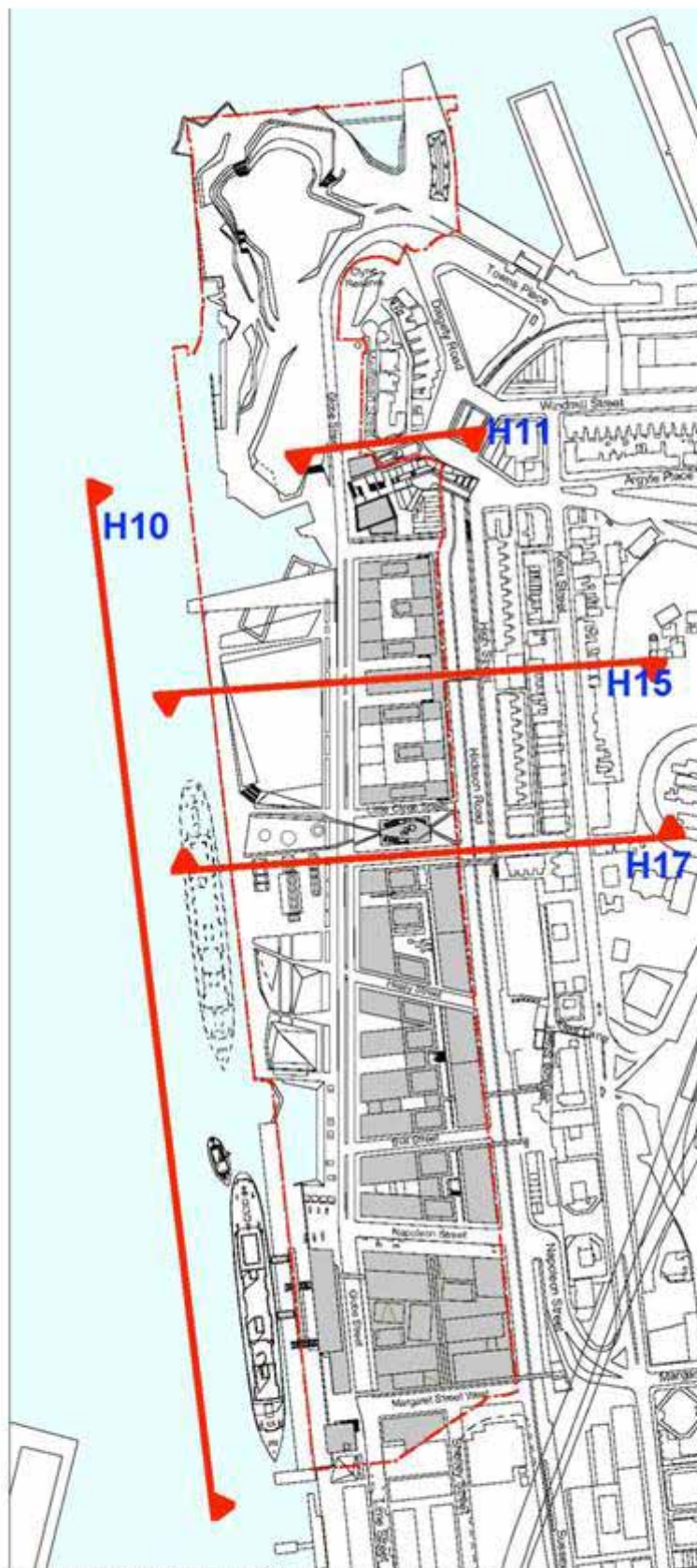


H8



Site Cross Sections
prepared by Alterra Interactive (Plan and Images)

ATTACHMENT C



Towns Place

Munn

High Street

High Street

Gas Lane

Napoleon Street

Site boundary

Section line

Scale 1:5000

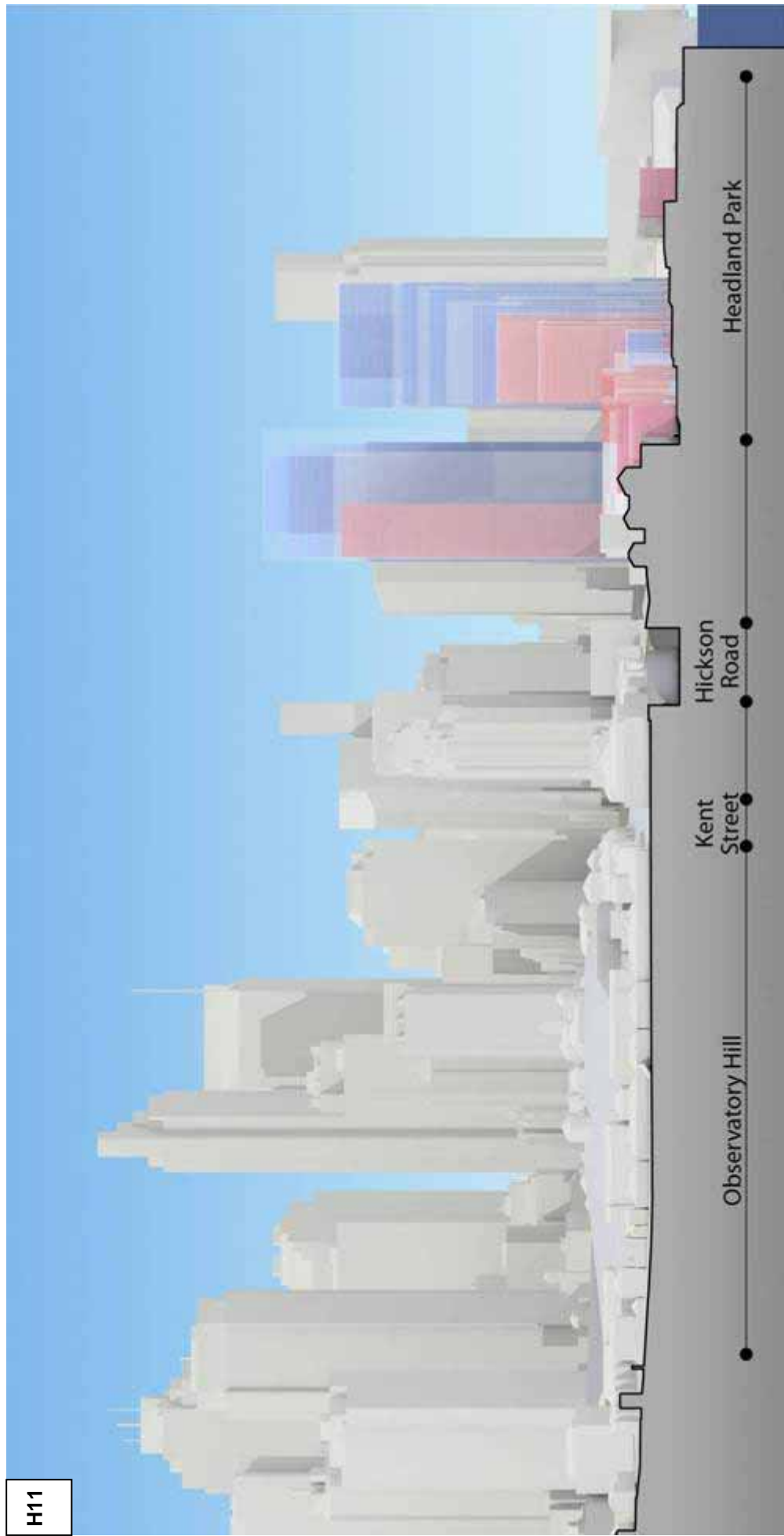
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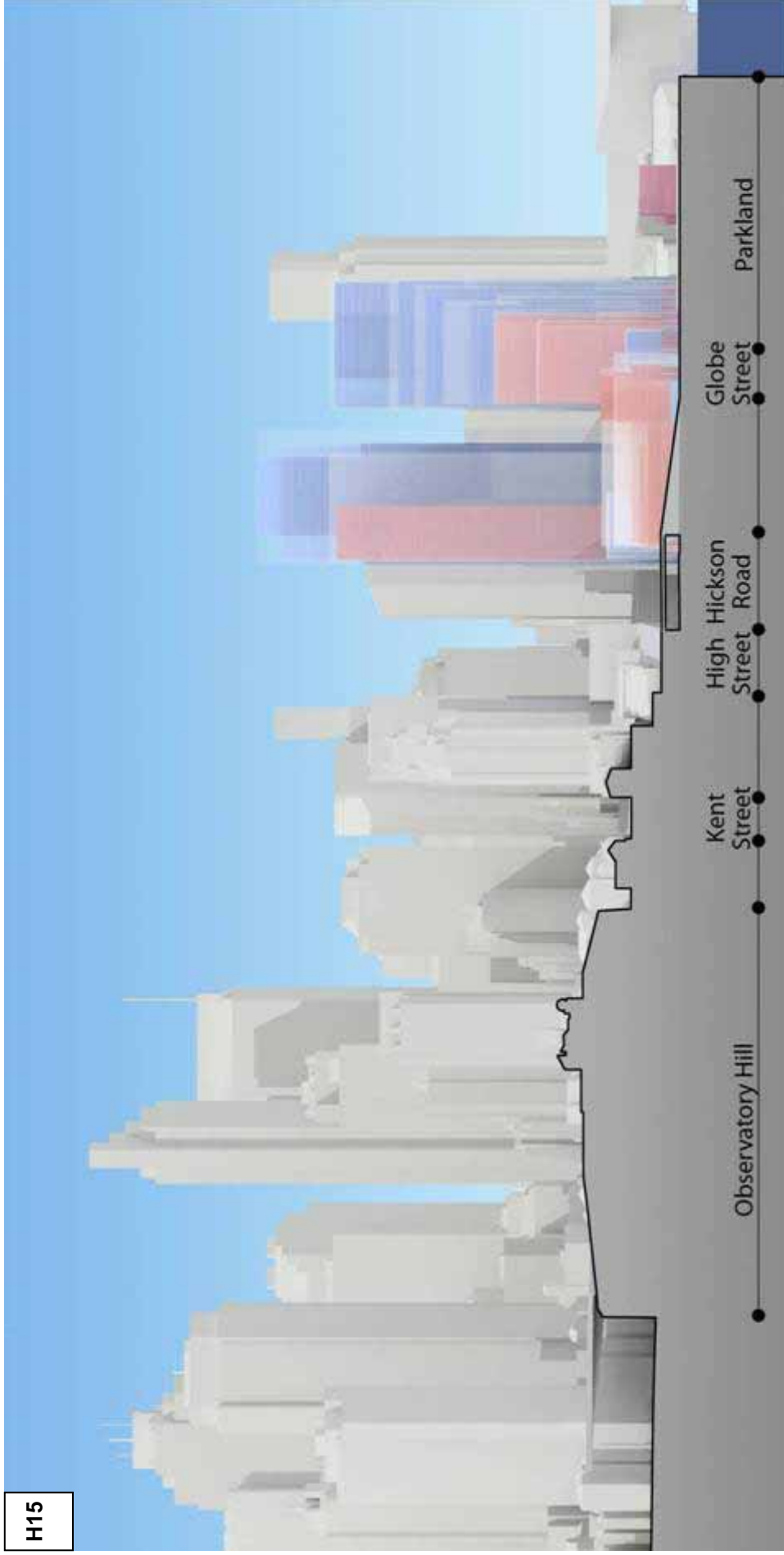


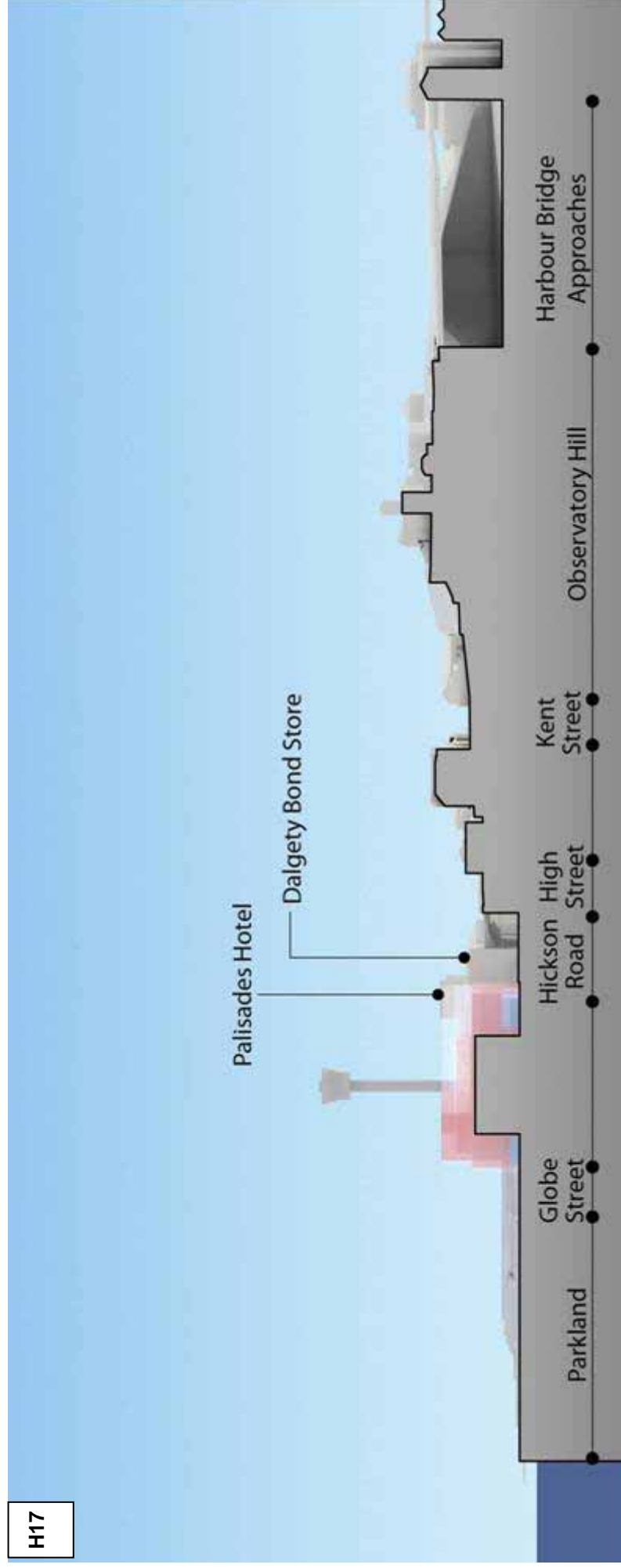
*All drawings are indicative only and subject to further site investigation and detailed survey confirmation

H10









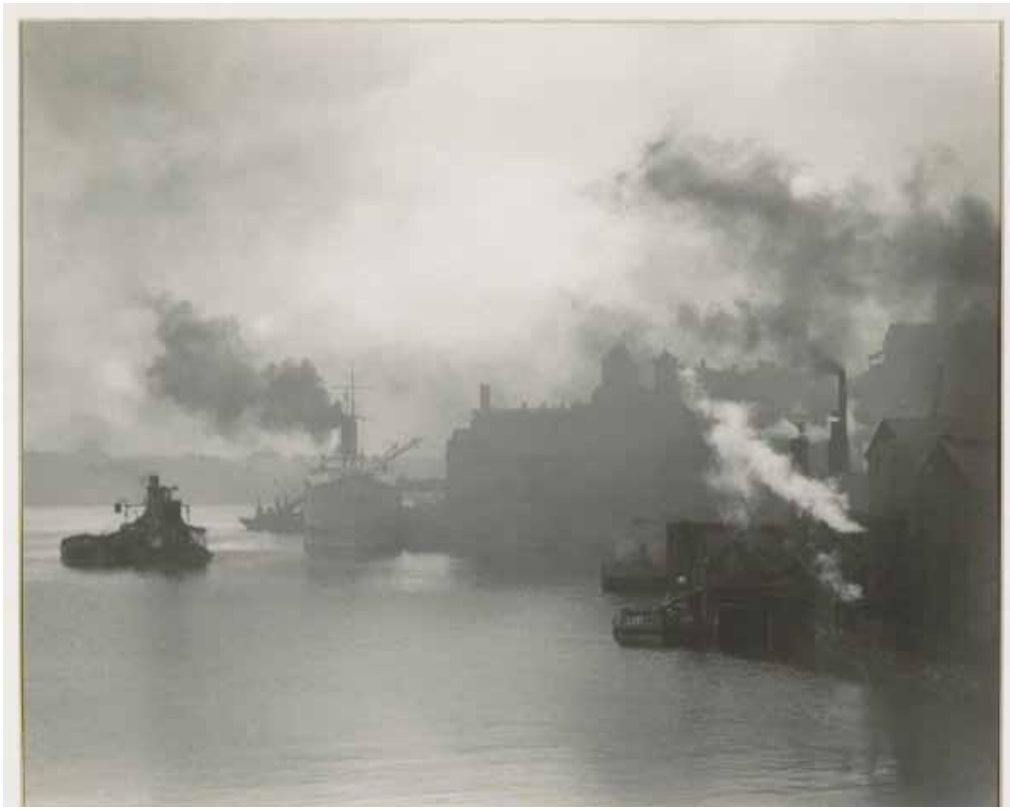
East Darling Harbour History,
by Sydney Harbour Foreshore Authority, unpublished document, July 2006

ATTACHMENT D

East Darling Harbour

Millers Point

History and Development



Cazneaux c1920 Wharves at Darling Harbour, National Library of Australia

Monique Galloway
Sydney Harbour Foreshore Authority

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East Darling Harbour

Millers Point

History and Development

1. Indigenous Occupation

1.1 Before 1788

East Darling Harbour was part of the Cadigal territory, they called it Coodye, and the clan fished, hunted and gathered shellfish from around the area. It was extensively used as witnessed by the large shell middens just south of the site, which later gave Cockle Bay its name.

It is unknown how long the indigenous people lived in the area, but radiocarbon dates from other parts of Sydney indicate occupation for at least 14 500 years. East Darling Harbour was formed when the sea levels settled around 6 000 years ago, and it is very likely that the ancestors of the Cadigal were in there at that time. The large shell middens and numerous rock engravings close to East Darling Harbour attest to a lengthy occupation. The Cadigal people and other local clans were decimated soon after the arrival of the First Fleet by a smallpox epidemic, to which they had no immunity. The remnants of the different Port Jackson clans banded together, but their numbers continued to decline. However some people survived and continued to occupy the area.



Figure 1. Aboriginal People Fishing in Sydney Harbour by Phillip Gidley King 1788-1792¹

¹ Sydney Harbour Foreshore Authority Historic Image Collection

1.2 Post Contact

In the years following European occupation the Indigenous people continued to live around East Darling Harbour. In 1980 archaeological excavations of the Moore's Wharf site revealed a campsite. A ten-centimetre thick shell midden was excavated beneath the rubble floor of the building. Within this midden stone tools were recovered in association with four sherds of blue and white transfer printed ceramic². Unfortunately, the archaeological report does not indicate if the sherds of ceramic had been adapted to be used as tools. This practise has been reported from several other areas in Australia. Two of the sherds were from the same piece of ceramic; they may have been deliberately broken to provide a sharp cutting tool. The four sherds have been identified as being typical of the types of ceramics available during the 1830s³.

This indicates that Indigenous people were still using the site at least until that date, four decades after the arrival of the First Fleet, and the smallpox epidemic. The midden demonstrates the continuation of traditional tool making, and diet, in what was probably very difficult circumstances for the people. They appear on several European depictions of the area, and are shown continuing a traditional lifestyle for several decades after the turn of the nineteenth century. Years later Aboriginal people are known to have been employed on the wharves in the area.

² Lampert & Truscott 1980. *The Archaeological Investigation of The Bond Store, Moore's Wharf* Draft Report for the Maritime Services Board and the Heritage Council of NSW Appendix 1

³ Ibid pg 19

manpower from the convict's somewhat reluctant muscles. The map also depicts the rocky ridgeline, which became the traditional separation point between the two later suburbs, The Rocks and Millers Point.

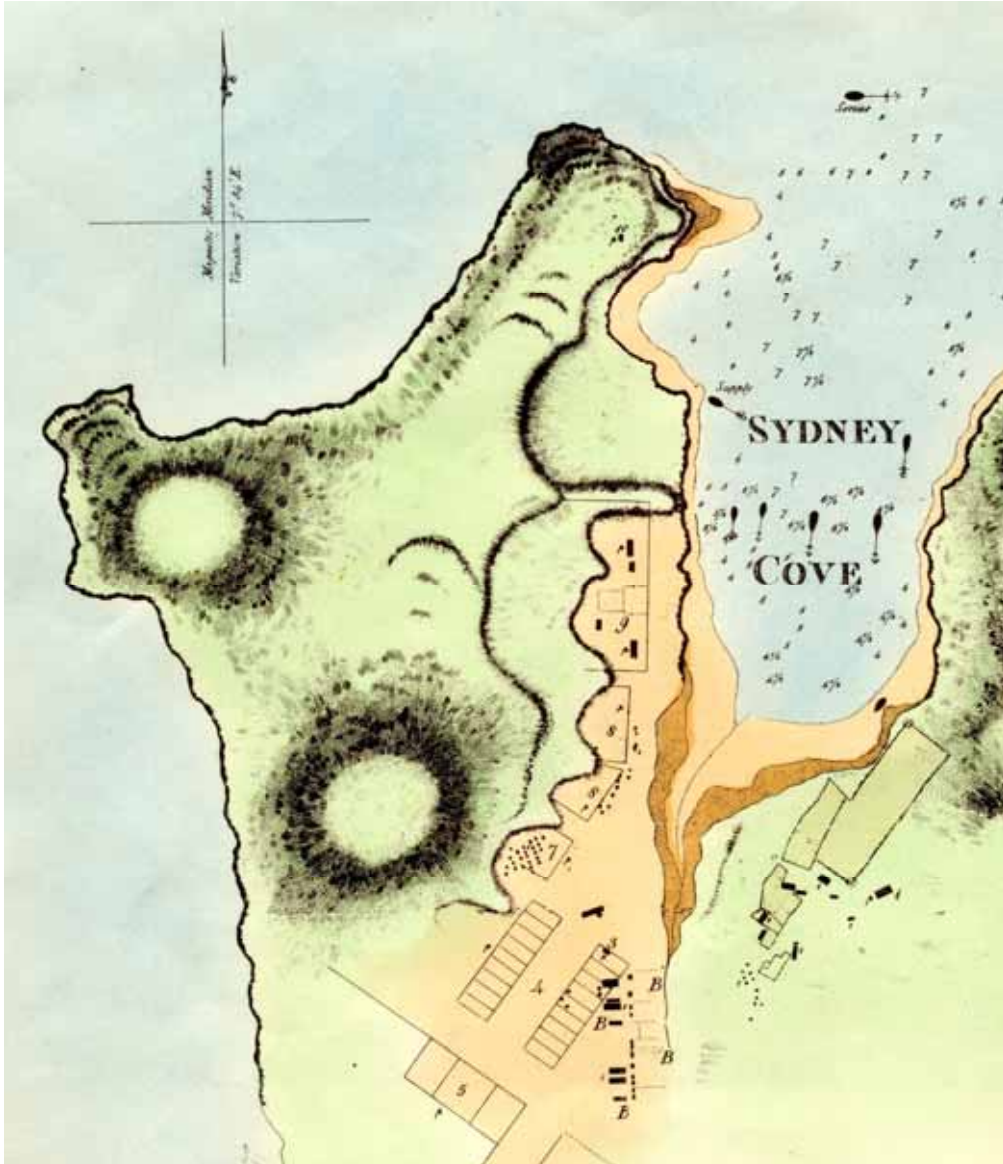
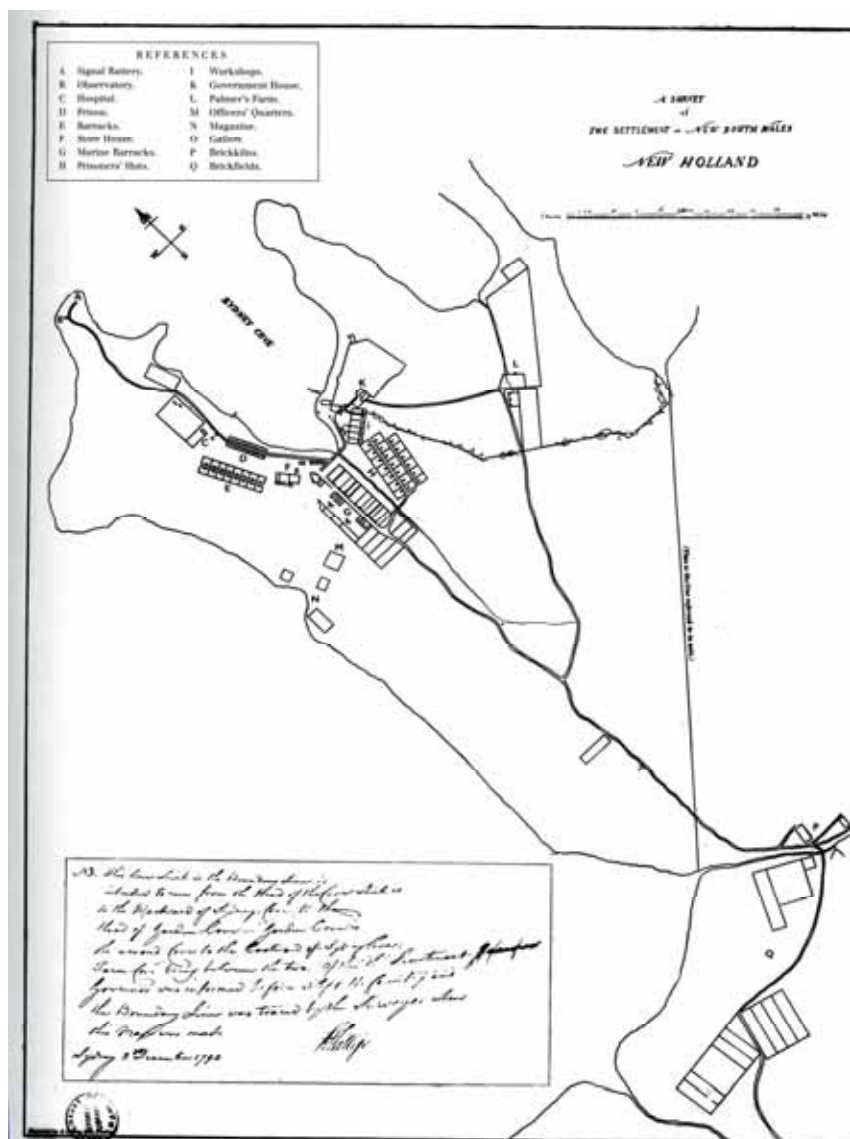


Figure 3. Sketch of Sydney Cove, Port Jackson in the County of Cumberland July 1788. Dawes & Hunter (Detail)⁵

The plan of the settlement in 1792 (below) shows the development around Sydney Cove, there is still nothing depicted at the actual subject site. There is, however the outline of what is labelled the magazine just to the south of the site. Unlike the previous maps there are no ships moored around the shoreline and there is little indication of the later importance of the maritime trade to the development of the area.

⁵ Sydney Harbour Foreshore Authority Historic Maps and Plans



Lesueur's beautifully drawn 1802⁷ French map (detail below) shows the settlement around Sydney Cove has spread to the south and to the west and is starting to encroach upon the western side of the ridgeline. A few buildings are scattered around what will later become known as Walsh Bay with tracks meandering down to them. The first windmills are also shown along the ridgeline. The hill jutting into the harbour is drawn as being very steep and still no development shown on the subject site, although to the south a few houses and gardens are drawn.

⁶ From Ashton & Waterson 2000 *Sydney Takes Shape* pg 13

⁷ From Ashton & Waterson 2000 *Sydney Takes Shape* pg 15

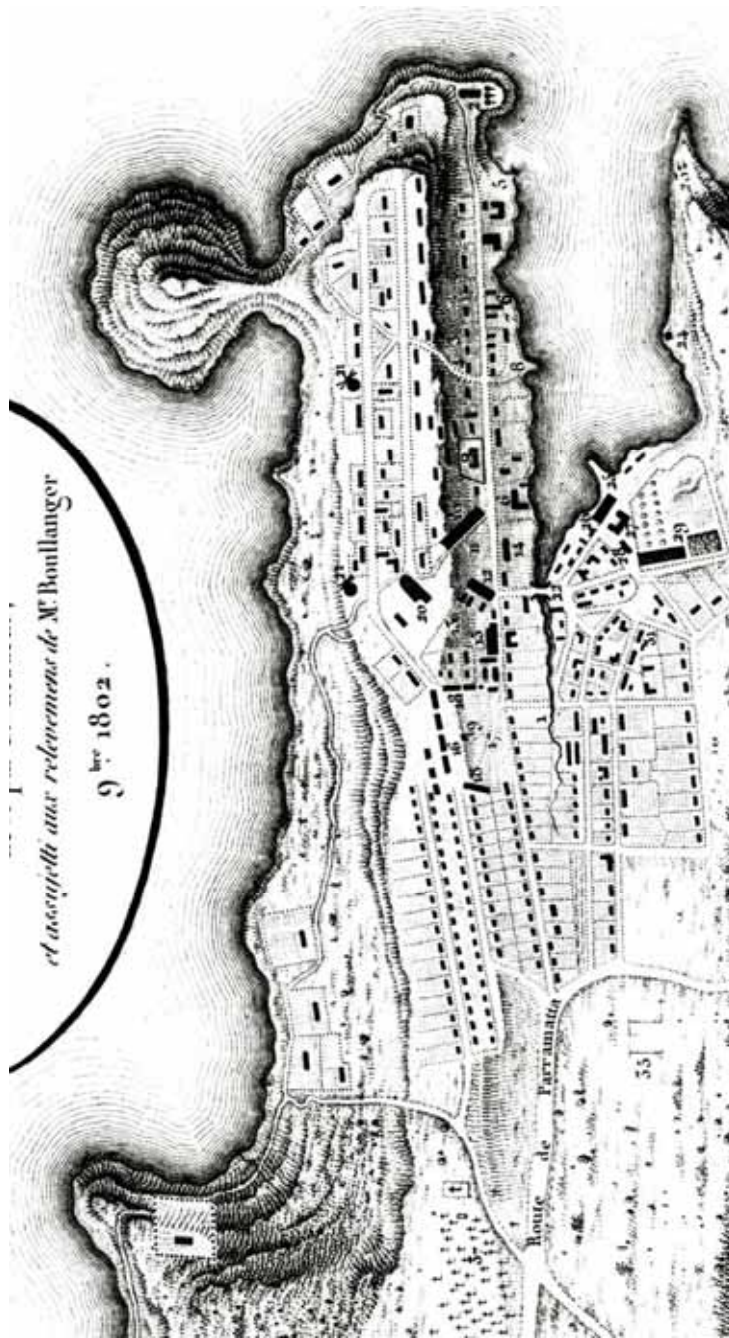


Figure 5. Lesueur Plan of the town of Sydney 1802 (Detail)⁸

Meehan's *Plan of the Town of Sydney* of 1807 (detail below) was ordered by Governor Bligh. The point of East Darling Harbour named "Cockle Bay Point" appears to be the first European name given to the area. Fort Phillip is the only development depicted on this map; it stood where the Observatory is now and would have commanded views over the settlement, up the harbour and down the Parramatta River. Fort Phillip was designed with both landward and seaward defences and in conjunction with the Battery at Dawes Point covered the defences for the infant

⁸ Sydney Harbour Foreshore Authority Historic Maps and Plans

colony. A beach or mudflat is drawn at Walsh Bay and another just to the south of the subject site. The excavation at Moore's Bond Store in the 1980s did not record the natural ground layer for the northern part of the site. However several sandy layers were recorded, and it is unlikely that the sand would have been transported from a great distance.

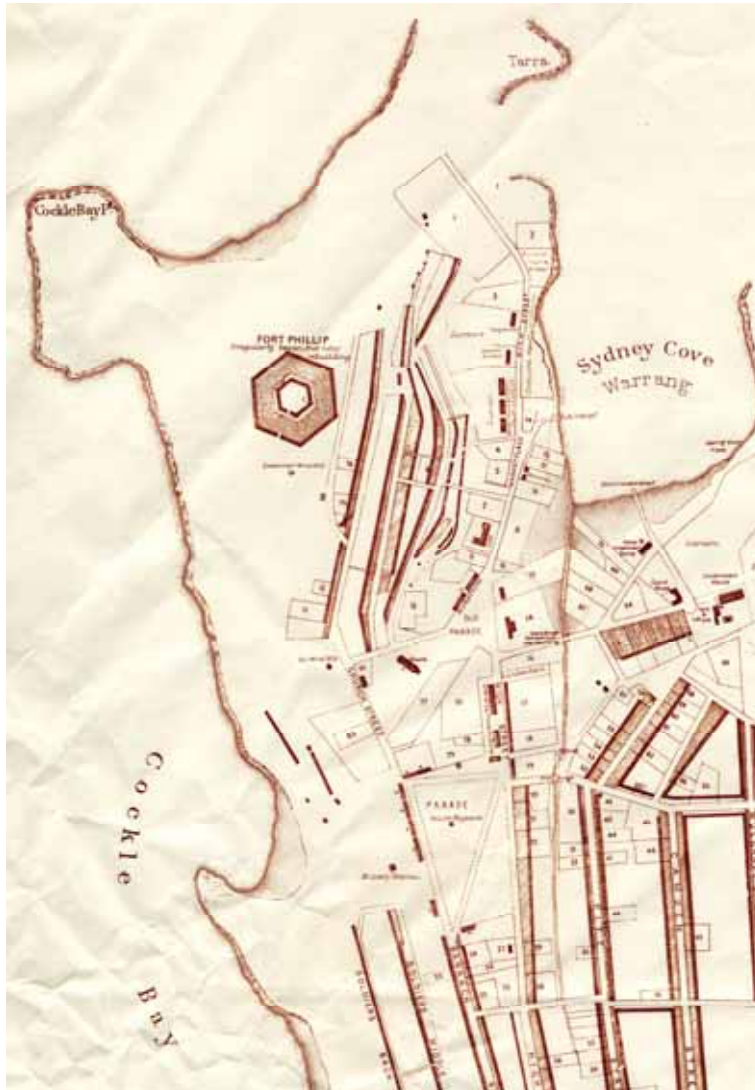


Figure 6. Meehan's Plan of the Town of Sydney 1807 (Detail)⁹

By the 1820s Millers Point had started to develop. Three windmills had been erected on the hill with a few small buildings. There are other buildings shown scattered around the area and a trail runs from Dawes Point Battery along the shoreline to Cockle Bay. This track would eventually become Kent St and Lower Fort Street.

The 1822 *Plan of the Town and Suburbs of Sydney* depicts a stone quarry, and the soundings along the shoreline are marked. This could indicate the intention to use the

⁹ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

area for ship moorage. The Military hospital, in close proximity to Fort Phillip had been constructed by this date. Fort Phillip in association with Dawes Point Battery and the later Garrison Church (1840) indicate the importance of the Military in the Colony's early history. Millers Point for a time was a Garrison Town.



Figure 7. 1822 Plan of the Town and Suburbs of Sydney (Detail)¹⁰

The view of Fort Phillip c1814 (below) could be inaccurate, the Fort may never have reached this stage of completion and a later map helps to confirm this supposition. However, a Capt Taylor of the 48th Regt painted the picture and a military officer is not likely to reveal the shortcomings of the colonies defences. The earlier maps also show the fort in full. Dawes Point is just visible in the right side background.

¹⁰ From Ashton & Waterson 2000 *Sydney Takes Shape* pg 19



Figure 8. Fort Phillip c1814 Capt Taylor¹¹

The rather idyllic lithograph produced c1823 (below) shows two of the windmills on the point, and the rocky terrain. There are also the roofs of a few buildings evident on the shoreline, and sailing vessels and an aboriginal canoe on the Harbour. The foreground shows the variety of activities occurring in the area. Aboriginal people are living here in a bark gunyah, continuing their traditional lifestyle. Cattle and sheep are grazing on the lush meadow. And the convicts in their yellow coats aren't really doing much at all, except for one swinging an axe. Goat Island and what would become Balmain are in the background. The road is approximately on the alignment of the later Kent St.



Figure 9. Part of the Harbour of Port Jackson, and the Country between Sydney and the Blue Mountains New South Wales (detail) after Taylor 1823¹²

¹¹ McCormick 1987 *First Views of Australian 1788-1825* pg 208

¹² National Library of Australia 2000 *The World Upside Down Australia 1788-1830* pg 26

As idealised as this lithograph is, it does give a very good impression of the relationship between the land and water at Millers Point before the landscape began to be modified. The undulating topography and the sandstone ridges were later cut down until today there is a sheer vertical cliff beyond where the road on this image is. Other paintings also show this relationship of the land to the water, and the sandstone ridges, although there is a suggestion that artistic licence may have been employed to enhance the view at the expense of topographic accuracy.

Below is a c1820 painting by an unknown artist, but attributed to Taylor, entitled *Sydney looking south from Flagstaff Hill*. It shows a rather dramatic hill with only the windmill on it, which is estimated to be about where No 1 York Street now stands. The shoreline appears relatively flat from the track, which leads to Cockle Bay and follows the approximate alignment of Kent St. Today the difference in height from Kent St to the waterline appears rather larger than depicted here.



Figure 10. Sydney looking south from Flagstaff Hill¹³.

The site was named on early maps 'Cockle Bay Point'. By the 1820s there were a few cottages and windmills scattered around. John Leighton (Jack) ran three of the windmills, and the point was referred to as "Jack the Miller's Point" eventually shortening to Millers Point. One night in June 1826, Jack had imbibed rather too heavily and fell from the ladder of one of his mills to his death¹⁴. He was a convict who arrived in the colony in 1804 and gained his freedom in 1815, by which time he had acquired several acres of land on the Point. It is uncertain when Jack first began operating the mills in the area, he purchased the land from Lucas and Wall, but there is no record that details if there were any structures on it.

By the 1820s much of Millers Point was under private ownership but the history of how this came to be is complex. Much of the land may have been granted, but lack of records and poor administration meant that some of it may have been acquired by squatting. Once the land was sold onto other people, the Government found it

¹³ McCormick 1987 *First Views of Australian 1788-1825* pg 209

¹⁴ Fitzgerald & Keating 1991 *Millers Point, the Urban Village* pg 11

difficult to prove and therefore 'difficult legally and morally to divest later owners of their land'¹⁵. In 1823 the Bigge Report stated that 80 per cent of the houses in Sydney were permissive occupancies¹⁶. The legal difficulties in relation to land ownership were a feature of the early history of Sydney, not just in Millers Point. In some cases it took ten years to sort out the legalities of land ownership. When John Clarke was challenged about his right to fence land on the southern side of Windmill St in 1831, he produced a legal transfer from David Leighton, Jack the Miller's son and heir. David Leighton claimed to have purchased the allotment from Patrick Marmount, who said Governor Macquarie had granted him the land. The grant was recompense for an allotment he had that the government resumed to build the Military Hospital in 1815. Government resumptions on the peninsula would become an important feature of the later history. Sixteen years later Clarke pleaded that he had come to the colony free and had saved 'with the greatest frugality and industry' the considerable amount it had cost him for the lot. It took until April 1841 for the grant to be formalised¹⁷.

A plan of the point with the landowners and their holdings was produced in 1831 (below). Later, a few of these landholders, such as Munn and Bellington, were commemorated with street names. It appears that Millers Point never became an area where many people owned their own homes. Most of the housing in Millers Point was rental, a trend that did not change, although in later years the Government was the landlord.



Figure 11. Millers Point 1831 Land Holdings¹⁸

The whaling and sealing industries were in full swing in the early decades of the 19th century and the black hulled ships were a common sight moored off Millers Point. Combined with the rise of the wool industry, the demand for wharves and docks

¹⁵ Kass Quoted in Fitzgerald & Keating pg 20

¹⁶ Fitzgerald & Keating pg 20

¹⁷ Fitzgerald & Keating pg 20

¹⁸ Fitzgerald & Keating 1991 pg 21

began to grow. In the early decades Millers Point was mainly used as moorage, a standing-off point for ships waiting to load or unload their cargoes at the wharves in Sydney Cove and the newly named Darling Harbour.

Part of Millers Point appears on the 1828 *Map of the City of Sydney* (detail), there is evidence of a small wharf or jetty around the middle of the subject site. Unfortunately the northern end of the site, the point, is not included on the map, indicating that there was nothing of enough importance on the Point to be included. However there are a few more streets depicted, including what would be later, the appropriately named Windmill St. The northern end of the later Kent St is also shown running to Walsh Bay and the first small jetty there. It is evident on this map that the area was being encroached upon from the south and the east.



Figure 12. 1828 Map of the City of Sydney¹⁹

¹⁹ Sydney Harbour Foreshore Authority Historic Maps and Plans Collection

Forty years after settlement there was still no direct route to Millers Point, this lack of a short cut to Millers Point was responsible for keeping the area relatively undeveloped whilst expansion was occurring at an energetic pace around it. This is very obvious on the 1831 *Map of the Town of Sydney*. Windmill Street is the only named street in the area and has buildings along either side, there are also a few scattered along what would become the western end of Argyle St. Kent St has been partly built and connects Windmill St with the busy southern end of Darling Harbour. A few more buildings can be seen scattered along the shoreline, and along the lower end of Kent St. The stone quarries on the corner of what would be Kent and Argyle Streets are marked on this map and the area was frequently referred to as “the Quarries”²⁰. At one stage Fort Phillip was almost surrounded by them. In this period the only method of power generation in the area was manpower or windmill power. The next decade would see this change.

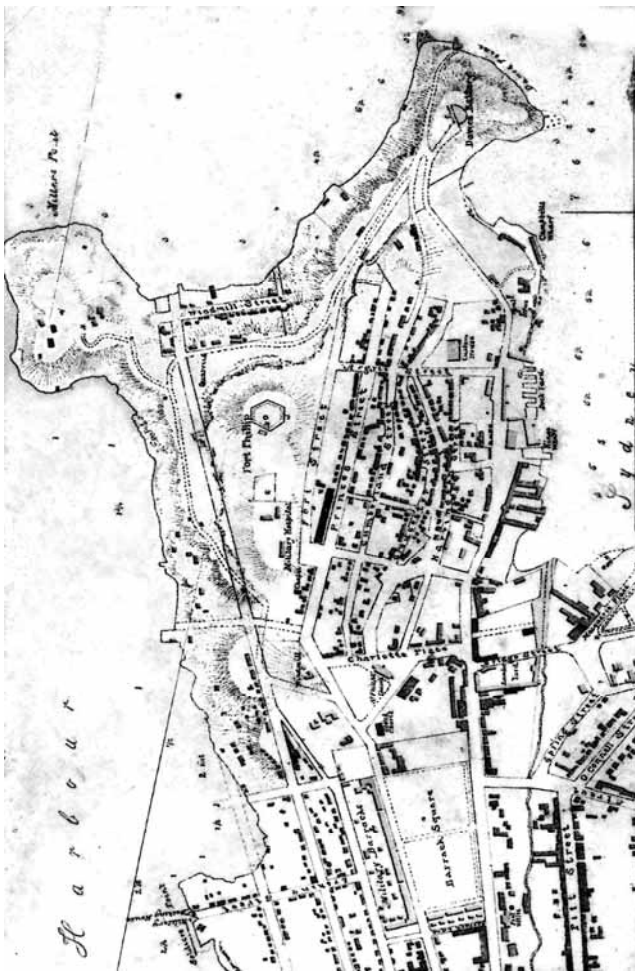


Figure 13. 1831 Map of the Town of Sydney²¹.

At the southern end of the subject site the map shows the intention of extending Sussex and Margaret Streets. This indicates the early planning of land reclamation and straightening the shoreline to facilitate shipping. Today the subject site

²⁰ Fitzgerald & Keating 1991 pg 17

²¹ Ashton & Waterson 2000 *Sydney Takes Shape* pg 21

demonstrates the ultimate end of this policy, being a long straight concrete apron built upon mostly reclaimed land, with no evidence of the distinctive point left.

The maritime industry and its demands came to be the largest influence on the evolution of Millers Point. The first wharf in the area was built at Walsh Bay near Dawes Point in the 1820s. The access to Walsh Bay was more convenient than East Darling Harbour and therefore the shipping facilities were constructed there first. After the wharves of Millers Point began to be built the maritime influence of the area was obvious:

“The ships gave to the locality the scent of the sea. Whaling and South Sea Island trade were in their hey-day. In the stores lining the waterfront a strange, motley array of products appeared. Sugar, dark brown in colour, known as ‘custard sugar’, packed in big bamboo baskets; seal skins; salt from Cape Verde; sandalwood; wheat; sperm and black oil and whalebone spoke of other lands. In the street wandered the crew of many ships – Europeans, Americans, Colonials, tattooed New Zealanders, Chinese and South Sea Island boys...²²”

By the 1830s there are several wharves at Walsh Bay, and south of the subject site, Darling Harbour is beginning to bristle with them. Darling Harbour’s wharfage facilities grew in response to the relocation of the markets there by Governor Macquarie. The industrial revolution in Australia also began at the very southern end of Darling Harbour with the establishment of Dickson’s Steam Engine in 1813, followed by Barker’s Steam Mill in 1827. Industries such as these also stimulated the building of waterfront facilities.

Recreation amenities were built just south of the subject site in the 1830s. Erskine Street ran from the Military Barracks to ‘Soldiers Point’ where a Military Bathing House was built, probably the earliest harbourside pool. Later another harbour side pool would be built at Dawes Point and this one was open to the public. It is very likely that people were swimming off Millers Point for years, for example, in the 1930s young men took advantage of the wharves as diving platforms.



Figure 14. 1935 Diving from the wharves Millers Point²³

²² Quoted in Fitzgerald & Keating 1991 pg 24

²³ Sydney Harbour Foreshore Authority Historic Photograph Collection

2.2 Early Maritime Development

The 1836 Map *of the Town of Sydney* (detail below) shows the first named wharf on the subject site ‘Bettington Wharf’ and there are a few buildings scattered along the roads and tracks. The subject site is still relatively untouched, but this is about to change dramatically.



Figure 15. 1836 Map of the Town of Sydney (Detail)²⁴

²⁴ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

2.3 Growth of the village of Millers Point

The population of Sydney doubled in the ten years between 1833 and 1843 to 35, 000 people. In the same year Sydney was incorporated and could begin to call itself a city. Millers Point began to develop into a village with two of the areas most famous pubs, The Lord Nelson Hotel, and the Hero of Waterloo beginning trading at this time. The Lord Nelson is shown in the c1845 watercolour below, with the unusual Albion House. Boat builders and tradesmen ran the pubs in Millers Point during the early period. Their names reflected the clientele they hoped to attract; the Shipwrights Arms, the Blacksmiths Arms, the Quarryman's Arms, for the tradesmen. There were also many pubs for the seamen, including three Whalers Arms in Millers Point and another in Gloucester St, The Rocks over the years. Other pubs reflected the loyalty to the British Throne, with the Young Princess and the Royal Oak, or the major current events of the day; The Napoleon Inn stood directly opposite the Lord Nelson. When the Gas works opened so to did the Gas Hotel, and when the British mail first arrived by steamer and was offloaded in Millers Point, the Pacific Mail Hotel opened on the corner of Bettington and Merriman Streets²⁵. A least one pub took its name from the effects of accepting too much hospitality and the steep rocky terrain, the Tumble Down Dick opened at the top of the ridge separating The Rocks from Millers Point in 1837²⁶. The pubs were important to the local people as a social gathering place, and as a source of accommodation for immigrants to the country. There are some colourful stories of tunnels, smuggling and shanghaiing sailors from these pubs. The pubs would become important meeting places to discuss industrial relations matters in later years.

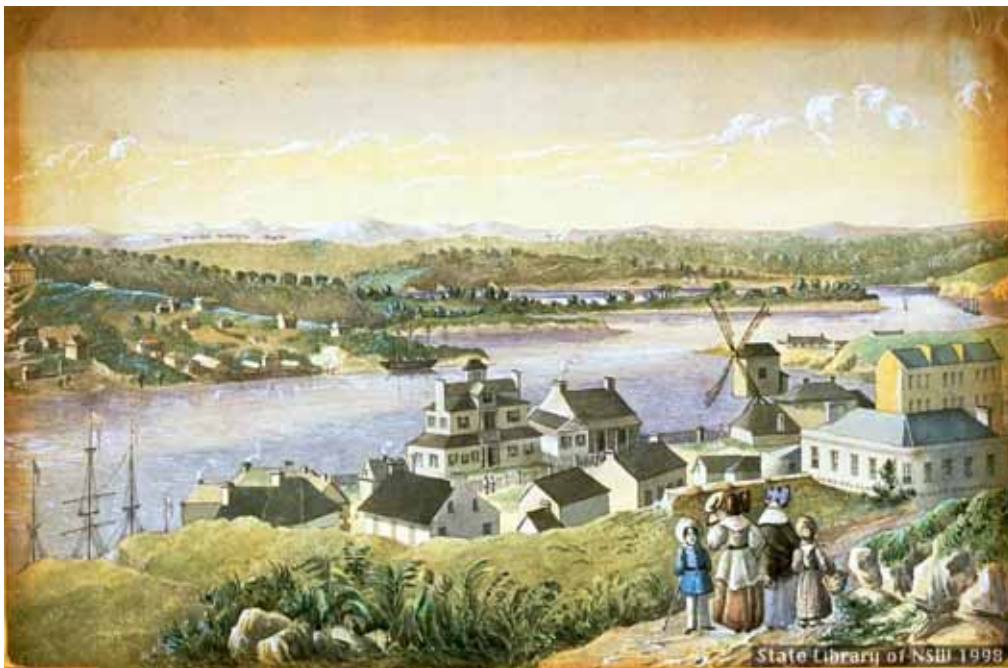


Figure 16. Millers Point c1837²⁷

²⁵ Fitzgerald & Keating 1991 pg 37

²⁶ Sydney Harbour Foreshore Authority Hotel Catalogue

²⁷ State Library of NSW Historic Image Collection

The architect Henry Cooper built Albion House for T Horton Jones proprietor of the Albion Mills at Haymarket in the late 1820s. Cooper also built the Argyle Stores in The Rocks²⁸. It is not known when Albion House was demolished [but it does not appear in images that also show the Gas Works indicating that it may have been on the same site and demolished for the construction of the Gas Works]. In the early decades of the settlement those with money were built grand homes on the more salubrious positions around The Rocks and Millers Point. They were usually constructed on the higher ridges, taking advantage of the views and the breezes, and away from the drainage problems plaguing their less well off neighbours. Some of these houses still exist, such as Clyde Bank on Lower Fort St and Darling House on Trinity Ave. However, others such as Spencer Lodge built for Capt John Lamb a partner of Parbury, or Cumberland House built for the Campbells have since been demolished. These grand houses reflect what happened in the area on a smaller scale, many became run down and boarding houses before being refurbished in the later 20th century, if they survived.



Figure 17. Albion House c1830²⁹

The Garrison Church was built in the 1840s and local legend suggests that the Hero of Waterloo Hotel used the rejected stone from the Church. In any case it is more than likely that the sandstone used in the construction of these and other local buildings came from the quarries that were busily cutting down the sides of Flagstaff Hill and from the Argyle Cut. The 'cutting down' of Millers Point for building lots, maritime facilities and roads continued well into the 20th Century and it has radically altered the original topography of the area. The rock faces around Millers Point retains remnants that indicate the technology used. In places it is possible to see the pick marks where manpower was the force utilised to remove rock from the face. In other places the rock face is uneven, indicating explosives have been used. The sheer cliff behind the subject site that separates Hickson Road from High St is very smooth, demonstrating that machinery was used to cut it away.

²⁸ Sydney Harbour Foreshore Authority Heritage Database

²⁹ From Broadbent 1997 *The Australian Colonial House* Plate 10

Another surviving sandstone building from this time is Moore's Wharf Bond store. It was built on the eastern edge of Millers Point where it forms Walsh Bay. William Long and James Wright built it about 1837, however they did not hold it for long. The Title was transferred to Joseph and his son Henry Moore in 1838 who erected another bay onto the building soon after to increase storage capacity. This is another facet of the history of Millers Point, increasing need for warehousing and storage facilities over the years in response to changing shipping. In 1844 the title was again transferred to wool brokers Thacker, Mason & Co before it was leased back to Henry Moore in 1851, just in time for the Gold Rush³⁰.



Figure 18. Moores Wharf (detail) Fredrick Garling c1845³¹

2.4 Early Industrial Development

The many changes of title in these years reflect the economic vicissitudes of the period. The boom period of the 1830s was followed by the depression in the 1840s and another large boom when gold was discovered. Wool began to replace the 'natural' or 'wild' products including sandalwood, cedar, and products such as turtle shell, of the earlier industries to be exported from Sydney. The whaling and sealing industries and other wild harvests were becoming unsustainable through over fishing and gas had begun to replace whale oil as a lighting fuel.

The Australian Gas Light Company was formed in the late 1830s and purchased land at East Darling Harbour. In 1841 over 600 private gaslights had been installed in Sydney and the first public demonstration of it occurred on nearby Church Hill. The gas works were constructed and up and running by 1843³².

³⁰ Lampert & Truscott 1980 *The Archaeological Investigation of The Bond Store, Moore's Wharf* pg 3

³¹ Sydney Harbour Foreshore Authority Historic Image Collection

³² Bromham 1987 *First Light, 150 Years of Gas* pg 30



Figure 19. WS. Hatton. Darling Harbour c1850³³

The works also included the construction of wharves to receive the vast quantities of coal needed to produce the gas. This provided employment for a reasonably large workforce, on the wharves and inside the gas works, although the conditions would have been very hard and dangerous.

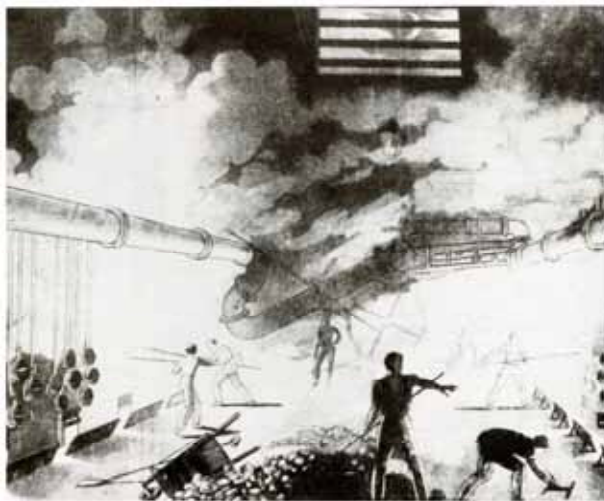


Figure 20. Inside a 19th Century Gas Works c1821³⁴

Coal was removed from the holds of ships manually, a dirty arduous job that required a sizeable workforce. The method of unloading coal did not change for more than three quarters of a century.

The workforce had to be available locally and this required the provision of housing for the workers. The increasing numbers of houses were built along Kent St joining Millers Point to Darling Harbour. In the 1840s a worldwide economic depression hit and work, despite the conditions, would have been welcome.

By 1842 it was clear that the colony was in economic trouble, there were 649 estates in that year, and 539 in 1843 surrendered as a result of insolvency³⁵. This trend

³³ Bromham 1987 *First Light, 150 Years of Gas* pg 14

³⁴ Bromham 1987 *First Light, 150 Years of Gas* pg 24

³⁵ Bromham 1987 *First Light, 150 Years of Gas* pg 30

became worse over the next couple of years. Land sales collapsed, the whaling industry was in decline and the other 'wild' industries the colony had been exporting became unsustainable. The production of wool was not yet sufficient to replace these industries economically. Transportation of convicts had ceased to NSW, with its free labour, and free and assisted immigration slowed to a trickle. Sydney's growth was checked as many went bankrupt and auction sales outnumbered the buyers; the banks could not recoup their losses even when the securities were surrendered. Many joint stock companies went bankrupt, but the Gas Light Company was still doing well. Perhaps because of this, the slowing of growth experienced in the rest of Sydney does not seem to have affected Millers Point. The 1843 *Map of the City of Sydney* (detail below) and images from around that time show a village that is starting to take off. It also appears that land reclamation had occurred just to the south of the point. The new Hunter River Wharf is marked on the map, just beside the new Gas Works. (See watercolour above, note sail and steam powered ships moored behind gas works) Another development that brought people and small business to the area was the establishment of the ferry service between Balmain and Millers Point.



Figure 21. 1843 Map of the City of Sydney (Detail)³⁶

The Hunter River Steamship Navigation Company was formed in 1840 and a wharf and head offices purchased at Margaret St. This was Australia's first steamship company. Their first ship the *Rose* arrived in 1841 from England, and they started a

³⁶ Ashton & Waterson 2000 *Sydney Takes Shape* pg 25

service to Moreton Bay in 1842, and at that time was the only company running a steamship service between Sydney and Melbourne.

The establishment of the company at East Darling Harbour and the progress of others like Towns Wharf and Moores Wharf helped the village to grow. Robert Towns was heavily involved with the trade between the colony and Asia, especially China and India. He speculated in almost every product the South Seas had to offer. By the mid 1840s he was importing coolie labour from China and exporting 'whalers,' colony bred horses to India. Most recently on the site the major mode of transportation was imported not exported, and large numbers of vehicles waiting to be moved were a familiar sight.



Figure 22. Garling c1845 Shipping Horses³⁷

A key advance that assisted the development of Millers Point was the building of a direct route to The Rocks. Prior to this carts had to go up to Dawes Point and around, and pedestrians had to navigate the steep alleyways and flights of crude steps. The Argyle cut was begun in 1843 by convict labour to provide a transport link between The Rocks and Darling Harbour. However agitation for a passage capable of taking carts had begun as early as 1803, mainly from private enterprise. Alexander Berry, one of the colony's richest landowners and merchants put a proposal to the Legislative council to build the cut and charge a toll. This proposal was rejected, and the Government decided to undertake the work. The job proved too much for the convicts and their crude tools, despite the encouragement of their overseer. Tim Lane, a rather cruel man, promised his workers that 'by the help of God and the strong arm of the flogger, you'll get fifty before breakfast tomorrow.' The residents of the area were rather unsettled by the sight of convicts working in chains and the exhortations of their overseer to work harder. The project was abandoned when it was half completed. Eventually the Sydney Municipal Council completed the job using explosives and council labour in 1859. The cut was an important transport route until the building of Hickson Road in the 20th Century.

³⁷ Sydney Harbour Foreshore Authority Historic Image Collection

2.5 1850-1880s Gold Rushes and Intensive Development

After the depression ended in 1845, the price of wool rose steeply, and combined with the Gold Rush had a large effect on development in Millers Point. Wharf development around the shoreline increased until there were facilities from Dawes Point down to Darling Harbour by the mid 1850s. Smith & Gardiner's *Map of the City of Sydney 1855* (detail below) shows this. Some of the most important companies had established shipping facilities by the time this map was produced. They included Town's, the Australian Agricultural Company, Cuthbert's shipyard and P & O. The newly named Australasian Steamship Navigation Company expanded their holdings and their routes from the original ones serviced when they were the Hunter River Steamship Navigation Company. All of these shipping facilities required a labour force that was locally available. Dwellings were built along all the streets to house these labourers and their families, but much of the work was seasonal.

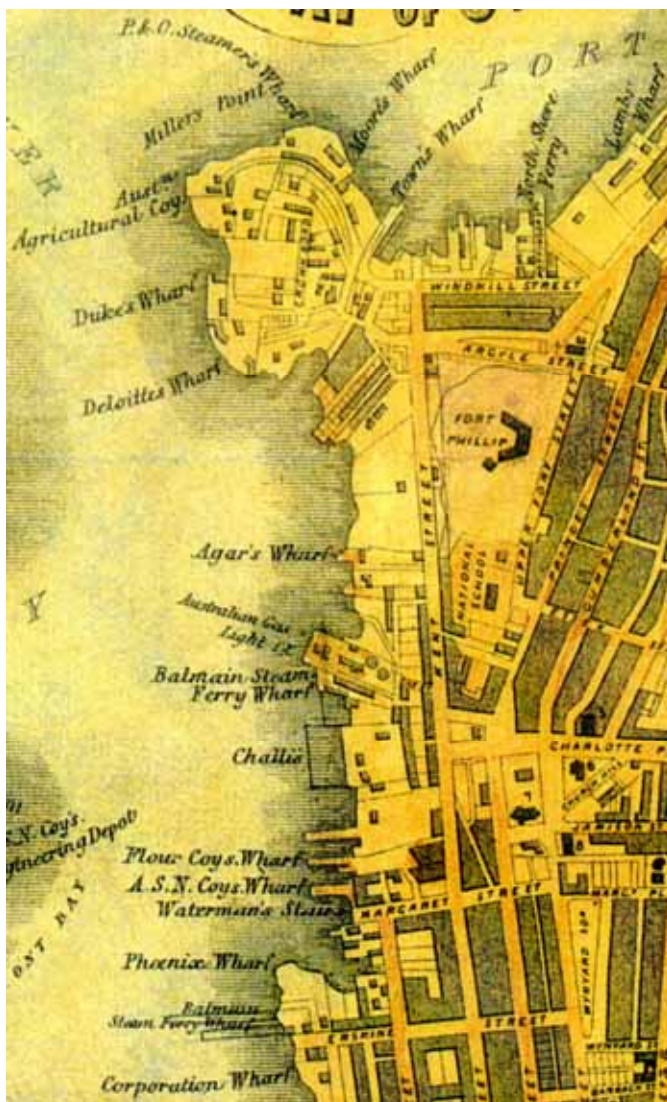


Figure 23. 1855 Smith & Gardiner's Map of the City of Sydney (Detail)³⁸

³⁸ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

The Balmain Steam Ferry Wharf moved from the tip of the point to just south of the Gas Works. On the 1855 map it appears that there is the intention to build a new wharf for the ferry at the end of Erskine St. The National School, later known as the Fort Street School also features on this map. It took over and extended the premises of the old Military Hospital on Flagstaff Hill. Fort Phillip is also shown on this map; however, it appears on this map as having only three sides, not the hexagonal shape of earlier times. This may indicate that the importance of the fortification as defence of the city had lost importance by this time with the construction of other harbour defences such as Fort Denison.

The Gold Rushes had a profound effect on the colony, the population almost doubled and the price of labour increased. Men deserted their jobs and families to try their luck on the diggings and this led to a shortage of labour. In Millers Point, Robert Towns complained that 'workmen were scarcer than nuggets'³⁹. The larger ship owners found themselves at a disadvantage competing for experienced seamen, Towns experienced problems 'those fellows with only one ship can afford to bribe officers with higher lays (percentage of profits) than I can with twelve or thirteen.'⁴⁰.

The Australian Gas Light Company was forced to award its workers a pay rise of a shilling a day. They took a stern attitude to workers deserting the company and any man who left for the diggings was not to be re-employed. The company had to engage skilled tradesmen from England, and the extreme labour shortage meant they had to accept a shortening of the indenture period from five to three years. The company also had to pay something towards the tradesman and his family's fares and expenses for the trip. Wages were raised several times during the period 1851 and 1855, with four increases between 1852 and 53⁴¹. Workers began to understand the value of their labour and organise. In 1856 Melbourne stonemasons and building workers walked off the job and protested for the eight-hour day. Their protest was successful and they were the first workers in the world to be awarded it⁴². These initial beginnings of the labour movements would help to shape the character of the community of Millers Point in later years.

Despite the initial chaos caused by the Gold Rush, it brought unprecedented growth and economic expansion, especially to shipping industries. Business boomed in Millers Point. Much of the gold discovered in the colony was transported from the wharves in the area. The flood of immigrants coming in and the exports of gold and wool going the other way coincided with a revolution in transport and communications. Steamship and the telegraph meant that travel was faster and safer than ever before. This change in technology also meant that wharfage facilities would have to be enlarged to accept the larger steamships and paddleships later in the 19th Century, and dramatically altered again in the 20th with the advent of much larger ships and containerisation of cargoes.

³⁹ Quoted in Fitzgerald & Keating 1991 pg 41

⁴⁰ Quoted in Fitzgerald & Keating 1991 pg

⁴¹ Bromham 1987 pg 44

⁴² Ross (ed) 2000 *Chronicle of Australia* Viking Press pg 321



Figure 24. Wharfage at Darling Harbour East c1860s, note combination of steam and sail powered ships and a paddlesteamer⁴³.

From the 1850s specialised firms began to replace the general merchants as the major wool shippers⁴⁴. The ships became highly specialised; Clippers that would race each other to get the first cargoes of wool back to Britain. On the leg to Australia they would carry immigrants and general cargo. The seasonal nature of the wool trade regulated all the other trades in Millers Point. When the wool was in there was plentiful work for both the skilled and unskilled. The pubs and boarding houses did a vigorous trade during these months, and the shipwrights were kept very busy refitting and repairing the ships for their return journeys. This trade required more warehousing and by 1861 there were several large Bond Stores in Millers Point.



Figure 24. East Darling Harbour c1860. Note the Clippers and the busyness of the shipping⁴⁵

⁴³ Sydney Harbour Foreshore Authority Historic Images Collection

⁴⁴ Fitzgerald & Keating 1991 pg 43

⁴⁵ Sydney Harbour Foreshore Authority Historic Images Collection

One of the major shipbuilders in the colony, John Cuthbert took over Corcoran's yard in 1853. Cuthbert specialised in three masted schooners and in 1855 built the first war vessel produced in Australia, the 60-ton ketch *Spitfire*. Cuthbert was the largest employer of local labour employing more than 150 tradesmen in the 1850s. By the late 1860s the yard started to build steamships and was capable of producing vessels up to 500 tons⁴⁶. There were several other industries in the area that supported the shipping industry and the local residents, however by the 1870s they would be forced away by the need for wharfage facilities.



Figure 26. Cuthbert's Shipyard c1870s⁴⁷

The reclamation of land had been underway for years by the 1860s, and the narrow neck of the Point was encroached upon. The local merchants Henry Moore and Robert Towns smoothed the irregular shape of Walsh Bay out. Cuthbert and Smith filled the southern side of the Point with parallel wharves and short jetties. The original shoreline was obliterated by the end of the 1860s, with the jetties and wharves stretching from Dawes Point to Darling Harbour.

From the 1870s wool began to be the dominant export cargo and more warehouse space was needed in Millers Point. The land was becoming too valuable to support other industries and Cuthbert's Shipyard was one of the first to go. In 1868 there were at least 16 major wharves operating around Millers Point, by 1875 the foreshore was said to be 'entirely occupied' by wharves, stores and commercial premises. Many of the wharves were rebuilt and enlarged. The c1870s image below shows this crowding on the shoreline, there is no space left to construct any more wharves or jetties. Note the large warehouse in the left foreground and the rooves of others in front of the jetties.

⁴⁶ Fitzgerald & Keating 1991 pg 43

⁴⁷ Sydney Harbour Foreshore Authority Historic Image Collection



Figure 27. East Darling Harbour 1870s note the change in shipping with several combined sail and steam vessels⁴⁸

2.5 Millers Point Residential Neighbourhood

The residents of the Millers Point were continually putting pressure on the Sydney Municipal Council to provide basic services, such as sewerage and running water. Millers Point was on the most northerly extension of the pipes and even a slight drop in pressure would cut off water supply. It was not unusual in the 1850s for a cut in water supply to last for more than a week. Like much of Sydney, sewage and drainage in the area was rather basic. It was not uncommon for water closets to be badly connected to the mains, or for there to be a backflow from the sewer system, causing them to flood and spew their contents into the backyards and streets.

The roads and access to streets were also of concern for the residents and visitors to the area. The steep rocky terrain and constant quarrying left many areas rather dangerous. The Assistant Harbour Master petitioned Council to build a wall or fence and install a gas lamp on the southern side of Munn St to stop 'drunken persons or young children, falling over the precipice'. The Council refused arguing that a fence would be torn down for firewood. Residents from the North Shore petitioned Council about the steep and dangerous nature of Pottinger St where the North Shore Steam Ferry docked. Council also brushed this aside with the remark that the commuters could attend to such 'trifling requirements' themselves. People were injured or killed as a result of the dangerous nature of the streets; eight houses were left stranded in Kent St after another round of quarrying. The houses were almost inaccessible and when one tenant fell from the cliff to the street below, the rest left the houses en masse⁴⁹.

Despite these shortcomings, Millers Point in the 1860s was at its prime as a residential neighbourhood. It was still a largely self-sustaining community with 58 per cent of those with a stated occupation working in jobs connected with the waterfront. Many others were employed in service roles supporting them. In 1861

⁴⁸ Sydney Harbour Foreshore Authority Historic Image Collection

⁴⁹ Fitzgerald & Keating 1991 pg 44

there were just over four hundred houses in Millers Point, many of them substantial stone buildings, and some that were judged to be on par with their middle class counterparts in London. 52 per cent of these homes boasted more than five rooms, however over 90 per cent were rental properties.

2.6 1880s- 1900 Specialisation of the Waterfront

The introduction of hydraulic power was welcomed on the waterfront and was quickly exploited. It meant that much larger loads could be shifted in a much shorter time, which required more storage facilities. By 1886 the storage and berthing capacities of Millers Point had increased to cope with the boom in imports and wool exports, and to handle the larger ships. Dibbs wharf alone could handle seven 40 000 tonne ships at once and store 10 000 tons of goods. The older wharves like Towns and Moores were dwarfed by their new neighbours like Dalgety's who had a 340ft long jetty.

This increasing pressure saw the loss of many of the smaller but vital local services like the wood and coal merchants and the shipyards. The loss of the skilled artisans from the shipbuilding industries had a significant local effect on Millers Point, as the diversity of the local workforce was reduced. One observer in 1886 noted that the rapid increase and demand for 'new and commodious stores' saw the artisans of Millers Point being pushed out into the suburbs. Balmain was one of the suburbs that benefited from this influx of skilled tradesmen. The wealthy locals were also deserting the area. Many of the fine old houses were turned into boarding houses, or demolished to make way for stores. The Birds Eye View (detail below) produced to celebrate the Centenary of white settlement in 1888 demonstrates the crowding that was occurring on the waterfront.



Figure 28. 1888 Birds Eye View (Detail)⁵⁰

⁵⁰ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

The increasing specialisation of the cargos shipped from Millers Point shrank the economic base of the area and narrowed the class structure of those who lived there. Millers Point became, by the last decades of the nineteenth century, an area occupied mainly by the semi-skilled and unskilled workers for the wharves. At this time Millers Point lost the division that had marked it off from The Rocks in earlier years. The wharfage facilities surrounded the peninsula and enforced a similarity in the living and working conditions of the residents. It became more difficult to define Millers Point, or The Rocks; streets like Princes St blurred the boundaries and people worked and lived anywhere they could. It was not until the building of the Sydney Harbour Bridge in the 1920s that the separation of Millers Point and The Rocks was redefined.

2.7 Living and Working Conditions

The local larrikin pushes had distinct territories but this was more of a mindset than a reality. However there was a definite separation in the minds of the residents of Millers Point, from the residents of the more industrial Darling Harbour. In 1879 they petitioned Council to rename Kent St North to Loftus St to show this separation. The residents believed that properties in their part of Kent St were being devalued because of the association of Kent St; ‘the disrespect which the press and public attach (in many cases unduly) to Kent Street, does not apply to Kent St North.’⁵¹ The residents, especially the shipping owners were also petitioning the council to upgrade the roads in the area. In dry weather they could cause huge clouds of dust, and become unpassable quagmires in wet. In response to this, some of the roads were woodblocked in the 1880s, but others were left.



Figure 29. Kent St from Flagstaff Hill c1880s note the stone terraces⁵²

⁵¹ Quoted in Fitzgerald & Keating 1991 pg 53

⁵² Sydney Harbour Foreshore Authority Historic Image Collection

In the late nineteenth century Millers Point was still a relatively fine location for the working classes to live. Although there were sewerage and drainage problems, water supply problems and roads that were inadequate for the heavy traffic they carried, Millers Point compared favourably with The Rocks, Darling Harbour, Pyrmont and other waterside suburbs. However there were still health problems and George Dansey the City Health Officer warned of the danger of communicable diseases caused by the 'rapid communication by steam with foreign lands'. He was also concerned about the risks facing people who lived and worked amidst the 'impregnated atmosphere' and 'poisonous gasses given off at the principal wharves'.⁵³ His warnings about the control of overseas shipping and the wharves would be realised when the bubonic plague broke out in Millers Point in 1900.

Of more concern and probably having more immediate effect on the residents was the seasonal nature of the work on the wharves. Shifts of 30 hours straight were not uncommon and could begin at any hour of the day when the ships and the wool was in. Ramsey McKillop of the Wharf Labourers Union recalled in 1891 that he had seen 'pretty well all the men employed one day, and the following morning I have seen 600 or 700 men sitting idly on the wharves'.⁵⁴ In winter work was scarce and it was not unusual for no work to be available for weeks on end. The most hated aspect of the job was the 'Bull system', men stood around the wharf gate to be picked by the clerk. This gave the larger men an advantage and pitted the workers against each other. It gave enormous power to the employers who could discriminate at will between the loyal and tractable workers, the 'constant men' and those who were seen as troublesome or militant, the 'spotted men'. For those not being picked the going rate to bribe the stevedore to obtain work was 2 to 3 shillings a week⁵⁵.

For the families of these men life was often difficult, the irregular nature of the work forced many women to find ways to supplement the income in a time when married women working was completely unacceptable. Many took in washing or lodgers in an attempt to guarantee some sort of regular income. Children often supplemented the family's income in ways like minding younger siblings, fishing, collecting firewood and scrounging scrap metal that could be sold. A Ragged School was established in Kent St in 1871 and operated until the 1920s⁵⁶ to provide education for children whose families could not afford regular school fees. The name of the school was deliberately chosen to shame parents into sending their children to regular schools if they could afford it.

Until the 1890s organised opposition to the shipowners had not been successful. In 1872 waterside workers formed the Sydney Labouring Men's Union, and it was succeeded in 1882 by the Sydney Wharf Labourer's Union. Although this union called the men out on strike that year it did not translate to any significant gains. In 1890 the Union took action in association with the coal miners and shearers unions and this escalated into a real battle. The Great Maritime Strike had begun and it resulted in riots and armed troopers attacking the mobs. The unions were smashed

⁵³ Fitzgerald & Keating 1991 pg 54

⁵⁴ Fitzgerald & Keating 1991 pg 57

⁵⁵ Fitzgerald & Keating pg 57

⁵⁶ Ramsland 1986 *Children of the Back lanes. Destitute and Neglected Children in Colonial New South Wales*. pg 99

and did not reform until the very end of the century⁵⁷. Many of the strikers were blacklisted and could not find work. This routing of the unions ensured the survival of the hated 'Bull system' until well into the 20th century. Many of the men of Millers Point were politically radicalised by these events and became staunch supporters of Labour movements, the ALP and later the Communist Party.

The vilification the people and the area received from newspapers gave Millers Point a bad reputation, and the demographic of many men without families living there helped to reinforce it. The activities of the local pushes did nothing to help this and the murder of Tom Pert, kicked to death outside the Gladstone Hotel reinforced the reputation in the minds of many Sydneysiders. Tom Pert was a sailor from the ship *Royal Tar* and he had given evidence against one of the larrikin leaders resulting in a jail sentence. None of Tom's attackers were convicted; there were allegations about intimidation of witnesses.



Figure 30. The Millers Point Push on Trial for Murder⁵⁸.

By the end of the 19th century, Millers Point was not seen as a desirable location at all. The wharves did not have adequate seawalls and were a haven for rats and vermin, and the Harbour around them was awash with rubbish, but the Council's Inspector of Nuisances met any complaints with dismissal because cleaning them up may 'cripple our commerce⁵⁹'. Although there had been discussion of the Government taking over the waterfront and running the Port, nothing was done about it until 1900 when the plague broke out.

⁵⁷ Fitzgerald & Keating pg 61

⁵⁸ From Fitzgerald & Keating 1991 pg 61

⁵⁹ Fitzgerald & Keating 1991 pg 63

3. 20th Century

3.1 The Plague and the Resumptions

In January 1900 Arthur Payne, a van driver from Ferry Lane was the first person diagnosed with the Bubonic plague. This triggered a chain of events that would see the peninsula of The Rocks and Millers Point changed forever. Altogether 303 people contracted the disease and 103 people died from it. Although the death toll every year from other diseases such as typhoid and cholera were higher, the plague caused an unprecedented 'alarm boarding on panic'⁶⁰. Government response was at first slow, perhaps because the shipping companies kept the large numbers of dead rats they were finding around their wharves quiet for fear of injuring their businesses. They dealt with the problem by shovelling the rat carcasses into the harbour. The City Council increased its rat catching but simple measures such as rat proofing ships ropes and drawing up gangplanks at night were not carried out⁶¹. However once the government decided to do something about the plague, its measures were intrusive and invasive. Not only plague victims were taken to the Quarantine Station at North Head, but also all those who had come into contact with them. This could include almost a whole street in the crowded inner city suburbs like The Rocks and Millers Point.



Figure 31. Ferry Lane where Arthur Payne was living when he caught the Plague. c1901⁶²

Almost 2000 people were forcibly removed from their homes and sent to North Head. After the first death from the disease at the end of February the Government began to quarantine large sections of the city. The area from Darling Harbour to Kent St and along the foreshore to Millers Point, Walsh Bay and a large section of The Rocks were fenced with the residents left inside. However the plague did not comply and spread beyond the quarantine area to other working class suburbs such as Newtown

⁶⁰ Curson 1985 *Times of Crisis: Epidemics in Sydney 1788-1900* pg 137

⁶¹ Fitzgerald & Keating 1991 pg 66

⁶² Sydney Harbour Foreshore Authority Historic Image Collection

and suburbs of the wealthy, like Woollahra⁶³. These areas however were not subject to the Government intervention that eventually changed The Rocks and Millers Point permanently.

The Quarantined areas were inspected and reported upon, they were the subject of a vigorous cleansing and disinfecting operation, and much housing was demolished. After months of enthusiastic cleaning and whitewashing the plague victims continued to rise. The people themselves began to be blamed for the outbreak, with the City Health Officer showing a remarkable ignorance in the reality of working life for the wharf labourers declaring “if those who worked among the wharves were stricter in their personal cleanliness, they would lessen the danger of infection⁶⁴”. There were no bathroom facilities or even water taps on the wharves and wharf labour is a very dirty job. For example, the Coal Lumpers complained that they could scrub themselves clean at night and they would be dirty the next morning as the coal dust would come out through their pores⁶⁵.

The waterfront was brought to a standstill. It was not until something was done about the rat problem that the disease began to subside. However the direct effect on the East Darling Harbour site was that the wharves were subject to inspection, and demolition. The amount of rubbish that was collected was extraordinary; in 1902 the Harbour Trust reported that they had retrieved from Sydney Harbour:

‘2524 rats, 1068 cats, 283 bags of meat, 305 bags of fish, 1467 fowls, 25 parrots, 23 sheep, 14 pigs, 1 bullock, 9 calves, 9 goats, 5 hares, 3 Kangaroos, 162 rabbits, 18 bags of chaff, 8 bales of straw, 3 flying foxes, and 2 sharks⁶⁶’.



Figure 32. Rubbish Barge at Smith's Wharf, East Darling Harbour 1900⁶⁷

⁶³ Curson 1985 Chap 8

⁶⁴ Fitzgerald & Keating 1991 pg 69

⁶⁵ Fitzgerald & Keating 1991 pg 92

⁶⁶ Sydney Harbour Trust, Report 1902 quoted in Kelly 1997 *Anchored in a Small Cove* pg 91

Despite the fact that only 3 people died in The Rocks and Millers Point, the Bubonic Plague outbreak was used as an excuse to buy up the harbour foreshores, stretching from Woolloomooloo to Pyrmont. The Resumptions covered a large area but the infrastructure for administering it was not in place. There was a great deal of talk about slum clearance and rebuilding but little was done. The Gipps Ward, which contained The Rocks and Millers Point, enjoyed one of the lowest death rates from infectious disease in Sydney in 1900 and very few of the plague victims lived there and even fewer worked there⁶⁸. The ward did not contain the worst or most crowded housing in Sydney. However the plague gave the excuse needed to grab a large piece of real estate.

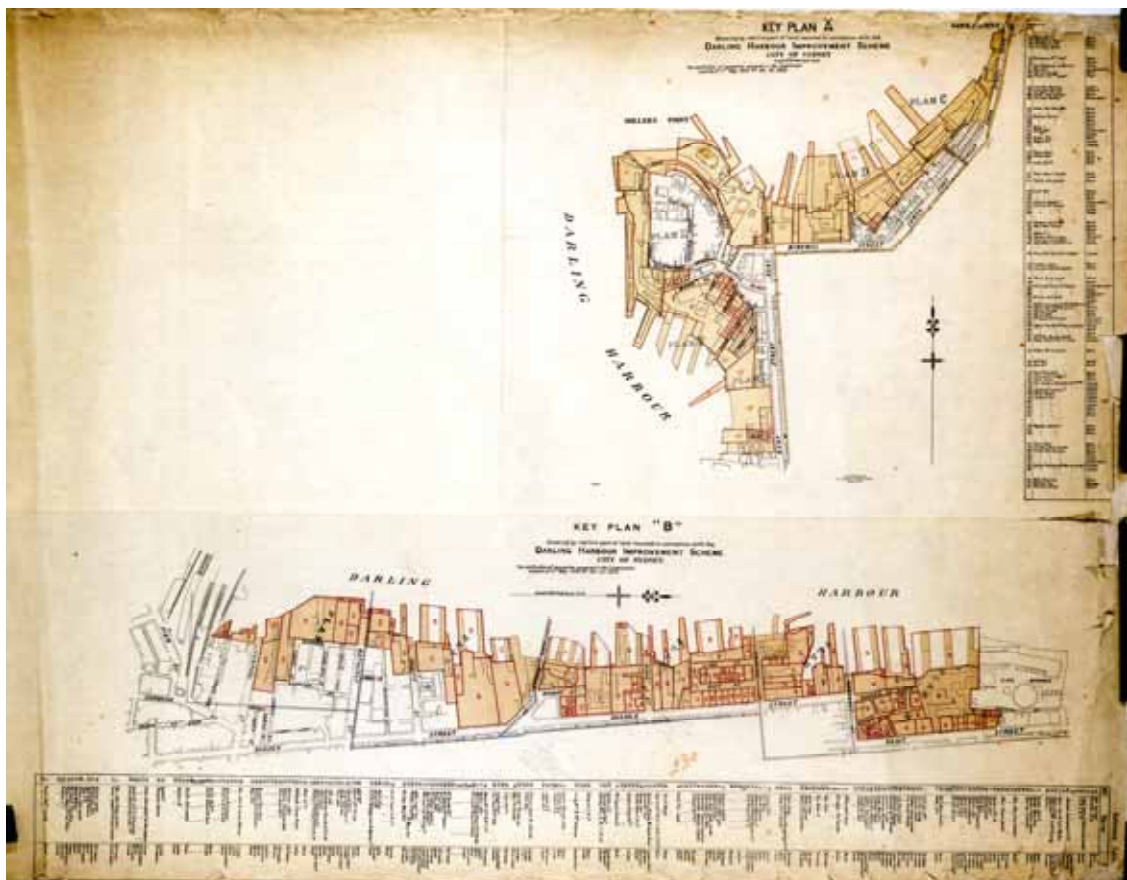


Figure 33. Key to the Plans of Resumed Area⁶⁹

The City Council was outraged; it bore the brunt of the criticism for the plague, and then management of the crisis taken from it⁷⁰. The Council had tried for years to resume and rebuild substandard housing, to very little avail, even after a hotel that it had condemned for years collapsed killing several people⁷¹. The Council had only been able to pass a bill that could force landlords to fix defective drainage and carry

⁶⁷ Sydney Harbour Foreshore Authority Historic Image Collection

⁶⁸ Fitzgerald & Keating 1991 pg 70-73

⁶⁹ Sydney harbour Foreshore Authority Historic Maps & Plan Collection

⁷⁰ Fitzgerald & Keating 1991 pg 74

⁷¹ The Volunteer Artillery Hotel Collapsed in the late 19th Century after years of warnings and being condemned by the City Council

out other maintenance on their properties that impacted on public health two years before in 1898. The Town Clerk was of the opinion that the Resumptions were 'seizing of a political opportunity more than the safeguarding of the city's welfare which motivated the government.'⁷² Whilst the resumptions were done in response to the plague it was obvious that the Government had other agendas in mind. One was the construction of a Bridge to the North Shore; another was the upgrading of the shipping facilities to more modern standards.

3.2 Redevelopment of the Port

Government ownership of the Ports was not a new idea; there was agitation for control prior to the plague. Private control of the wharves had led to a varied collection of shipping facilities in conditions that ranged from acceptable to appalling. The worst were the wharves used by the coastal traders and more marginal shippers, but the overseas wharves around Millers Point were larger and in better condition. However, very few of the wharves had adequate seawalls, most were of rubble construction and perfect for sheltering rats. The 'antiquated latrine conveniences' that discharged directly into the harbour from the wharves had been complained of many times before, and were very common. The nearby crowded housing led to pollution in the Harbour, as a very convenient dumping ground. By placing the emphasis on the worst of the shipping facilities and the rats around them, those critical of government intervention could be silenced in the wake of the plague.



Figure 34. Demolition of Substandard Wharf at Millers Point c1901⁷³

⁷² Fitzgerald & Keating 1991 pg 70

⁷³ Sydney Harbour Foreshore Authority Historic Image Collection

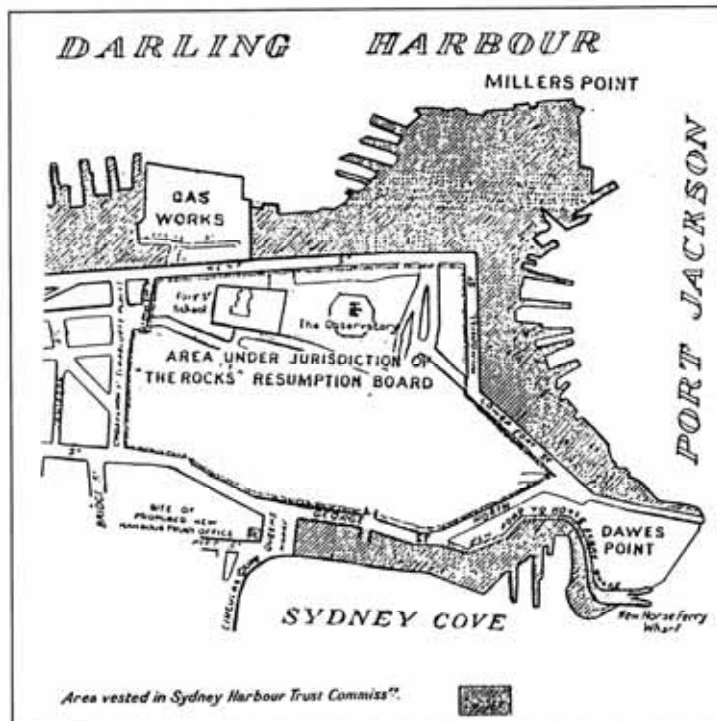


Figure 35. Area Vested in Sydney Harbour Trust⁷⁴

The Sydney Harbour Trust was formed to administer the shipping and bring the facilities in line with world standards; the Trust was also to be in control of the housing in the Resumption area, making it a landlord. The Trust had control of buildings immediately behind the wharves, 152 properties in all.

The task of the Trust was to rebuild the Port of Sydney. It had the powers to demolish housing to facilitate the wharf construction. Eventually whole streets disappeared for new wharves and facilities and as the cliff was cut down to form Hickson Road.

The task of the Trust resulted in a vast amount of construction on the waterfront. The Trust's plan was to create the most modern and up to date facilities possible, which would be leased back to private companies. An enlarged and varied export industry was necessary to service a large overseas debt; the plan was to trade the way to prosperity in the new century. The Bird's Eye view produced by the Sydney Harbour Trust in 1912 (detail below) shows what they considered to be the most important task they faced, the reconstruction of the waterfront. Housing is not depicted with any importance.

⁷⁴ Fitzgerald & Keating 1991 pg 72



Figure 36. Sydney Harbour Trust 1912 Bird's Eye View (Detail)⁷⁵

The first major work to be completed was the new Dalgety's wharf on the point itself. Bond stores and warehouses soon followed and in 1909 the major work of constructing Hickson Road began. Hickson Road was not just constructed to provide shoreline access to the wharves. It was designed to extend to Darling Harbour connecting to the railhead there. It would also provide access, to the warehouses and wharves on the Pyrmont Peninsula via Pyrmont Bridge. The road was built particularly wide because the original intention was to construct a railway line to Millers Point along the road.

⁷⁵ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection



Figure 37. Hickson Road to Gas Works c1918⁷⁶

Hickson Road construction continued into the 1920s, but construction up to the Gas Works was completed by 1915. There were several delays in the construction during these years, the major one being the outbreak of World War One when labour became scarce and the cost of materials rose and then became difficult to source. This did not entirely lessen with the end of the war, in 1921 cement and steel were still difficult to obtain and were expensive. The steel bridges that were to be constructed at that time were put on hold and the Trust proposed to build the bridges with wood. Another difficulty the trust faced was access to the land occupied by the Gas Works. Hickson Road was to run right through the site. This land was not owned by the Trust because the Gas Works were exempt from the resumptions. The land was finally resumed in 1911 but the Australian Gas Light Company continued to lease the works as it rebuilt the new plant at Mortlake. Progress on this was slow and it was stopped altogether with the outbreak of WW1, in 1917 the dismantling of the plant was stopped and it was brought back into temporary production. By 1921, the Trust still did not have control of the Gas Works site, but they had been able to construct a temporary road through it which immediately filled with heavy traffic.

⁷⁶ Sydney Harbour Foreshore Authority Historic Image Collection

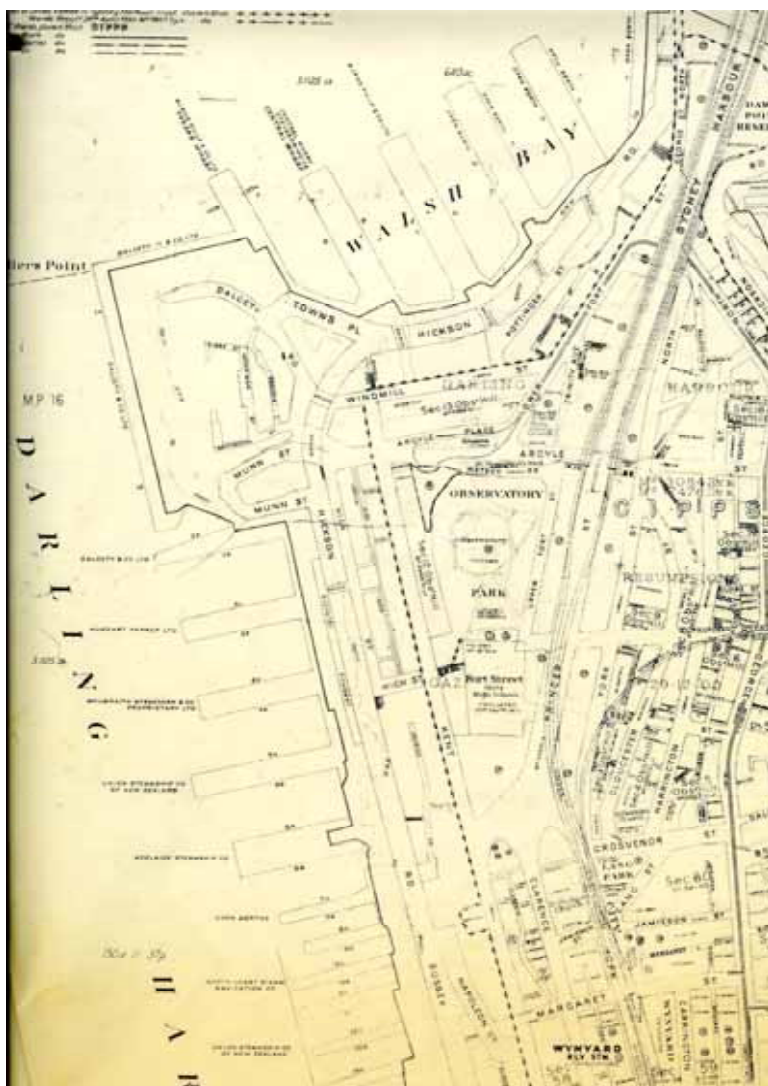


Figure 38. 1930 Parish of Saint Phillips (Detail)⁷⁷

By the end of the 1930s ten new wharves, besides Dalgety's, had been constructed on the subject site. A standard modular timber design was developed for the wharves, wharf sheds and shore sheds so that they could easily be adapted to the requirements of individual sites. The wharves were constructed of turpentine piles spaced on a 10ft grid. The wharf sheds (typically two storeys) were of simple post and beam construction. Ventilation and clerestory lighting were features of the wharf shed roof which was galvanised iron or asbestos cement. Overpass Bridges above Hickson Road gave access to the upper levels of each shore shed, Hickson Road, gave sea level access.

⁷⁷ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection



Figure 39. Construction of the Wharves on Turpentine Piles⁷⁸

The Wharves were leased to various shipping companies; the smaller wharves closer to Erskine St were open births or leased to coastal traders. 'Deep sea' shipping used the larger wharves on the north of the site. As impressive as these new wharves were, they did not provide the necessities for people working on them. There were still no water taps, toilets or other bathroom facilities provided.



Figure 40. Dalgety's New Wharf for the White Star Line⁷⁹

The smaller wharves started to become redundant as rail and road transport took over from coastal shipping. After the establishment of the Maritime Services Board in 1936 these passed out of private leasing to Government control. By the late 1960s the southern end of the subject site had been transformed into a concrete platform to

⁷⁸ Sydney Harbour Foreshore Authority Historic Image Collection

⁷⁹ Sydney Harbour Foreshore Authority Historic Image Collection

service container ships. The northern end of the subject site was to undergo this transformation in the 1970s.

3.3 Rebuilding Millers Point Neighbourhood

In August 1900 the first demolition of housing in the area occurred, but there was nothing constructed to replace them. The Council petitioned for land to build workers houses and they continually accused the Government of breaking faith with the residents by failing to provide accommodation to replace the demolished housing. The Harbour Trust was not interested in building workers housing and viewed its role as improving the waterfront facilities. The Department of Planning set up the City Improvement Advisory Board to provide plans and specifications and to 'advise the Government as to the best and most effective means of dealing with the properties resumed.' Their brief did not include housing under the control of the Sydney Harbour Trust. The Advisory Board worked with the Bridge Committee and they drew up plans for a new street layout to accommodate the approaches to the Bridge. They also included the provision of public tenement housing. The Harbour Trust's response to the setting up of the Board was to request more properties be transferred to them.



Figure 41. Millers Point 1900 Resumption Plans (Composite)⁸⁰

⁸⁰ Sydney Harbour Foreshore Authority Historic Maps & Plans Collection

In June 1901 the Trust gained another 401 houses, 82 shops, 23 hotels, 70 bond stores, and 45 factories from the original resumptions. A Further transfer saw the Trust in charge of 803 properties altogether. 71 of the worst properties were demolished, the rest were rented. The rents helped the Trust's coffers, in the first year they added £20,758 from rents and expended £1,634 in repairs and improvements. The Trust did not want to become a State Housing Authority and they started to charge market rents, they were also not loath to evict. When this was questioned the Harbour Trust said that they had a responsibility to ensure that the property of the state was productive, but there was no talk of providing new housing⁸¹.



Figure 42. Clyde St Millers Point, one of the streets that disappeared. c1901⁸²

By 1908 there was more work available in Millers Point than ever before, the Trust employed a large workforce on its jobs, there was also a tramway being built and the wharves were still operating, but there had been many more demolitions of the housing stock. The 'Gipps Ward Progress Association' was formed in that year and they put pressure on the Government to provide working class housing. In response to this the Trust finally started building 22 flats in Dalgety Terrace, and in 1909 they finally drafted a policy to provide housing for waterside workers, although they continued to argue that the land was much too valuable for this use.

In 1912 the State Housing Board was set up and between 1908 and 1915 the bulk of Millers Point's new housing stock was constructed. This included 72 flats in High St, (see image below) 12 houses in Munn St and shops flats and a restaurant on the corner of Kent and Argyle St.

⁸¹ Fitzgerald & Keating 1991 pg 70-76

⁸² Sydney Harbour Foreshore Authority Historic Image Collection

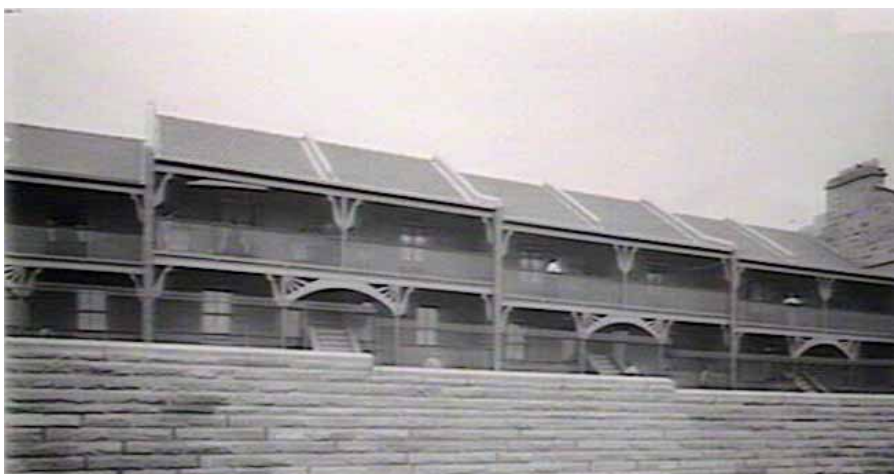


Figure 43. Waterside Workers Housing in High St built 1910⁸³

The Board was disbanded in 1924 leaving the Harbour Trust in control. The Trust rented its housing to people associated with working on the wharves; they did not provide it on a needs basis, but in order to maintain its own workforce. Therefore, this housing can more properly be called state housing rather than public housing. It was built for a specific purpose, to house employees, and it was built begrudgingly. In the end less was rebuilt than was demolished and it caused enormous upheaval to the residents, some of whom had been living in the area for generations. In 1901 there were 473 houses, shops and shops with residences by 1928 there were 433, including 163 flats. This was also to change as hundreds of buildings were being demolished to make way for the Sydney Harbour Bridge. Although it could be argued that these buildings were in The Rocks, in reality people lived and worked in both places and moved between them. These demolitions put pressure on the available housing stock in both Millers Point and The Rocks, just as the Great Depression was starting.

3.4 Industrial Action and Waterfront Disputes

The lives of the residents who lived and worked in Millers Point were dictated by the shipping industry, an industry that was in turn dictated by economic and seasonal cycles therefore it did not require a large permanent workforce. When work was plentiful men would work long shifts, but it was not unusual for weeks on end of no work during some months.

Union action was common at Millers Point, there had been the large Maritime Strike of the 1890s, and the Great Strike in 1917, during the First World War. Strikes and industrial action became common after the First World War and eventually lead to the 'dog collar act' of 1928. This required wharfies to be registered and they had to agree to work under worse conditions and for less pay than previously. They could not be members of the Union. Combined with the 'Bull' system of choosing men for the work, it meant that only those who would work under these conditions could.

⁸³ Sydney Harbour Foreshore Authority Historic Image Collection

The 'Bull' system was used to pick the workforce when it was required. It was hated by the workers, and became especially so during the depression when Hickson Road became known as the 'Hungry Mile'. Men would trudge from one wharf to another along the road hoping to be picked for a day, or even a few hours work. The Bull system meant that only the largest and strongest were picked, or those known to the clerk as tractable men, not the militant ones who agitated for better conditions. A married man was more likely to be chosen than a single man, because the clerk knew he had a family to feed and would work harder for less and be less likely to complain in case he were not picked the next day. The system was detested as it pitted man against man, and made them too insecure to demand better conditions and pay, and they were willing to ruin their health for work.



Figure 44. Coal Lumping⁸⁴

These conditions produced a community that was militant and many were sympathetic to the Communist Party, even if they voted for the ALP. One of the most well remembered protests of the waterfront workers was their refusal to load scrap metal bound for Japan on the eve of World War 2, leading to the then Attorney General and later Prime Minister Robert Menzies being nicknamed "Pig Iron Bob". The Dog Collar Act was employed against the protesting workers and non-union labour loaded the ships.

⁸⁴ Fitzgerald & Keating 1991 pg 92



Figure 45. 'At the Start of the March' Noel Counihan c1930⁸⁵

Conditions on the waterfront improved for the workers during World War Two because of a shortage of labour. The bull system was finally abolished. However soon after the war ended industrial strife again began. Sympathy for the Soviet Union from Australian workers saw the Communist Party become relatively powerful in the Unions, and they attempted to seize control. This failed and the next two decades were relatively quiet as Australia entered the 'long boom' of full employment. Many of the waterside workers could now afford to buy their own homes in the suburbs. The provision of public transport and the introduction of radio announcements and rotating shifts meant that they no longer needed to live where the work was.

⁸⁵ National Library of Australia

4. 21st Century and the future of the site

In 2006, Patrick's Corporation, who have held the stevedoring lease to the East Darling Harbour site, will move from their operations to Port Botany.

In statements to the NSW Parliament Inquiry into Ports Infrastructure held in 2004, both Patricks and P&O stevedoring argued that the site was no longer commercially viable as a freight shipping terminal.

Issues such as changes to shipping technology and in particular the inability to create heavy freight rail or "B-Double" road access to the site meant it was both commercially and environmentally unsustainable as a modern stevedoring port facility. East Darling Harbour became very difficult for road transport to access; with trucks navigating busy city streets to and from the site.

Ships are also becoming larger, and the new 'Super Freighters' required much more space and ideally, direct access to rail. These major stevedores saw their future development at Sydney's Port Botany, where larger apron plates and heavy rail access were both possible.

Like all modern cities, Sydney had seen its industrial infrastructure move away from the CBD area to be replaced by commercial and knowledge-based industries and inevitably the industrial port infrastructure would need to move to where it could commercially and geographically link to Sydney's industrial growth corridors in the South West.

Many port cities had faced similar challenges since WW2 and in some case the end result had been the loss of their position as a port city. Sydney however had been blessed with not one but two major ports, a mere 10km apart. Port Botany, which commenced stevedoring operation in 1979, will now continue to grow as Sydney's shipping link to the world.

However, this does not mean that it the end of the maritime tradition at East Darling Harbour, nor to its heritage as a "gateway" to Sydney. The rise of tourism as a key industry of Sydney and Australia has seen the need for increased passenger port facilities.

The deep water berthing is to remain at East Darling Harbour with a new international terminal built, continuing the association of shipping with the area.

In discussing these more recent changes it must be noted that the heritage of East Darling Harbour is one of constant change over the years to reflect changes in technology and industry.

Man power and then windmills were the first form of power provision in the area. The early whaling ships whose products provided power for lighting gave way to gas lighting, and the Gas Works were built here in the 1840s, remaining on the site until the 1920s.



Figure 46. Oblique Aerial Photograph c2000⁸⁶

Sail gave way to steam, and ships became much larger, requiring larger wharves to service them. Manpower and horsepower began to be supplemented with hydraulic power from the 1870s, increasing the weight and speed that cargo could be transferred.

Eventually Gas lighting and hydraulic power was replaced by electric power and machinery such as forklifts, and diesel-powered ships replaced steamships.

Containerisation of shipping then created perhaps the most dramatic modification of the wharves. Long finger wharves became redundant and large concrete aprons built for the roll on, roll off, method of unloading large ships, wiping away nearly all of the previous built environment.

It is also important to note that this change - and the inexorable commercial and technological forces behind it - is not at all unique to Sydney. In the past 50 years these challenges have presented themselves to almost every port city in the world and some cities have fared better in their response than others.

However, being a dual-port city and having such diverse maritime uses in Port Jackson beyond stevedoring, means that Sydney is uniquely positioned to respond to this change in a manner that renews this unique site while maintaining its maritime importance and its heritage as a commercial gateway of Sydney.

Using the history of the site as a platform for future use and renewal will add to the long term social sustainability of the site itself and its surrounding area. The prosperity of such a renewal will be in part determined by how successfully the opportunities to reconnect the site – physically, commercially and socially - to its surrounded areas of Millers Point, The Rocks and the CBD proper are pursued.

⁸⁶ Sydney Council Archives Image Library