Maritime Heritage Precinct Heritage Assessment

DARLING HARBOUR

DECEMBER 2018
Cover photo: Australian National Maritime Museum (cocklebaywharf.com.au/).

NGH Environmental prints all documents on environmentally sustainable paper including paper made from bagasse (a by-product of sugar production) or recycled paper.
# CONTENTS

ACRONYMS, ABBREVIATIONS AND DEFINITIONS ................................................................. IV

EXECUTIVE SUMMARY ...................................................................................................... V

1 INTRODUCTION .................................................................................................................. 1

1.1 BACKGROUND .................................................................................................................. 1

1.2 LOCATION ......................................................................................................................... 1

1.3 PROPOSAL OBJECTIVE .................................................................................................... 4

1.4 REPORT STRUCTURE ...................................................................................................... 4

2 LEGISLATIVE AND NON-STATUTORY CONSIDERATIONS ............................................. 5

2.1 ENVIRONMENTAL PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 ......................................................... 5

2.2 NSW HERITAGE ACT .................................................................................................... 7

2.2.1 State Heritage Register ............................................................................................... 7

2.2.2 State Agency Heritage Registers .................................................................................... 9

2.3 ENVIRONMENTAL PLANNING & ASSESSMENT ACT ....................................................... 12

2.3.1 Local Environmental Plan, 2012 .................................................................................. 12

2.4 THE BURRA CHARTER ................................................................................................ 15

3 HISTORICAL & PHYSICAL OVERVIEW ....................................................................... 16

3.1 EARLY SETTLEMENT IN NSW ........................................................................................ 16

3.2 DEVELOPMENT OF DARLING HARBOUR .................................................................. 16

3.3 VISUAL HISTORY OF DARLING HARBOUR .................................................................. 18

3.4 PYRMONT BRIDGE ......................................................................................................... 23

3.5 HISTORY OF THE AUSTRALIAN NATIONAL MARITIME MUSEUM ......................... 25

4 HERITAGE SIGNIFICANCE ............................................................................................... 26

4.1 INTRODUCTION .............................................................................................................. 26

4.2 HERITAGE ASSESSMENT CRITERIA ............................................................................. 26

4.3 HERITAGE ASSESSMENT .............................................................................................. 28

4.3.1 Historical Themes ........................................................................................................ 28

4.3.2 Criterion (a) – Historical ........................................................................................... 30

4.3.3 Criterion (b) – Associative .......................................................................................... 30

4.3.4 Criterion (c) – Aesthetic/Technical .......................................................................... 31

4.3.5 Criterion (d) – Social .................................................................................................. 31

4.3.6 Criterion (e) – Research ............................................................................................. 32

4.3.7 Criterion (f) – Rarity .................................................................................................. 33
4.3.8 Criterion (g) – Representative.............................................................................................................. 33
4.3.9 NSW Heritage Significance Criteria Summary ..................................................................................... 34
4.4 STATEMENT OF SIGNIFICANCE...........................................................................................................34
5 IMPACT ASSESSMENT .................................................................................................................................36
5.1 PROPOSED DEVELOPMENT ................................................................................................................36
5.1.1 North Wharf and South Wharf ............................................................................................................ 37
5.1.2 Piling .................................................................................................................................................... 37
5.2 HERITAGE IMPACT CONSIDERATIONS..............................................................................................42
5.3 HERITAGE IMPACT QUESTIONS ..........................................................................................................43
5.4 IDENTIFIED HERITAGE AND CULTURAL BENEFITS OF THE INTENDED USE OF THE PROPOSAL ......46
5.4.1 Enhance the telling of Australia’s maritime story................................................................................ 46
5.4.2 Respond to visitor demand for on-vessel experiences........................................................................ 46
5.4.3 Increase the size and diversity of the vessel offer ............................................................................... 46
5.4.4 Help protect important heritage vessels ............................................................................................. 47
5.4.5 Enhance the vibrancy of Darling Harbour and ensure a balanced cultural offer in the city.............. 47
5.5 SCOPE OF WORKS ASSESSMENT ........................................................................................................47
5.6 SUMMARY OF IMPACTS .....................................................................................................................49
6 CONCLUSION AND RECOMMENDATIONS ..................................................................................51
6.1 CONCLUSIONS ....................................................................................................................................51
6.2 RECOMMENDATIONS ........................................................................................................................51
7 REFERENCES ...............................................................................................................................................53

TABLES
Table 1. Results from search undertaken of the Australian Heritage Database............................................5
Table 2. Places listed under the NSW Heritage Act. .......................................................................................7
Table 3. Locations listed on the State Agency Heritage Register .................................................................9
Table 4. LEP listed heritage items within close proximity to the subject site.............................................12
Table 5. NSW Heritage Assessment Criteria ...............................................................................................27
Table 6. NSW Historic Themes ....................................................................................................................28
Table 7. Assessment of the proposed works in relation to character, scale, form, siting, materials and colour, detailing ........................................................................................................................................................43
Table 8. Assessment of the Proposal in relation to the heritage significance of the subject site ..............47
FIGURES

Figure 1. Location of the Proposal with the intended use as a marina. ........................................................2
Figure 2. Proposal area ..................................................................................................................................3
Figure 3. SHR listed items in the Darling Harbour precinct. ...........................................................................8
Figure 4. s.170 listed items in the Darling Harbour precinct. .......................................................................11
Figure 5. Sydney LEP 2012 – Heritage Map: Sheet HER_007.................................................................14
Figure 6. Darling Harbour 1969 (Dictionary of Sydney 2016). .................................................................17
Figure 7. Darling Harbour redevelopment October 1985 (Dictionary of Sydney 2016). .........17
Figure 8. Darling Harbour Map displaying original water line, subdivision and early land ownership ......18
Figure 9. City of Sydney (Sheilds), 1845, Map 1 ........................................................................................19
Figure 10. City of Sydney, 1854, Map 1 ......................................................................................................19
Figure 11. City of Sydney, 1903, Map 1 ......................................................................................................20
Figure 12. City of Sydney – Building Surveyor’s Detail Sheets, 1949-1972, Map 5. .................................20
Figure 13. City of Sydney, Aerial Photographic Survey, 1945. .................................................................21
Figure 14. City of Sydney – Aerial Photographic Survey, 1949, Map 18 .......................................................21
Figure 15. 1955 Darling Harbour Photograph............................................................................................22
Figure 16. 1970 Darling Harbour Photograph ..........................................................................................22
Figure 17. First Pyrmont Bridge looking east towards Market Street and the city of Sydney, 1858......23
Figure 18. First Pyrmont Bridge looking east towards Market Street and the city of Sydney, 1880......24
Figure 19. Swing span building out, Pyrmont Bridge c1900. .................................................................24
Figure 20. Australian National Maritime Museum .......................................................................................25
Figure 21. The Proposal (indicative) ........................................................................................................38
Figure 22. The Proposal (indicative of proposed vessel arrangement by ANMM).................................39
Figure 23. Demolition plan .......................................................................................................................40
Figure 24. Location of the Casino Wharf ................................................................................................41
ACRONYMS, ABBREVIATIONS AND DEFINITIONS

AHD  Australian Heritage Database
Burra Charter  Refers to The Burra Charter prepared by Australia ICOMOS
Cultural Significance  Aesthetic, historical, scientific, social or spiritual value for past, present or future generations
CHL  Commonwealth Heritage List
CMP  Conservation Management Plan
DCP  Development Control Plan
EP&A Act  Environmental Planning & Assessment Act 1979
EPBC Act  Legal framework for the protection and management of places of national environmental significance
Fabric  Physical material of the place including components, fixtures, contents, and objects
HA  Heritage Assessment
Heritage Significance  A term used to describe the inherent cultural and historical value of an item
HIA  Heritage Impact Assessment
HCA  Heritage Conservation Area
ICOMOS  International Council on Monuments and Sites
Interpretation  All the ways of resenting the cultural significance of a place
LEP  Local Environment Plan
LGA  Local Government Area
NHL  National Heritage List
NPW Act  National Parks & Wildlife Act 1974 (NSW)
NSW  New South Wales
OEH  (NSW) Office of Environment and Heritage, formerly Department of Environment, Climate Change and Water
Place  Site, area, land, landscape, building or other works, and may include components, contents, spaces and views
Reconstruction  Means returning a place to a known earlier state and is distinguished from restoration by the introduction of a new material into the fabric
Restoration  Means returning the existing fabric of a place to a known earlier state by removing by removing accretions or by assembling existing components without the introduction of a new material
SHR  State Heritage Register
SoHI  Statement of Heritage Impact
RNE  Register of the National Estate
UNESCO  United Nations Educational, Scientific and Cultural Organisation
WHL  World Heritage List
EXECUTIVE SUMMARY

BACKGROUND

Roads and Maritime Services (Roads and Maritime) proposes to construct a marina consisting of two new wharves, pontoons and a small vessel marina next to the Australian National Maritime Museum (ANMM) (the ‘Proposal’) in Pyrmont Bay. The marina would accommodate a variety of vessels, including the operational vessels of the Sydney Heritage Fleet, together with the SS South Steyne and other visiting vessels. The Proposal has been designed with collaboration between Roads and Maritime and the ANMM. It is intended that ANMM would lease the marina from Roads and Maritime for the establishment of a Maritime Heritage Precinct (MHP).

NGH Environmental was commissioned by the Australian National Maritime Museum (ANMM) to prepare a Heritage Assessment (HA) for the Proposal.

There are no heritage items currently listed at the Proposal under the Local Environment Plan (LEP) or the State Heritage Register, and the ANMM itself is not listed on any heritage register. This Heritage Assessment aims to identify heritage listed items (and items of potential) within close proximity to the Proposal and assess any potential heritage impacts.

IDENTIFIED AREAS OF POTENTIAL HERITAGE SIGNIFICANCE

This Heritage Assessment specifically identifies that the Australian National Maritime Museum (ANMM) and the Pyrmont Bridge as areas of potential and known heritage significance respectively, and may be impacted by the construction of the Proposal. Other areas of heritage significance identified in Section 2 of this report have not been specifically addressed as their distance to the proposal area precludes them from heritage impact. Excluding the Pyrmont Bridge, there is no determined visual impact to any of the identified heritage items listed in Section 2.

HERITAGE ASSESSMENT

The ANMM and surrounds, and the Pyrmont Bridge have been assessed against the seven NSW Heritage Significance criteria and NSW historical themes. The following table outlines the level of significance as assessed by NGH Environmental.

<table>
<thead>
<tr>
<th>Criteria:</th>
<th>Australian Maritime Museum and surrounds</th>
<th>National Museum and Pyrmont Bridge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (a) – Historical:</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (b) – Associative:</td>
<td>Locally significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (c) – Aesthetic/Technical:</td>
<td>Locally significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (d) – Social:</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (e) – Research:</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
</tbody>
</table>
Criteria:

<table>
<thead>
<tr>
<th>Australian Maritime Museum and surrounds</th>
<th>National Museum and Pyrmont Bridge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (f) – Rarity:</td>
<td>Not significant</td>
</tr>
<tr>
<td></td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (g) – Representative</td>
<td>Locally significant</td>
</tr>
<tr>
<td></td>
<td>State significant</td>
</tr>
<tr>
<td>Overall Assessed Significance by NGH Environmental:</td>
<td>Local</td>
</tr>
</tbody>
</table>

IMPACT ASSESSMENT OF PROPOSED WORKS

The overall assessment of heritage impacts for the construction of the Proposal has found that any significant heritage impact is unlikely due to:

- The construction of the Proposal would have a moderate aesthetic and visual effect on both the ANMM and Pyrmont Bridge, however these aesthetic and visual impacts are acceptable because:
  - The fabric of both the ANMM and the Pyrmont Bridge are not impacted by the Proposal;
  - The intended maritime use complements the historical practices of the area;
  - The new wharves and intended use as a marina would help to celebrate the busyness of the historical Darling Harbour and create a new area of historical interest in an otherwise underutilised area close to the Museum; and
  - The intended MHP will help to complement the function of the ANMM and would create a more useful context for framing the heritage significance of Pyrmont Bridge (a positive heritage impact).
- The intended MHP will have a positive impact on the Darling Harbour precinct as a heritage draw for visitors to the area. The intended MHP will help to exhibit the maritime function of the ANMM and draw clear links between the historical fleet and the maritime items and stories present in the Museum. The intended MHP would be in keeping with the historical themes and uses of Darling Harbour and would complement the heritage significance of Pyrmont Bridge, which is closely associated with the economic and social development of Sydney at the end of the 19th century.
- Construction Works
  - Minor indirect impact of noise and vibration during construction works have been assessed to be minor as the works are temporary, and applicable only during hours of construction. No long-term heritage impact would result from the construction works for the Maritime Heritage Precinct; and
  - Minor indirect impact resulting from temporary fencing and traffic control have been assessed to be minor as the works are temporary, and applicable only during hours of construction. No long-term heritage impact would result from the construction works for the Maritime Heritage Precinct.
- Operation Works
  - No assessed heritage impacts during the operational phase of the Proposal.

In summary, the cumulative impact of the proposed works and scope outline for the Proposal is considered to be low-moderate.
CONCLUSIONS

The ANMM and surrounding areas meet the criterion to be listed on the Local heritage register. Whilst important information regarding Australia’s (maritime) history resides within the buildings, the ANMM and surrounds do not meet State heritage criterion within their own right.

The position of the Proposal and the intended MHP next to the State Heritage Listed Pyrmont Bridge would have no adverse effect on the heritage significance of the bridge. The curtilage of Pyrmont Bridge would not be impacted by the Proposal and the works will only result in moderate visual impact.

The assessment of the Darling Harbour Precinct concludes that construction of the Proposal and intended use as a marina would have a moderate aesthetic and visual effect on both the ANMM and Pyrmont Bridge. No long-term heritage impact will result from the construction works for the Proposal.

The visual and construction impacts are deemed acceptable due to:

- The fabric of both the ANMM and the Pyrmont Bridge are not impacted by the proposed works;
- The intended maritime use complements the historical practices of the area;
- The new wharves would help to celebrate the busyness of the historical Darling Harbour and create a new area of historical interest in an otherwise underutilised area close to the ANMM;
- The intended MHP would help to complement the function of the ANMM and will create a more useful context for framing the heritage significance of Pyrmont Bridge (a positive heritage impact).

RECOMMENDATIONS

The proposal to undertake the construction of the Proposal and intended use as a marina in Darling Harbour as outlined in this assessment is not considered to lead to a significant impact in accordance with the NSW Heritage Act 1977, Environmental Planning and Conservation Act 1979, and the Commonwealth Environment Protection and Biodiversity Conservation Act 1999, in terms of heritage.

Although there are no specific conditions relating to the proposed works the following recommendations are made for the proposal:

1. The Proposal has been assessed as having a low-moderate heritage impact to the ANMM and Pyrmont Bridge, which has been assessed as acceptable as the maritime use of the area complements the historical themes and uses of the Darling Harbour area. Works are therefore acceptable from a heritage perspective;

2. A pre-construction survey should be undertaken to determine the extent of the maritime archaeological deposits within the project area;

3. All relevant heritage listings should be updated to include the ANMM as an item of local heritage significance; and

4. In the event any unexpected heritage finds are identified, works must cease temporarily and the ‘Unexpected Finds Procedure’ described in Appendix A should be adhered to.
1 INTRODUCTION

1.1 BACKGROUND

Roads and Maritime Services (Roads and Maritime) proposes to construct a marina consisting of two new wharves, pontoons and a small vessel marina next to the Australian National Maritime Museum (ANMM) (the ‘Proposal’). The Proposal has been designed with collaboration between Roads and Maritime and the ANMM. It is intended that ANMM would lease the marina from Roads and Maritime for the establishment of a Maritime Heritage Precinct (MHP).

NGH Environmental was commissioned by the Australian National Maritime Museum (ANMM) to prepare a Heritage Assessment (HA) for the Proposal.

There are no heritage items currently listed at the Proposal under the Local Environment Plan (LEP) or the State Heritage Register, and the ANMM itself is not listed on any heritage register. This Heritage Assessment aims to identify heritage listed items (and items of potential) within close proximity to the Proposal and assess any potential heritage impacts.

Items to be specifically addressed within this Heritage Assessment include:

- The Australian National Maritime Museum and surrounds (including the proposed subject site); and
- Pyrmont Bridge (immediately adjacent to the ANMM and subject site).

Background historical information regarding the site was mostly obtained through a synthesis of existing heritage listings and heritage studies.

This Heritage Assessment has been prepared in accordance with the following guidelines:

- NSW Heritage Branch (Office of Environment and Heritage) publication Assessing Heritage Significance (2001);
- Australia ICOMOS Burra Charter. The Charter sets the standard of practice for providing advice or making decisions about of undertaking works at places of heritage or cultural significance, including owners, managers and custodians (ICOMOS 1999); and
- Sydney Development Control and Local Environment Plans (2012).

1.2 LOCATION

The Proposal area is located on the western side of Darling Harbour, Sydney and encompasses the Pyrmont Bay public ferry wharf and extends out into the water of Darling Harbour. The existing ANMM building is located on the southern side of the site, whilst the Maritime Heritage Centre and Sydney Heritage Fleet are located within Wharf 7 on the western side of the site. The area is within the Sydney Local Government Area (Lot 11, DP1082970). See Figures 1 + 2 below.
Figure 1. Location of the Proposal with the intended use as a marina.
Figure 2. The Proposal.
1.3 PROPOSAL OBJECTIVE

The Proposal objectives have been developed and agreed by the ANMM and Roads and Maritime. The primary objectives for the Proposal include:

- To provide a high capacity Marina able to accommodate various vessel sizes. It is intended that the Marina would provide a permanent home for the operational vessels of the Sydney Heritage Fleet together with the SS South Steyne and a calendar of visiting vessels;
- To provide capacity for visiting vessels up to 6,000 tonne such as the CSIRO’s RV Investigator;
- To be fully flexible and suitable for a range of uses including maritime festivals; and
- To maintain the Pyrmont Bay Ferry Pontoon.

Secondary proposal objectives include:

- Minimise the social and environmental impact of the work;
- Avoid and minimise workplace health and safety risks during construction; and
- Minimise disruptions to Pyrmont Bay Ferry customers.

1.4 REPORT STRUCTURE

This report:

- Outlines the background and strategic context of the current study (Section 1).
- Outlines heritage listings and legislative requirements (Section 2).
- Provides a brief summary in terms of an historical and physical overview of the place (Section 3).
- Evaluates the heritage significance of the Australian National Maritime Museum and surrounds (Section 4).
- Provides a description of the proposed works and assesses the potential impacts from the proposal (Section 5).
- Makes recommendations regarding the items in regard to those impacts (Section 6).

Note, it is outside of the scope of this report to provide a detailed historical account of the area. We have relied upon previous historical information.
2 LEGISLATIVE AND NON-STATUTORY CONSIDERATIONS

Places of heritage value can be subject to different levels of recognition and protection. This protection (at local, state and national levels) includes specific measures for the protection of heritage items. The text below provides a summary of the legislative framework at each level of government.

2.1 ENVIRONMENTAL PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999

The *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides a legal framework for the protection and management of places of national environmental significance. The heritage lists addressed by the EPBC Act include the United Nations Educational, Scientific and Cultural Organisation (UNESCO) World Heritage List (WHL), National Heritage List (NHL) and the Commonwealth Heritage List (CHL).

All WHL properties in Australia are protected and managed under the EPBC Act. The NHL protects places that have outstanding value to the nation. The CHL protects items and places owned or managed by Commonwealth Government agencies. The Commonwealth Department of the Environment and Energy is responsible for the implementation of national policy, programs and legislation to protect and conserve Australia’s environment and heritage and to promote Australian arts and culture. The Minister’s approval is required for controlled actions which would have a significant impact on items and places included on the WHL, NHL or CHL.

The Australian Heritage Database (AHD) includes the National Heritage List, which includes the natural, historic and indigenous places that are of outstanding national heritage value to the Australian nation. The AHD also contains the Commonwealth Heritage List that comprises those places on Commonwealth lands and waters, or under Australian Government control. Items on both of these lists are protected under the EPBC Act. The AHD also includes places listed as World Heritage by UNESCO.

References to the Register of the National Estate (RNE) were removed from the EPBC Act in 2012. The RNE is no longer a statutory list but remains an archive of information about more than 13,000 places throughout Australia and includes 13 registrations for the Darling Harbour area.

<table>
<thead>
<tr>
<th>Item Name</th>
<th>Status and Listing ID</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial Building (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1941</td>
<td>161 Sussex Street</td>
</tr>
<tr>
<td>Commercial Stores (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1937</td>
<td>121-127 Sussex Street</td>
</tr>
<tr>
<td>Item Name</td>
<td>Status and Listing ID</td>
<td>Location</td>
</tr>
<tr>
<td>-----------------------------------------------</td>
<td>------------------------------------------------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td>Corn Exchange and Fruit Market (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1944</td>
<td>173-185 Sussex Street</td>
</tr>
<tr>
<td>Dundee Arms (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1943</td>
<td>171 Sussex Street</td>
</tr>
<tr>
<td>Hunter River Steamship Company Office (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1939</td>
<td>147-149 Sussex Street</td>
</tr>
<tr>
<td>Manly Ferry SS South Steyne</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1858</td>
<td>Berry’s Bay</td>
</tr>
<tr>
<td>Pyrmont Bridge</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1835</td>
<td>Market Street</td>
</tr>
<tr>
<td>Seamen’s Union Building</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 19698</td>
<td>67 Bathurst Street</td>
</tr>
<tr>
<td>Sydney Harbour Landscape Area</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 14308</td>
<td>About 5000 hectares, comprising all that area from the Heads, extending westerly and south-westerly up the harbour to Long Nose Point, and including adjacent foreshore land.</td>
</tr>
<tr>
<td>Sydney Trades Hall</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 2212</td>
<td>4-10 Goulburn Street</td>
</tr>
<tr>
<td>Terrace Houses (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive) Place ID: 1942</td>
<td>163-169 Sussex Street</td>
</tr>
<tr>
<td>Warehouses (former)</td>
<td>(Registered) Register of the National Estate (Non-statutory archive)</td>
<td>139-145 Sussex Street</td>
</tr>
</tbody>
</table>
### 2.2 NSW HERITAGE ACT

#### 2.2.1 State Heritage Register

Natural, cultural and built heritage is protected in NSW under the *Heritage Act* 1977. The Act is administered by the Heritage Division, a State government agency within the Office of Environment and Heritage; Department of Planning and Environment.

The Act creates the State Heritage Register (SHR) which provides permanent protection for a heritage item or place. Items of State heritage significance are defined as a place, building, work, relic, moveable object or precinct which is of historical, scientific, cultural, social, archaeological or natural significance to the State (Section 4A(1) of the Act). The effect of SHR listing is that a person cannot damage, destroy, alter or move an item, building or land without approval from the Heritage Council.

The Heritage Council of NSW, constituted under the *Heritage Act 1977*, is appointed by the Minister and responsible for heritage in NSW. The Council reflects a cross-section of community, government and conservation expertise with the Heritage Division being the operational arm of the Council.

The 2001 NSW Heritage Manual Update, published by the NSW Heritage Office (now the ‘Heritage Division’) provides guidelines for ‘Assessing Heritage Significance’. The Manual includes specific criteria for assessing heritage significance and the significance assessment within this report has been completed in accordance with these guidelines.

When items are listed on the State Heritage Register (SHR) applications to carry out works on those items need to be made to the Heritage Council under Section 60 of the Act.

A search of the study area and surrounds indicated two items listed on the SHR in Darling Harbour (Figure 3).

### Table 2. Places listed under the NSW Heritage Act.

<table>
<thead>
<tr>
<th>Item name</th>
<th>Location and proximity to the subject site</th>
<th>LGA</th>
<th>SHR Listing ID</th>
</tr>
</thead>
<tbody>
<tr>
<td>Darling Harbour Woodward Water Feature</td>
<td>Harbour Promenade</td>
<td>Sydney</td>
<td>01933</td>
</tr>
<tr>
<td>Pyrmont Bridge</td>
<td>Darling Harbour – Immediately adjacent to the Australian National Maritime Museum.</td>
<td>Sydney</td>
<td>01618</td>
</tr>
</tbody>
</table>
Figure 3. SHR listed items in the Darling Harbour precinct.
2.2.2 State Agency Heritage Registers

State agencies and authorities in NSW are required to keep a register of heritage places under their management under Section 170 of the Act. The s.170 registers are also held in the NSW Heritage Division’s (OEH) State Heritage Inventory (SHI), an electronic database of statutory listed heritage items in NSW.

There are nineteen listings within the Darling Harbour area on the s.170 register, all of which occur outside of the study area (Figure 4). The closest s.170 registered site to the proposal area is the Pyrmont Bridge, located approximately 200m to the south.

Table 3. Locations listed on the State Agency Heritage Register

<table>
<thead>
<tr>
<th>Item Name</th>
<th>Address</th>
<th>Suburb</th>
<th>LGA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Archaeological Collections (Darling Harbour sites)</td>
<td>Various</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Barkers Mill - Stone Walls</td>
<td>Various</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Chinese Garden of Friendship</td>
<td>Day Street &amp; Pier Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Cockle Bay Precinct Archaeological Remains</td>
<td>East side of Darling Harbour, west Of Sussex Street, north Of Pier Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Corn Exchange - part of Commercial Group</td>
<td>173-185 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Darling Harbour Rail Corridor</td>
<td>West side of Darling Harbour to Pyrmont</td>
<td>Darling Harbour &amp; Pyrmont</td>
<td>Sydney</td>
</tr>
<tr>
<td>Dundee Arms Hotel - part of Commercial Group</td>
<td>171 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Exhibition Centre Precinct - Archaeological Remains - Iron Wharf</td>
<td>Directly east of The Exhibition Centre</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Hunter River Steamship Navigation Company Office (former)</td>
<td>147-149 Sussex Street, Sydney</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Hydraulic Pumping Station No. 1 (former)</td>
<td>Pier Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Market City (façade- former Paddy's Markets)</td>
<td>Haymarket</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Pier St Precinct - Archaeological Remains</td>
<td>Bounded By Hay, Harbour, Pier Streets and Merino Boulevard</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Pyrmont Bridge</td>
<td>Darling Harbour</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Item Name</td>
<td>Address</td>
<td>Suburb</td>
<td>LGA</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>----------------------------------</td>
<td>--------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Shelbourne Hotel</td>
<td>200 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Shops/Warehouses - part of Commercial Group</td>
<td>121-127 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Shops/Warehouses - part of Commercial Group</td>
<td>151-153 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Shops/Warehouses - part of Commercial Group</td>
<td>139-145 Sussex Street</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>The Carousel</td>
<td>Concourse under Western Distributor</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
<tr>
<td>Water Cooling System and Manifold</td>
<td>Powerhouse To Murray Street to water’s edge</td>
<td>Darling Harbour</td>
<td>Sydney</td>
</tr>
</tbody>
</table>
Figure 4. s.170 listed items in the Darling Harbour precinct.
2.3 ENVIRONMENTAL PLANNING & ASSESSMENT ACT

The Environmental Planning & Assessment Act 1979 (EP&A Act) controls land use planning in NSW. The planning system established by the EP&A Act includes Local Environment Plans (LEPs) and other provisions relating to development control.

Heritage items are added to a heritage schedule of a LEP often following identification and assessment from a local shire heritage study. These items are then given protection by the heritage provisions within the relevant plan, which will then require consent of Council for certain developments.

2.3.1 Local Environmental Plan, 2012

The Sydney LEP stipulates and protects heritage conservation areas and listed buildings/items, identifies environmentally sensitive land, and prescribes land use practices. Heritage items (if any) are listed and described in Schedule 5.

Whilst there are numerous heritage items listed on the Sydney LEP, twelve sites are within 400 metres to the subject site (Figure 5).

Table 4. LEP listed heritage items within close proximity to the subject site

<table>
<thead>
<tr>
<th>Item name</th>
<th>Location</th>
<th>Listing ID</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pyrmont Bridge Hotel including interior</td>
<td>94-96 Union Street</td>
<td>I1277</td>
</tr>
<tr>
<td>Residential flat building “Edelweiss” including interior</td>
<td>56 Baptist Street</td>
<td>I1279</td>
</tr>
<tr>
<td>Former warehouse “Harry Lesnie Pty Ltd” including interiors</td>
<td>47–49 Murray Street</td>
<td>I1244</td>
</tr>
<tr>
<td>Former warehouse “HS Bird &amp; Co” including interiors</td>
<td>51–53 Murray Street</td>
<td>I1245</td>
</tr>
<tr>
<td>Pyrmont Bridge Road Hotel including interior and Courtyard</td>
<td>11 Pyrmont Bridge Road</td>
<td>I1255</td>
</tr>
<tr>
<td>Former Warehouse “Bank of NSW Stores” including interiors</td>
<td>17-21 Pyrmont Bridge Road</td>
<td>I1256</td>
</tr>
<tr>
<td>Former New York Hotel including interiors</td>
<td>50 Union Street</td>
<td>I1275</td>
</tr>
<tr>
<td>Samuel Hordern Fountain including base and setting</td>
<td>Pyrmont Street, corner Pyrmont Bridge Road</td>
<td>I1266</td>
</tr>
<tr>
<td>Former wool store “John Taylor Wool Stores” including interiors and industrial artifacts (woolpress)</td>
<td>137 Pyrmont Street</td>
<td>I1263</td>
</tr>
<tr>
<td>Corner shop and residence “Charmelu” (35 Union Street) including interiors</td>
<td>63-67 Edwards Street</td>
<td>I1213</td>
</tr>
<tr>
<td>Terrace Group including interiors</td>
<td>31-33 Union Street</td>
<td>I1274</td>
</tr>
<tr>
<td>Pyrmont Heritage Conservation Area</td>
<td>Pyrmont</td>
<td>CS2</td>
</tr>
</tbody>
</table>
Heritage Conservation - LEP Clause 5.10

Clause 5.10 of the LEP provides information on how heritage is to be conserved. The objectives of Clause 1 are particularly pertinent to this report and are as follows:

(a) to conserve the environmental heritage of Sydney,

(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,

(c) to conserve archaeological sites,

(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

The Sydney LEP is supported by the Sydney Development Control Plan (2012), which provides more detailed standards and controls for specific types of development.
Figure 5. Sydney LEP 2012 – Heritage Map: Sheet HER_007.
2.4 THE BURRA CHARTER

The Australia ICOMOS (International Council on Monuments and Site) Charter for the conservation of places of cultural significance (the Burra Charter) (current edition 2013) sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance including owners, managers and custodians. The Charter is not a statutory document but does provide specific guidance for physical and procedural actions that should occur in relation to significant places. A copy of the charter can be accessed at http://icomos.org/australia. This HA has been prepared in accordance with the Burra Charter.

An appreciation of landscape is highlighted in the 1999 revision of the Burra Charter of Australia ICOMOS, placing greater emphasis on ‘setting’. Article 8 of the Burra Charter now reads:

“Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.”
3 HISTORICAL & PHYSICAL OVERVIEW

The summary below is an overview of the development of the Darling Harbour precinct area. The summary below and assessment of significance (Section 4) is sufficient for the purposes of providing a historical context for this particular assessment.

3.1 EARLY SETTLEMENT IN NSW

The British colony of New South Wales was established in 1788 as a penal colony. After the American War of Independence, Britain, in a time of social upheaval at the beginnings of massive agricultural, industrial and social change, was faced with overcrowded prisons and prison ships and no suitable destination to transport their convicts. Lieutenant James Cook’s discovery and annexation for Britain of the east coast of Australia in 1770, now aroused new interest.

The first settlement, at Sydney, consisted of approximately 850 convicts and their Marine guards and officers, led by Governor Arthur Phillip. They arrived at Botany Bay in January, 1788. Finding the area unsuitable for settlement, the fleet settled at Sydney Cove in Port Jackson (or Sydney Harbour as it is better known) on January 26.

The arrival of the first free settlers, five single men and two families, in 1793 was the first sign of a need for change. The number of free settlers and merchants steadily grew, as did the number of native born people and convicts who had served their time and were now free citizens. And, as the size and importance of the free citizenry grew in relation to that of the convicts and military, so, inevitably, would also grow a demand for democratic change.

Until 1824, the military governors of New South Wales were absolute rulers, the only power superior to them being the British Parliament at Westminster in England, nearly 20,000 kilometres and 8 months away by sea. The governors’ rights were granted to them under an Act of the British Parliament of 1787, which gave them their commissions and instructions, but the distance and the infrequency of communication with the rest of the world meant that governors often exercised far wider powers than they had been given (History of Sydney 2017).

In 1842, the City of Sydney was established with elections, offices and all the trappings of a free society. When gold was discovered in 1851 people began pouring into the city from Europe, North America and China and there was a flurry of building in the city.

3.2 DEVELOPMENT OF DARLING HARBOUR

Darling Harbour, close to the site of the first British settlement at Sydney Cove, quickly became the cradle of the colony’s maritime commerce. The area lies on land traditionally owned by the Gadigal people who utilised the sheltered waters of both Darling Harbour and Cockle Bay for fish and shellfish.

Darling Harbour quickly evolved as the industrial and cargo transport hub of New South Wales. Cargo ships from local and international ports docked and departed from the area and immigrants arrived in the thousands to start a new life in a new land.

Darling Harbour’s importance as a transport hub accelerated through the 19th century as NSW’s railways reached out into regional areas, drawing more primary produce into Sydney for shipment out across the seas. Large tracts of land, particularly on the western side of the waterway (where the Maritime Museum now stands) were given over to railway lines and sidings, storage sheds and workshops (ANMM 2013).
Archaeological remains of the railway sheds are unlikely to occur within the project area due to its close proximity to the water and the construction of the footpath extending out past the natural waterline.

With the introduction of new cargo handling technologies, particularly containerisation, Darling Harbour’s port activities started to move away from the city centre to Botany Bay and other places. By the 1980s Darling Harbour was almost redundant as an industrial centre and transport interchange, and the former rail lines and goods yards were transformed from commercial port to a recreational and pedestrian precinct (Dictionary of Sydney 2016). As a result, Darling Harbour became a relaxed and welcoming harbour-side recreation and tourist district.

Figure 6. Darling Harbour 1969 (Dictionary of Sydney 2016).

Figure 7. Darling Harbour redevelopment October 1985 (Dictionary of Sydney 2016).
3.3 VISUAL HISTORY OF DARLING HARBOUR

Figure 8. Darling Harbour Map displaying original water line, subdivision and early land ownership. The area of Darling Harbour was originally granted to John Harris (176 acres), John Malone, William Mitchell and Thomas Jones. Area of settlement is sparse in comparison to the city centre. No wharf/jetty constructions present on the western side of Darling Harbour.
Figure 9. City of Sydney (Sheilds), 1845, Map 1. Some light settlement occurring on the northern end of Darling Harbour, with an access road linking settlement to city.

Figure 10. City of Sydney, 1854, Map 1. Some light settlement occurring on the northern end of Darling Harbour, with an access road linking settlement to city.
Figure 11. City of Sydney, 1903, Map 1. Further settlement of the Darling Harbour precinct and construction of railway tracks around the western side of Darling Harbour. Pyrmont Bridge now constructed and allowing access across the Harbour.

Figure 12. City of Sydney – Building Surveyor’s Detail Sheets, 1949-1972, Map 5. Construction of wharves and railway yards goods area in the current location of the Australian National Maritime Museum and Proposal area.
Figure 13. City of Sydney, Aerial Photographic Survey, 1945. Location of Australian National Maritime Museum and Proposal area with the Pyrmont Bridge. Photograph displays the historical built up nature of the wharf area.

Figure 14. City of Sydney – Aerial Photographic Survey, 1949, Map 18. Location of Australian National Maritime Museum and proposal area. Photograph displays the changing nature of the wharf from 1945-49, with the larger wharf widened and one smaller wharf removed.
Figure 15. 1955 Darling Harbour Photograph. Location of Australian National Maritime Museum and Proposal area.

Figure 16. 1970 Darling Harbour Photograph. Location of Australian National Maritime Museum and Proposal area.
3.4 **PYRMONTE BRIDGE**

The original Pyrmont Bridge was constructed in 1858 and was a wooden pile bridge with an iron centre swing span which crossed Cockle Bay. It was demolished for a new bridge in 1899.

The new bridge was a timber truss bridge constructed with a steel opening span, designed by Percy Allan, chief bridge designer in NSW. The bridge was one of the first to be driven by electricity from the Ultimo Powerhouse. The span continues to operate and the bridge has been recognised as a National Engineering Landmark. It is one element of the working harbour that has survived into the post-industrial era.

![First Pyrmont Bridge looking east towards Market Street and the city of Sydney, 1858 (State Library of NSW)](image)

*Figure 17. First Pyrmont Bridge looking east towards Market Street and the city of Sydney, 1858 (State Library of NSW)*
Figure 18. First Pyrmont Bridge looking east towards Market Street and the city of Sydney, 1880. Bridge was demolished in 1899 and replaced by another (National Library of Australia).

Figure 19. Swing span building out, Pyrmont Bridge c1900 (State Records NSW).
3.5  HISTORY OF THE AUSTRALIAN NATIONAL MARITIME MUSEUM

The Australian National Maritime Museum (ANMM) was designed by Australian architect Philip Cox and opened in 1991. Located on the water’s edge within Darling Harbour, the Museum is situated close to the centre of Sydney and occupies the area immediately adjacent to the proposed Maritime Heritage Precinct. The ANMM was built on the former goods shed for the railway line that historically ran through the Darling Harbour Precinct.

ANMM is Australia’s national centre for maritime collections, exhibitions, research and archaeology. The museum contains both permanent and temporary exhibitions that explore and represent Australia’s links to the sea. The museum provides local and international visitors a chance to connect to Australia's maritime past and present (Dictionary of Sydney 2016).

Figure 20. Australian National Maritime Museum (Museums & Galleries of NSW 2018).
4 HERITAGE SIGNIFICANCE

4.1 INTRODUCTION

‘Heritage significance’ is a term used to describe the inherent cultural and historical value of an item. Significance may be contained within the fabric of a building or other place, in its setting and its relationship with other nearby items.

The main aim in assessing significance is to produce a succinct statement of significance, which summarises an item’s heritage values. The statement is the basis for policies and management structures that would affect the item’s future (NSW Heritage 2001).

The NSW Heritage Division (OEH) recommends assessment of heritage items in a number of situations, which include:

- Making decisions about whether to retain an item.
- Considering changes to an item.
- Preparing a heritage study.
- Preparing a conservation management plan.
- Considering an item for listing on the State Heritage Register or on the schedule of heritage items in a local environmental plan, or.
- Preparing a statement of environmental effects or a heritage impact statement as part of the development and building approval process.

The following assessment of significance is based on the NSW heritage assessment criteria. The criteria encompass the four values in the Australia ICOMOS Burra Charter (1999), which are commonly accepted as generic values by Australian heritage agencies and professional consultants:

- Historical significance.
- Aesthetic significance.
- Scientific significance.
- Social significance.

The above are expressed as criteria in a more detailed form than this to:

- Maintain consistency with the criteria of other Australian heritage agencies.
- Minimise ambiguity during the assessment process.
- Avoid the legal misinterpretation of the completed assessments of listed items.

4.2 HERITAGE ASSESSMENT CRITERIA

Assessments of Significance

The following assessment follows the guidelines set out by the NSW Office of Environment and Heritage and the principles of Australia ICOMOS Burra Charter.

The OEH guidelines for Assessing Heritage Significance (Heritage Office (former), 2001) states that an item will be considered to be of state and/or local heritage significance if it meets one or more of the NSW Heritage Assessment Criteria, below:
Table 5. NSW Heritage Assessment Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (a)</td>
<td>An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area);</td>
</tr>
<tr>
<td>Criterion (b)</td>
<td>An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the cultural or natural history of the local area);</td>
</tr>
<tr>
<td>Criterion (c)</td>
<td>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);</td>
</tr>
<tr>
<td>Criterion (d)</td>
<td>An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;</td>
</tr>
<tr>
<td>Criterion (e)</td>
<td>An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area);</td>
</tr>
<tr>
<td>Criterion (f)</td>
<td>An item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area);</td>
</tr>
<tr>
<td>Criterion (g)</td>
<td>An item is important in demonstrating the principal characteristics of a class of NSW’s • cultural or natural places; or • cultural or natural environments. (or a class of the local area’s • cultural or natural places; or • cultural or natural environments.)</td>
</tr>
</tbody>
</table>

In order to undertake an assessment of an item against the NSW heritage assessment criteria, the OEH guidelines recommend that the following steps be undertaken:

- Investigate the historical context of the item or study area;
- Investigate the community’s understanding of the item;
- Establish local historical themes and relate them to the State themes;
- Investigate the history of the item; and
- Investigate the fabric of the item.
4.3 HERITAGE ASSESSMENT

In this section, the Australian National Maritime Museum and surrounds, and the Pyrmont Bridge are assessed against the seven NSW Heritage Significance criteria and NSW historical themes. This assessment specifically identifies and focuses on the Australian National Maritime Museum and surrounds and the Pyrmont Bridge as they are the identified (potential) heritage items within the vicinity of the proposal area that have the potential to be impacted by the proposed works. All other identified heritage items within the Darling Harbour Precinct (as identified in Section 2) have not been specifically addressed as their distance to the proposal area precludes them from heritage impact. Excluding the Pyrmont Bridge, there is no determined visual impact to any of the identified heritage items listed in Section 2.

4.3.1 Historical Themes

An historical theme is a way of describing a major force or process which has contributed to history. Historical themes provide a context within which the heritage significance of an item can be understood, assessed and compared. In using themes to assess heritage items and places it is useful to identify both local or regional themes applying to the item and the broader state theme to which the local or regional theme relates.

The following table shows the correlation between national and state heritage themes with those relating to the Australian National Maritime Museum and surrounds, and the Pyrmont Bridge. This table has been adapted from a document produced by the Heritage Council of NSW in 2001: New South Wales Historical Themes.

Table 6. NSW Historic Themes

<table>
<thead>
<tr>
<th>Australian Theme</th>
<th>NSW Theme</th>
<th>Description</th>
<th>Australian National Maritime Museum and surrounds</th>
<th>Pyrmont Bridge</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 Developing local, regional and national economies</td>
<td>Technology</td>
<td>Activities and processes associated with the knowledge or use of mechanical arts and applied sciences</td>
<td>Not applicable</td>
<td>Pyrmont Bridge demonstrates a high level of value in the stonework and carved stone detailing of the bridge approaches, pivot pier and rest piers, as well as displaying the high aesthetic values of the timber and steel bridge structures.</td>
</tr>
<tr>
<td>3 Developing local, regional and national economies</td>
<td>Transport</td>
<td>Activities associated with the moving of people and goods from one place to another, and systems for the provision of such movements</td>
<td>Not applicable</td>
<td>Pyrmont Bridge is an essential link between the city and the inner western suburbs.</td>
</tr>
<tr>
<td>6 Educating</td>
<td>Education</td>
<td>Activities associated with teaching and learning by children</td>
<td>The Australian National Maritime Museum encourages</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Australian Theme</td>
<td>NSW Theme</td>
<td>Description</td>
<td>Australian National Maritime Museum and surrounds</td>
<td>Pyrmont Bridge</td>
</tr>
<tr>
<td>------------------</td>
<td>-----------</td>
<td>-------------</td>
<td>---------------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Australian Theme</td>
<td>NSW Theme</td>
<td>Description</td>
<td>School groups and tours into both the museum and the surrounding harbour.</td>
<td>Pyrmont Bridge</td>
</tr>
<tr>
<td><strong>8</strong> Culture – Developing cultural institutions and ways of life</td>
<td>Social Institutions</td>
<td>Activities and organisational arrangements for the provision of social activities</td>
<td>The Museum offers numerous organised activities for patrons of the building.</td>
<td>Not applicable</td>
</tr>
<tr>
<td><strong>8</strong> Phases of life – Marking the Phases of Life</td>
<td>Persons</td>
<td>Activities of, and associations with, identifiable individuals, families and communal groups</td>
<td>Associated with Australian architect Philip Cox, who was responsible for initially implementing the American Radburn design for public housing in New South Wales.</td>
<td>Associated with Percy Allan, PWD Engineer-in-Chief of bridge design.</td>
</tr>
</tbody>
</table>
4.3.2 **Criterion (a) – Historical**

An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area)

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (a)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• shows evidence of a significant human activity • is associated with a significant activity or historical phase • maintains or shows the continuity of a historical process or activity</td>
</tr>
<tr>
<td><strong>Guidelines for EXCLUSION:</strong></td>
</tr>
<tr>
<td>• has incidental or unsubstantiated connections with historically important activities or processes • provides evidence of activities or processes that are of dubious historical importance • has been so altered that it can no longer provide evidence of a particular association</td>
</tr>
</tbody>
</table>

**Australian National Maritime Museum and surrounds Assessment:**

The Australian National Maritime Museum contains items that are important in representing Australian (maritime) history. However, the Museum and surrounds do not have an individual historical significance. The ANMM has incidental connections with historically important activities.

*The Australian National Maritime Museum and surrounds do not meet criterion (a) at a local or state level.*

**Pyrmont Bridge Assessment:**

Pyrmont Bridge was an essential link between the city and the inner western suburbs and is closely associated with the economic and social development of Sydney at the end of the 19th century. The Bridge maintains its significance as a crossing for pedestrians within the Darling Harbour precinct.

*Pyrmont Bridge meets criterion (a) at a state level.*

4.3.3 **Criterion (b) – Associative**

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the cultural or natural history of the local area)

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (b)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• shows evidence of a significant human occupation • is associated with a significant event, person, or group of persons</td>
</tr>
<tr>
<td><strong>Guidelines for EXCLUSION:</strong></td>
</tr>
<tr>
<td>• has incidental or unsubstantiated connections with historically important people or events • provides evidence of people or events that are of dubious historical importance • has been so altered that it can no longer provide evidence of a particular association</td>
</tr>
</tbody>
</table>

**Australian National Maritime Museum and surrounds Assessment:**

The ANMM is associated with Australian architect Philip Cox, who was responsible for initially implementing the American Radburn design for public housing in New South Wales.
The Australian National Maritime Museum meets criterion (b) at a local level.

**Pyrmont Bridge Assessment:**

Pyrmont Bridge is closely associated with Percy Allan, PWD Engineer-in-Chief of bridge design, with the assistance of JJ Bradfield and Gordon Edgell. Percy Allen was responsible for the introduction of American timber bridge practice to NSW, and designed over 500 bridges in NSW.

*Pyrmont Bridge meets criterion (b) at a state level.*

**4.3.4 Criterion (c) – Aesthetic/Technical**

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (c)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• shows or is associated with, creative or technical innovation or achievement • is the inspiration for a creative or technical innovation or achievement • is aesthetically distinctive • has landmark qualities • exemplifies a particular taste, style or technology</td>
</tr>
<tr>
<td><strong>Guidelines for EXCLUSION:</strong></td>
</tr>
<tr>
<td>• is not a major work by an important designer or artist • has lost its design or technical integrity • its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded • has only a loose association with a creative or technical achievement</td>
</tr>
</tbody>
</table>

**Australian National Maritime Museum and surrounds Assessment:**

The ANMM is an aesthetically distinctive building on the foreshore of Darling Harbour, designed by Australian architect Philip Cox.

*The Australian National Maritime Museum and surrounds meets criterion (c) at a local level.*

**Pyrmont Bridge Assessment:**

Pyrmont Bridge demonstrates a high level of aesthetic value and has landmark qualities in the stonework and carved stone detailing of the bridge approaches, pivot pier and rest piers, as well as displaying the high aesthetic values of the timber and steel bridge structures. The watchhouse also demonstrates fine architectural detailing.

*Pyrmont Bridge meets criterion (c) at a state level.*

**4.3.5 Criterion (d) – Social**

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (d)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• is important for its associations with an identifiable group • is important to a community’s sense of place</td>
</tr>
</tbody>
</table>
Guidelines for EXCLUSION:

- is only important to the community for amenity reasons  
- is retained only in preference to a proposed alternative

Australian National Maritime Museum and surrounds Assessment:

The ANMM is only important to the community for amenity reasons.

_The Australian National Maritime Museum and surrounds do not meet criterion (d) at a local or state level._

Pyrmont Bridge Assessment:

When completed the Pyrmont Bridge was regarded as a landmark in the development of Australian engineering skills and technological innovation, being favourably compared with the technical achievements of the recently completed Tower Bridge in London. Its Australian design, technological innovation and construction made it a source of pride for the people of NSW.

_Myrmont Bridge meets criterion (d) at a state level._

### 4.3.6 Criterion (e) – Research

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

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (e)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
</tbody>
</table>
| - has the potential to yield new or further substantial scientific and/or archaeological information  
  - is an important benchmark or reference site or type  
  - provides evidence of past human cultures that is unavailable elsewhere |
| **Guidelines for EXCLUSION:** |
| - the knowledge gained would be irrelevant to research on science, human history or culture  
  - has little archaeological or research potential  
  - only contains information that is readily available from other resources or archaeological sites |

Australian National Maritime Museum and surrounds Assessment:

The Australian National Maritime Museum contains important historical documents and artefacts that have the potential to reveal considerable research potential. However, the Museum and surrounds do not have an individual research potential.

_The Australian National Maritime Museum and surrounds do not meet criterion (e) at a local or state level._
Pyrmont Bridge Assessment:

When completed the Pyrmont Bridge was regarded as a landmark in the development of Australian engineering skills and technological innovation, being favourably compared with the technical achievements of the recently completed Tower Bridge in London. The bridge's innovative design included; the size of the swing span and speed of operation; development of the timber bridge truss; caisson construction; design of the swing span bearings; and use of electric power. The design of the approach spans represent the highest level of development of the timber truss.

*Pyrmont Bridge meets criterion (e) at a state level.*

**4.3.7  Criterion (f) – Rarity**

An *item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area)*

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (f)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• provides evidence of a defunct custom, way of life or process • demonstrates a process, custom or other human activity that is in danger of being lost • shows unusually accurate evidence of a significant human activity • is the only example of its type • demonstrates designs or techniques of exceptional interest • shows rare evidence of a significant human activity important to a community</td>
</tr>
<tr>
<td><strong>Guidelines for EXCLUSION:</strong></td>
</tr>
<tr>
<td>• is not rare • is numerous but under threat</td>
</tr>
</tbody>
</table>

Australian National Maritime Museum and surrounds Assessment:

The Australian National Maritime Museum contains rare historical documents and artefacts that have the potential to reveal considerable research potential. However, the Museum and surrounds is not individually rare.

*The Australian National Maritime Museum and surrounds do not meet criterion (f) at a local or state level.*

Pyrmont Bridge Assessment:

The timber approach spans demonstrate a rare example of deck type Allan trusses; there being no other known example. (Engineering Heritage Committee, IEA, 1991)

*Pyrmont Bridge meets criterion (f) at a state level.*

**4.3.8  Criterion (g) – Representative**

An *item is important in demonstrating the principal characteristics of a class of NSW’s cultural or natural places; or cultural or natural environments. (or a class of the local area’s)*

<table>
<thead>
<tr>
<th>Guidelines for the inclusion or exclusion of an item as being of state or local heritage significance against criterion (g)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Guidelines for INCLUSION:</strong></td>
</tr>
<tr>
<td>• is a fine example of its type • has the principal characteristics of an important class or group of items • has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique</td>
</tr>
</tbody>
</table>
or activity • is a significant variation to a class of items • is part of a group which collectively illustrates a representative type • is outstanding because of its setting, condition or size • is outstanding because of its integrity or the esteem in which it is held

Guidelines for EXCLUSION:

• is a poor example of its type • does not include or has lost the range of characteristics of a type • does not represent well the characteristics that make up a significant variation of a type

Australian National Maritime Museum and surrounds Assessment:

ANMM is a fine example of its type and has the principle characteristics of an important class or group of items. The building is the leading maritime museum in Australia and contains important historical information about Australia’s maritime history.

*The Australian National Maritime Museum and surrounds meets criterion (g) at a local level.*

Pyrmont Bridge Assessment:

Pyrmont Bridge is an excellent representation of a timber and steel bridge structure.

*Pyrmont Bridge meets criterion (g) at a State level.*

### 4.3.9 NSW Heritage Significance Criteria Summary

<table>
<thead>
<tr>
<th>Criteria:</th>
<th>Australian Maritime Museum and surrounds</th>
<th>National and Pyrmont Bridge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (a) – Historical:</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (b) – Associative:</td>
<td>Locally significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (c) – Aesthetic/Technical</td>
<td>Locally significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (d) – Social:</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (e) – Research</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (f) – Rarity</td>
<td>Not significant</td>
<td>State significant</td>
</tr>
<tr>
<td>Criterion (g) – Representative</td>
<td>Locally significant</td>
<td>State significant</td>
</tr>
</tbody>
</table>

### 4.4 STATEMENT OF SIGNIFICANCE

**Australian National Maritime Museum and surrounds**

The Australian National Maritime Museum and surrounds meet the criteria to be considered an item of local significance on the Sydney LEP. Whilst important information regarding Australia’s (maritime) history resides within the buildings, the Museum and surrounds do not meet State heritage criteria within their own right.

The following statement of heritage significance is NGH Environmental's 2018 local heritage assessment:
The Australian National Maritime Museum (ANMM) is an aesthetically distinctive building, designed by Australian architect Philip Cox. The roof is inspired and shaped to invoke the image of billowing sails, creating a visual distinction along the Darling Harbour foreshore.

Pyrmont Bridge

The following statement of heritage significance is taken from the NSW Heritage (2016) SHR listing for the Pyrmont Bridge. The significance of the bridge lies within its aesthetic, historical and scientific values, with the bridge retaining its significance despite demolition to the eastern approach. There are no identified significant views to and from the Bridge in the Sydney DCP that would affect the MHP development or the heritage significance of the Bridge:

Pyrmont Bridge is an item of State heritage significance for its aesthetic, historical and scientific cultural values. An essential link between the city and the inner western suburbs, Pyrmont Bridge is closely associated with the economic and social development of Sydney at the end of the 19th century.

Pyrmont Bridge is closely associated with Percy Allen, PWD Engineer-in-Chief of bridge design, who was responsible for the introduction of American timber bridge practice to NSW and designed over 500 bridges in NSW. The quality of the carved stonework of the piers and portals added to the aesthetic appeal of the bridge.

At the time of construction the swing span of Pyrmont Bridge was one of the largest in the world. It was one of the first swing bridges to be powered by electricity. The timber approach spans demonstrate a rare example of deck type Allan trusses; there being no other known example. The bridge's Australian design and technological innovation was a source of pride for the people of NSW.

Despite the demolition of the eastern approach to the bridge and the construction of the mono-rail track, Pyrmont Bridge retains its essential heritage values.

Date significance updated: 24 Jul 01
5 IMPACT ASSESSMENT

5.1 PROPOSED DEVELOPMENT

This section describes the Proposal and includes major design features, construction methods and associated infrastructure and activities.

Roads and Maritime proposes to construct a marina consisting of two new wharves, pontoons and a small vessel marina next to the ANMM in Pyrmont Bay. Key features of the Proposal, as presented in Figures 21-23 would include:

- Construction of two high capacity wharves to 2.4 metres Australian Height Datum (AHD) including:
  - North Wharf – about 135 metres long by 10 metres wide with a 2,000 tonne capacity
  - South Wharf – about 149 metres long by 10 metres wide with a 6,000 tonne capacity
- Construction of a pontoon next to Wharf 7, referred to as the Wharf 7 Pontoon
- Construction of a Small Vessel Marina between the North Wharf and the South Wharf for smaller vessels
- Decommissioning and pile removal of the existing Pyrmont Bay Ferry Pontoon including demolition and removal of the existing ferry wharf concrete approach deck and gangway and removal of the ferry bumper guard and associated piles
- Construction of a new Pyrmont Bay Ferry Pontoon located at the end of the new North Wharf. This may include:
  - Temporary use of the Casino Wharf (refer to Figure 24) for existing ferry operations during construction; or
  - Staging the construction of the South Wharf and North Wharf and moving the Pyrmont Bay Ferry Pontoon between the wharves to minimise the closure of the Pyrmont Bay Ferry service. This would include temporary use of the Casino Wharf
- Partial demolition and reconstruction of sections of the southern boardwalk and removal of timber piles for the construction of the North Wharf and South Wharf. The height of the new southern boardwalk would be elevated to tie-in with the existing boardwalk
- Construction of steps down to the water near the boardwalk
- Installation of fenders
- Installation of wharf furniture including lighting, gates, seating, shade structure, bins and signage
- Construction of an electrical kiosk in Pyrmont Bay Park connecting to the Proposal.
- Connection of services from land to the Proposal including power, water, fire, communications, compressed air, security and sewer
- Provision for future installation of an oily water separator
- Establishment of a fenced site compound containing site cabins and a material storage area
- Relocation and permanent berthing of the Sydney Heritage Fleet (SHF) in accordance with the Bays Precinct Strategy
- Berthing of a variety of vessels including the SS South Steyne and other visiting vessels.

Transport for NSW would continue to operate the Pyrmont Bay Ferry Pontoon.
5.1.1  **North Wharf and South Wharf**

The North Wharf and South Wharf would be about 10 metres wide with a concrete deck finish constructed from pre cast panels and formed and poured in situ topping slabs. Non-mountable vehicle kerbs would be constructed with 30 tonne bollards every 15 to 20 metres, as well as pneumatic fenders on all berth faces.

5.1.2  **Piling**

The North Wharf, South Wharf, Pyrmont Bay Ferry Pontoon, Small Vessel Marina and Wharf 7 Pontoon would require about 110 steel tube piles screwed and driven to final set. This approach has been successfully adopted elsewhere in Sydney Harbour, including the recent redevelopment of the Pyrmont Bay Ferry Pontoon, with minimal noise and vibration impact during construction.
Figure 21. The Proposal (indicative) (Source: Royal Haskoning DHV).
Figure 22. The Proposal (indicative of proposed vessel arrangement by ANMM) (Source: Royal Haskoning DHV).
Figure 23. Demolition plan (Source: Royal Haskoning DHV).
Figure 24. Location of the Casino Wharf (Source: Google Maps).
5.2 HERITAGE IMPACT CONSIDERATIONS

Although the proposed works would not directly impact physically upon any heritage item, there are other considerations which could potentially impact upon heritage items and the conservation areas. The design of a building or structure within a heritage context should include consideration of the cultural, social, historical, political, economic and physical values of the heritage area and buildings. The Heritage Office guidelines, *Design in Context: guidelines for infill development in the historic environment*, recommends that “new development affecting an established and valued setting such as a conservation area should understand and respond to that place in a positive way that is of its own time” (2005,2). The relationships between a building/structure and its setting contribute to that place’s special character. Depending on its design and position, a new building/structure can have a beneficial or detrimental effect on its setting or an adjacent heritage item or conservation area.

In order to assess the heritage impact of the proposed new Maritime Heritage Precinct upon the surrounding heritage items, values and the Landscape Conservation Area, the NSW Heritage Division guidelines recommend using the following considerations:

- **CHARACTER:**
  What is the historic context into which the new structure is to be introduced? Is there a predominant historic and heritage theme that ‘characterises’ the area?
  Each of the other five criteria described below contributes to the overall character but can be identified separately.

- **SCALE:**
  The scale of a building is its size in relation to surrounding buildings or landscape. Design should recognise the predominant scale (height, bulk, density, grain) of the setting and then respond sympathetically. The impact of an inappropriately scaled building/structure cannot be compensated for by building form, design or detailing.
  The grain, or pattern of arrangement and size of buildings in a precinct or conservation area, can be an important part of its character.

- **FORM:**
  The form of a building/structure is its overall shape and volume and the arrangement of its parts. Design should be sympathetic with the predominant form of its neighbours.
  Where a building/structural form is highly repetitive within an area, variations to this form would appear discordant. For example, the form of a new house in the context of a conservation area of typical federation bungalows should not interrupt the cohesiveness of the streetscape. The roofline may play an important part in determining neighbourhood character. Infill buildings should respond to, or reinforce, existing ridge or parapet lines, roof slopes and other features such as party walls and chimneys.

- **SITING:**
  New buildings/structure in a valued historic context should add sympathetically to the local streetscape and the pattern of the area. The qualities of the streetscape can be reinforced by conforming to existing front and side setbacks and the general location of new buildings on site and the complementary treatment of street edges.
  New buildings should conform to the predominant building alignment where it contributes to significance. New buildings should allow for the retention of significant views and vistas to and from the building, a townscape or a landscape.

- **MATERIAL AND COLOUR**
New buildings/structures should recognise characteristic materials, textures and colours used locally and in adjacent buildings within a heritage context. These should be re-interpreted and incorporated as part of the new building. Materials and colours of surrounding buildings need not be simply copied but used as a point of reference. Modern materials can be used if their proportions and details are harmonious within the surrounding historic context. Colour, texture and tonal contrast can be unifying elements.

- **DETAILING**

Common details within an area establish resemblance and contribute to its special character. Details that contribute to the character of a conservation area or heritage item should be identified. They can inform or inspire the design of the new building/structure. Modern details can reinterpret traditional details and create new relationships between new and old. Contemporary detailing of materials and junctions can provide levels of visual interest that contribute positively to the character of a place.

Table 7, below, provides an assessment of the proposed works against the considerations listed above.

Table 7. Assessment of the proposed works in relation to character, scale, form, siting, materials and colour, detailing

<table>
<thead>
<tr>
<th></th>
<th>Darling Harbour Precinct</th>
<th>Proposed Maritime Heritage Precinct</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Scale</strong></td>
<td>The Wharves within the Darling Harbour precinct vary in size depending on the shipping and boating requirements and uses. The ANMM wharf, located immediately to the south-east of the project area contains a jetty with the approximate length of 85m.</td>
<td>The scale of the two new wharves are slightly larger than the existing ANMM wharves, which are approximately 86 metres long. The scale of the two proposed new wharves at approximately 135 and 149 metres would therefore maintain the large scale of the surrounding wharves.</td>
</tr>
<tr>
<td><strong>Form</strong></td>
<td>The Darling Harbour precinct contains numerous large and smaller scale wharves. The overall shape and volume of the structures include long wooden protrusions into the Harbour waters.</td>
<td>The Proposal has been designed in the form of the surrounding wharves by including a variety of larger scale wharves and smaller scale pontoon systems. The proposed structures are designed to a similar shape and volume to surrounding structures.</td>
</tr>
<tr>
<td><strong>Siting</strong></td>
<td>Wharves are situated along the waters edge of Darling Harbour.</td>
<td>The positioning of the wharves and the pontoons into the inlet in the Harbour (see Figures 21-23) and reduces the footprint of the proposal area out into the Harbour.</td>
</tr>
<tr>
<td><strong>Materials/Colour</strong></td>
<td>The construction of the wharves within the Darling Harbour Area mainly consists of timber, with steel or timber piles.</td>
<td>It is expected that foundations for the two new wharves and ferry pontoon will consist of timber or steel tube piles, in line with the current materials used within the Darling Harbour area.</td>
</tr>
<tr>
<td><strong>Detailing</strong></td>
<td>The decking on the wharves would be concrete or FRP</td>
<td>The Proposal would be designed in line with the current detailing of adjacent wharves to maintain visual consistency.</td>
</tr>
<tr>
<td><strong>Character</strong></td>
<td>Darling Harbour contains a heavily modified linear foreshore Wharf edge comprising of timber boardwalks and jetties associated with former maritime industry and now adapted for mixed use, residential and tourism purposes.</td>
<td>The Proposal is in line with the character of the area, and aims to highlight the heritage significance of shipping in Australian history.</td>
</tr>
</tbody>
</table>

### 5.3 HERITAGE IMPACT QUESTIONS

What aspects of the proposal respect or enhance the heritage significance of the subject item?
The Proposal and intended use as a marina would help to complement and exhibit the maritime function of the ANMM and draw clear links between the historical fleet and the maritime items and stories present in the Museum.

The intended MHP use of the marina would be in keeping with the historical themes and uses of Darling Harbour and would complement the heritage significance of Pyrmont Bridge, which is closely associated with the economic and social development of Sydney at the end of the 19th century.

**What aspects of the proposal could have a detrimental effect on the heritage significance of the subject item?**

The Proposal would result in a potential visual impact on the ANMM and Pyrmont Bridge.

There is also potential for vibration and construction impacts to heritage items during piling to create the foundations of the wharves. However, Rapt Consulting (2018) has undertaken a noise impact assessment for the Proposal and identified that the nature of the risk is low as there are no listed heritage items within 30 metres of the works.

**Have more sympathetic solutions been considered and discounted? Why?**

The Proposal and the intended use as a marina is in line with the conservation and design principles of the Bays Precinct Strategy which helps to maintain the historic heritage located in Sydney’s Bays, and aims to conserve, interpret and adaptively reuse items of heritage. The Strategy identifies opportunities for retention, restoration, adaptive reuse, or removal and onsite interpretation. The intended use of the Proposal as a MHP aims to consolidate Sydney’s Maritime history into Darling Harbour and provide opportunities for historic interpretation.

The location of the Proposal adjacent to the ANMM attempts to celebrate the historic uses of the area and complement the function of the Museum.

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

Historic photographs of the Darling Harbour precinct (Figures 13-16) display the changing nature of the Harbour precinct over the 20th century. Wharves of various sizes and styles have been constructed within the area of proposed works, displaying the changing nature and needs of the area.

The construction of new wharves and pontoons within the area would maintain the continued use of Darling Harbour as a maritime centre in Sydney and would help to celebrate the busyness of the historical Darling Harbour. The intended use as a marina would create a new area of historical interest close to the Museum.

The Proposal would minimise impact on the local significance of the ANMM and the State significance of the Pyrmont Bridge by keeping in the design (see Table 7) and historical themes of the area. The maritime use of the marina would maintain the historical significance of both the Bridge and the Museum and minimise negative heritage impact.

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

The aim of the proposal and its intended use as a marina would consolidate Sydney’s Historic Fleet close to the Maritime Museum, providing a berthing spot for historically significant boats within the heavy trafficked Darling Harbour precinct. This would allow patrons of the Museum to also have the opportunity to view the Sydney Heritage Fleet in a setting that is close and relevant to the Museum.
Although the existing Museum would be integral to the display, exhibition and other education and tourism aspects of the Heritage Fleet; the proposal would not interact or impact on the Pyrmont Bridge, as the bridge is separated away from the MHP by more than 200 metres.

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

The curtilage around Pyrmont Bridge prevents impact to the fabric of the Bridge without the completion of a Statement of Heritage Impact.

No curtilage exists for the Australian National Maritime Museum as it is not currently listed on any heritage register or LEP.

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

The Proposal would have a moderate visual impact on both the ANMM and the Pyrmont Bridge (Context 2018). The development is situated to the north of the ANMM and would be visible from both the ANMM and the Bridge. However, as the nature of the marina will be maritime, the use of the new area would be in line with the historic and current practices of Darling Harbour.

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

AECOM (2018) have undertaken an assessment of the potential for maritime archaeological deposits in the area of the Proposal. The conclusions drawn were that there is potential for maritime archaeology in the area. The construction of Railway Wharves 51 and 52 (Pyrmont Berths 1 & 2, and 3 & 4) were the first maritime structures built within the Project area. The wharves were constructed in the early 1890s. Both wharves were of heavy timber pile construction, 600 ft long and likely to be six piles across. It is predicted that the archaeological deposits associated with wharf 51 covers an area approximately 3,780 m2, and for 3,780 m2 for wharf 52. A section of the northern end of wharf 52 has been built over by wharf 7. The total archaeological potential in the project area is expected to cover an approximate area of 7,060 m2. Both wharves were removed in 1940-1950 and the piles are likely to have been cut off at, or close to, the seabed to guarantee depth of water for the new vessels passing over the top of the former wharf location. The multi-beam survey of the Project area shows the remains of piles protruding from the seabed, extending out from the current boardwalk out towards the north into Darling Harbour.

The archaeological potential associated with the wharf would include the potential for lost or dropped cargo that was dropped onto the seabed during loading and unloading of vessels. There is also the potential for other cultural material, such as refuse, associated with the vessels that were berthed at the wharf to have been accidently or deliberately deposited overboard. The location of this potential archaeological material would be located directly around the berthing location of vessels. Material is likely to be slightly more concentrated between the berthing location and the wharf. There is a low potential for shipwrecks or shipwreck material to be present within the project area.

In order to mitigate for any harm to significant deposits, AECOM recommend a maritime archaeological survey of the Project area should be undertaken prior to any construction works. This survey is to create a baseline recording of the known and potential maritime archaeological remains present in the Project area, including video recordings, that can be used as a reference as to the current condition of the archaeological resource.

Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?
The Proposal is sympathetic to the heritage items within the vicinity of the works area. The historical function of the wharf and the scale, form, siting, proportions and design are in line with the current ANMM wharf that sits to the east of the Museum, immediately south-east to the Proposal. The Proposal would be designed in line with the current detailing of the area to maintain visual consistency.

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

The additions would not visually dominate the heritage items within the vicinity of the proposed works area but will have a moderate visual impact on the surrounding heritage, as assessed by the LCVIA report. The potential visual impact to the ANMM and the Pyrmont Bridge results from the large scale nature of the new wharves. This has been mitigated to an extent by setting the wharves into the inset in the Harbour (see Figures 21-23) and therefore reducing the footprint of the proposal area out into the Bay.

The maritime use of the Proposal complements the setting and function of the area, helping to reduce the potential visual impact of the construction.

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

The public will still maintain views to and from both the ANMM and the Pyrmont Bridge, but a moderate impact would be present on some views from both sites. As the proposed maritime use of the area complements the historical practices of the area, the visual impact would therefore be moderate to both sites.

### 5.4 IDENTIFIED HERITAGE AND CULTURAL BENEFITS OF THE INTENDED USE OF THE PROPOSAL AS A MHP

#### 5.4.1 The Proposal and intended use as a marina will enhance the telling of Australia’s maritime story

The proposed relocation of the operational vessels of the Sydney Heritage Fleet, together with the South Steyne, would greatly enhance their visibility and appreciation by the general public as part of Australia’s maritime past.

#### 5.4.2 The Proposal and intended use as a marina would respond to visitor demand for on-vessel experiences

Most visitors to ANMM board one or more of the large vessels currently moored next to the museum and they highly value the experience for its uniqueness. Audience research indicates that the major vessels are the main attraction for 44% of visitors. A further 52% of visitors consider the vessels moderately important. Location of the SHF operational vessels in a marina adjacent to the ANMM would provide the public with additional opportunities to board historic vessels on tours, cruises and periodic charters.

#### 5.4.3 The Proposal and intended use as a marina would increase the size and diversity of the vessel offer and facilitate a broader range of visitor experiences

The SHF has gathered, restored and preserved a collection of vessels of national and international significance since it began in 1965. The SHF vessels range in age from 1874 to the 1960s, with five vessels more than 100 years old.
The SHF vessels have been moved around Sydney Harbour since SHF was formed over 50 years ago, in search of a permanent home. The vessels are currently berthed in Rozelle Bay and have had an ongoing problem with visibility. While several of the vessels can be hired and the SHF sells some tours, ultimately access to the heritage vessels is currently very limited. Without public-facing facilities and infrastructure, the SHF and its collections are little known or appreciated.

The collation of SHF with those of the ANMM will enable greater visibility for the SHF vessels and a more comprehensive story able to be told to visitors. The assemblage of the two fleets will provide opportunities to showcase different stories and periods and deeper reflection and recognition of the State’s maritime history.

5.4.4 The Proposal and intended use as a marina could help protect important heritage vessels

SHF is a privately funded, not-for-profit, volunteer led organisation. Its operations are dependent upon donations and a large volunteer workforce of more than 450. Yet this organisation is the custodian of important heritage vessels with very significant restoration and ongoing maintenance costs. Unfortunately, the SHF vessels are not well known or appreciated by the public and this means these heritage vessels are at risk. Enhancing the visibility of these heritage vessels will give the SHF a better chance to fundraise and commercialise them to defray the costs of restoration and maintenance.

5.4.5 The Proposal and intended use as a marina would further enhance the vibrancy of Darling Harbour and ensure a balanced cultural offer in the city

The museum’s vessels add significantly to the vibrancy and visual appeal of the site and help attract tourists by providing a most interesting and appropriate foreground to the CBD. The intended use of the Proposal as a marina would exponentially increase this as a result of the greater number of interesting looking heritage vessels and by the design and configuration of the wharves and related infrastructure.

5.5 SCOPE OF WORKS ASSESSMENT

The individual components of the proposed works are listed below and assessed for the potential impact on the identified heritage values and significance of the Darling Harbour Precinct

Table 8. Assessment of the Proposal in relation to the heritage significance of the subject site

<table>
<thead>
<tr>
<th>Proposed Maritime Heritage Precinct works</th>
<th>Effects of the proposal on the heritage significance of the subject site</th>
<th>Impact positive, negative or nil/neutral on the significance of the subject item.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction of north and south wharves</td>
<td>The construction of the wharves would have a negative visual impact for the Pyrmont Bridge and the ANMM, however the wharves would help to complement the maritime function of the ANMM and draw clear links between the historical fleet and the maritime items and stories present in the adjacent Museum.</td>
<td>Nil/Neutral-Positive.</td>
</tr>
<tr>
<td>Construction</td>
<td>Heritage Impact</td>
<td>Summary</td>
</tr>
<tr>
<td>--------------</td>
<td>----------------</td>
<td>---------</td>
</tr>
<tr>
<td>Construction of a pontoon next to Wharf 7, referred to as the Wharf 7 Pontoon</td>
<td>No heritage impact for the construction of Wharf 7 pontoon.</td>
<td>Nil/Neutral.</td>
</tr>
<tr>
<td>Construction of a Small Vessel Marina between the North Wharf and the South Wharf for smaller vessels</td>
<td>No heritage visual impact for the construction of a small vessel wharf between the two larger wharves.</td>
<td>Nil/Neutral.</td>
</tr>
<tr>
<td>Decommissioning and pile removal of the existing Pyrmont Bay Ferry Pontoon including demolition and removal of the existing ferry wharf concrete approach deck and gangway and removal of the ferry bumper guard and associated piles</td>
<td>No heritage impact for the decommissioning and removal of the existing Pyrmont Bay Ferry Pontoon.</td>
<td>Nil/Neutral.</td>
</tr>
</tbody>
</table>
| Construction of a new Pyrmont Bay Ferry Pontoon located at the end of the new North Wharf. This may include:  
  - Temporary use of the Casino Wharf (refer to Figure 24) for existing ferry operations during construction; or  
  - Staging the construction of the South Wharf and North Wharf and moving the Pyrmont Bay Ferry Pontoon between the wharves to minimise the closure of the Pyrmont Bay Ferry service. This would include temporary use of the Casino Wharf | The construction of the new terminal on the end of the North Wharf will add to the overall visual heritage impact of the construction by lengthening the wharf.  
  - The temporary use of the Casino Wharf has no heritage impact. | Negative. |
<p>| Partial demolition and reconstruction of sections of the southern boardwalk and removal of timber piles for the construction of the North Wharf and South Wharf. The height of the new southern boardwalk would be elevated to tie-in with the existing boardwalk | No heritage impact for the partial demolition and reconstruction of sections of the southern boardwalk. | Nil/Neutral. |
| Construction of steps down to the water near the boardwalk | No heritage impact for the construction of steps down to the water near the boardwalk. | Nil/Neutral. |
| Installation of fenders | No heritage impact for the installation of fenders. | Nil/Neutral. |
| Installation of wharf furniture including lighting, gates, seating, shade structure, bins and signage | No heritage impact for the installation of wharf furniture. | Nil/Neutral. |</p>
<table>
<thead>
<tr>
<th>Activity</th>
<th>Heritage Impact</th>
<th>Result</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction of an electrical kiosk in Pyrmont Bay Park connecting to the Proposal</td>
<td>No heritage impact for the construction of an electrical kiosk.</td>
<td>Nil/Neutral.</td>
</tr>
<tr>
<td>Connection of services from land to the Proposal including power, water, fire, communications, compressed air, security and sewer</td>
<td>No heritage impact for the construction of services.</td>
<td>Nil/Neutral.</td>
</tr>
<tr>
<td>Relocation and permanent berthing of the Sydney Heritage Fleet (SHF) in accordance with the Bays Precinct Strategy</td>
<td>The Proposal and intended use as a marina would help to complement the maritime function of the ANMM and draw clear links between the historical fleet and the maritime items and stories present in the Museum. The intended MHP use of the marina will be in keeping with the historical themes and uses of Darling Harbour and would complement the heritage significance of Pyrmont Bridge, which is closely associated with the economic and social development of Sydney at the end of the 19th century.</td>
<td>Positive</td>
</tr>
<tr>
<td>Berthing of a variety of vessels including the SS South Steyne and other visiting vessels.</td>
<td>The Proposal and intended use as a marina would help to complement the maritime function of the ANMM.</td>
<td>Positive</td>
</tr>
</tbody>
</table>

5.6 SUMMARY OF IMPACTS

In summary, the overall assessment of heritage impacts for the construction of the Proposal has found that any significant heritage impact is unlikely due to:

- The construction of the Proposal would have a moderate aesthetic and visual effect on both the ANMM and Pyrmont Bridge, however these aesthetic and visual impacts are acceptable because:
  - The fabric of both the ANMM and the Pyrmont Bridge are not impacted by the Proposal;
  - The intended maritime use complements the historical practices of the area;
  - The new wharves and intended use as a marina would help to celebrate the busyness of the historical Darling Harbour and create a new area of historical interest in an otherwise underutilised area close to the Museum; and
  - The Proposal would help to complement the function of the ANMM and would create a more useful context for framing the heritage significance of Pyrmont Bridge (a positive heritage impact).
- The Proposal would have a positive impact on the Darling Harbour precinct as a heritage draw for visitors to the area. The intended use would help to exhibit the operational vessels of the SHF and draw clear links between the historical fleet and the maritime items and
stories present in the adjacent Museum. The intended use would be in keeping with the historical themes and uses of Darling Harbour and would complement the heritage significance of Pyrmont Bridge, which is closely associated with the economic and social development of Sydney at the end of the 19th century.

- **Construction Works**
  - Minor indirect impact of noise and vibration during construction works however these impacts have been assessed to be minor as the works are temporary, and applicable only during hours of construction. No long-term heritage impact would result from the construction works for the Maritime Heritage Precinct; and
  - Minor indirect impact resulting from temporary fencing and traffic control measures however these impacts have been assessed to be minor as the works are temporary, and applicable only during hours of construction. No long-term heritage impact would result from the construction works for the Maritime Heritage Precinct.

- **Operation Works**
  - No assessed heritage impacts during the operational phase of the Proposal.

In summary, the cumulative impact of the proposed works and scope outline for the Proposal is considered to be low-moderate.
6 CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUSIONS

The ANMM and surrounding areas meet the criterion to be listed on the Local heritage register. Whilst important information regarding Australia’s (maritime) history resides within the buildings, the ANMM and surrounds do not meet State heritage criterion within their own right.

The position of the Proposal and the intended MHP next to the State Heritage Listed Pyrmont Bridge would have no adverse effect on the heritage significance of the bridge. The curtilage of Pyrmont Bridge would not be impacted by the Proposal and the works would only result in moderate visual impact.

The assessment of the Darling Harbour Precinct concludes that construction of the Proposal and intended use as a marina would have a moderate aesthetic and visual effect on both the ANMM and Pyrmont Bridge. There would also be a minor indirect impact of noise and vibration during construction works, however this is a temporary impact, applicable only during hours of construction. No long-term heritage impact would result from the construction works for the Proposal.

The visual and construction impacts are deemed acceptable due to:

- The fabric of both the ANMM and the Pyrmont Bridge are not impacted by the proposed works;
- The intended maritime use complements the historical practices of the area;
- The new wharves would help to celebrate the busyness of the historical Darling Harbour and create a new area of historical interest in an otherwise underutilised area close to the ANMM;
- The intended MHP would help to complement the function of the ANMM and would create a more useful context for framing the heritage significance of Pyrmont Bridge (a positive heritage impact).

6.2 RECOMMENDATIONS

The proposal to undertake the construction of the Proposal and intended use as a marina in Darling Harbour as outlined in this assessment is not considered to lead to a significant impact in accordance with the NSW Heritage Act 1977, Environmental Planning and Conservation Act 1979, and the Commonwealth Environmental Protection and Biodiversity Conservation Act 1999, in terms of heritage.

Although there are no specific conditions relating to the proposed works the following recommendations are made for the proposal:

1. The intended MHP has been assessed as having a low-moderate heritage impact to the ANMM and Pyrmont Bridge, which has been assessed as acceptable as the maritime use of the area complements the historical themes and uses of the Darling Harbour area. Works are therefore acceptable from a heritage perspective;

2. A pre-construction survey should be undertaken to determine the extent of the maritime archaeological deposits within the project area;
3. All relevant heritage listings should be updated to include the ANMM as an item of local heritage significance; and

4. In the event any unexpected heritage finds are identified, works must cease temporarily and the ‘Unexpected Finds Procedure’ described in Appendix A should be adhered to.
7 REFERENCES


NSW Heritage Office (2005) Design in context: guidelines for infill development in the historic environment


APPENDIX A  UNEXPECTED FINDS PROCEDURE

An unexpected heritage item means any unanticipated discovery of an actual or potential heritage item, for which the Proponent does not have prior approval to disturb or does not have a safeguard in place to manage the disturbance.

These discoveries are categorised as either:

a) Aboriginal objects
b) Historic/non-Aboriginal heritage items
c) Human skeletal remains

If any of the above items are suspected or identified during construction activities then a series of steps must be followed. These are outlined below:

1. all work should cease in that area and notify a Project Manager or Supervisor immediately of the find;
2. A ‘no-go’ zone should be established around the find, using visibility fencing (where applicable);
3. Inform all on-site personnel and staff of the find and the demarcated ‘no-go’ zone;
4. Contact a qualified archaeologist/heritage consultant to inspect the find and provide recommendations.
5. In the event that human remains are identified, complete steps 1-3. Replace Step 4 by immediately contacting the local police to investigate if the find relates to a criminal investigation. The police may take command of part or all of the site.
6. Once clearance of the site has been given by either the qualified archaeologist/heritage consultant then works may proceed within the ‘no-go’ zone UNLESS specifically instructed by the professional that no further works can be completed.