

Sydney Metro West

Pymont Over Station Development Historic Heritage Impact Assessment

Appendix Z

February 2023



Document Number: SMWSTEDS-SMD-PYR-SN150-HE-RPT-044002

REVISION	DATE	SUITABILITY CODE	TEAMBINDER DOCUMENT NUMBER	TB REVISION
G	23/06/2023	S4	SMWSTEDS-SMD-PYR-SN150-HE-RPT-044002	G

Approval Record

FUNCTION	POSITION	NAME	DATE
Author	Principal Heritage Advisor	Alice Steedman	23/06/2023
Technical Checker	Principal Heritage Advisor	Tony Brassil	23/06/2023
Technical Reviewer	Technical Director - Heritage	Kylie Christian	23/06/2023
Coordinator Check	Senior Environmental Advisor	Luke Carver	23/06/2023
Approver	EDATP Metro West Program Lead	Adrian Garnero	23/06/2023

Amendment Record

DATE	REVISION	AMENDMENT DESCRIPTION	AUTHOR
12/10/2022	A	First draft	Ben Calvert / Alice Steedman
16/11/2022	B	Second draft	Ben Calvert / Alice Steedman
03/02/2023	C	Third draft	Alice Steedman
15/03/2023	D	Final Draft	Alice Steedman
26/05/2023	E	Revised	Alice Steedman
09/06/2023	F	Revised	Tony Brassil
23/06/2023	G	Revised	Alice Steedman

Mott MacDonald Australia Pty Ltd

Limitation: This document is issued for the party which commissioned it and for specific purposes connected with the above captioned project only. It should not be relied upon by any other party or used for any other purpose.

We accept no responsibility for the consequences of the document being relied upon by any other party, or being used for any other purpose, or containing any error or omission which is due to an error or omission in data supplied to us by other parties.

Contents

Glossary.....	ii
Executive summary.....	iii
1 Introduction.....	1
1.1 Sydney Metro West.....	1
1.2 Background and planning context.....	1
1.2.1 Critical State Significant Infrastructure.....	1
1.2.2 State Significant Development Application.....	2
1.3 Purpose and scope.....	2
2 The site and proposal.....	3
2.1 Site location and description.....	3
2.2 Overview of this proposal.....	4
3 Scope of assessment.....	6
3.1 Methodology.....	6
3.2 Limitations.....	6
4 Statutory heritage context.....	7
4.1 World, National and Commonwealth heritage.....	7
4.1.1 Listing thresholds.....	7
4.1.2 EPBC Act 1999.....	7
4.2 State heritage.....	9
4.2.1 Registered heritage places.....	9
4.2.2 Archaeology.....	10
4.2.3 State agency registers.....	10
4.3 Local heritage.....	10
5 Non-statutory heritage context.....	12
5.1 Conservation management plans and strategies.....	12
5.2 Non-statutory heritage registers and lists.....	12
5.2.1 National Trust Register (NSW).....	12
5.2.2 Register of the National Estate.....	12
5.2.3 Register of Significant Buildings in NSW.....	13
6 Built heritage context.....	14
6.1 Introduction.....	14
6.2 Site context.....	14
6.3 Identified Heritage Places.....	18
6.4 Significance of heritage places.....	19
7 Historical context.....	29
7.1 Historical summary.....	29
7.2 Aboriginal history pre-1788.....	29
7.3 Post-contact history.....	29
7.3.1 Colonial settlement (1788-1852).....	29
7.3.2 From rural to industrial (1853s-1887).....	33
7.3.3 Rationalising and expanding (1888-1970).....	37
7.4 Development of the site.....	39
7.4.1 Early land grants and land clearing, lease-held farming (1788 – 1878).....	40
7.4.2 Subdivision and development of urban commercial and residential premises (1883-1940).....	40
7.4.3 Lumber yard and fuel services station (1940-1984).....	44
7.4.4 Modern office buildings (1984-present).....	46

7.5	Urban character development	47
7.5.1	Pymont peninsula	47
7.5.2	Existing built fabric and context of the site.....	47
8	Heritage impact assessment	49
8.1	Introduction	49
8.2	Response to design principles.....	49
8.3	Pymont Peninsula Place Strategy	53
8.4	Assessment of impact on heritage items in the vicinity	62
8.5	Heritage NSW impact assessment criteria	63
8.6	Impact on Places of Commonwealth Heritage Significance	65
8.6.1	Pymont Post Office.....	65
9	Conclusion	66

List of Tables

Table 1-1 SEARs and where this is addressed in this report	2
Table 2-1 Site legal description	3
Table 2-2 Proposed development overview	4
Table 6-1 Significant views to the site	15
Table 6-2 Heritage places in the vicinity of the site	19
Table 6-3 Significance of assessed heritage places	20
Table 8-1 Materials Threshold Policy – Impact Definitions	49
Table 8-2 Assessment of the proposal according to Design Principles	52
Table 8-3 Assessment of the proposal against the Pymont Peninsula Urban Design Report.....	55
Table 8-4 Significant heritage views included in Visual Impact Assessment	58
Table 8-5 Assessment against the Pymont Peninsula Design Guidelines	59
Table 8-6 Assessment of impact on heritage items and conservation areas	62
Table 8-7 Heritage NSW impact assessment criteria.....	64

List of Figures

Figure 1-1 Sydney Metro West.....	1
Figure 2-1 Location of the site highlighted blue	3
Figure 2-2 Proposed OSD envelope shown in pink and CSSI envelope shown in blue as viewed from Union Street.....	4
Figure 2-3 Proposed OSD envelope shown in pink and CSSI envelope shown in blue as viewed from Pymont Bridge Road.	5
Figure 6-1 Plan showing heritage items in the vicinity of the site.....	18
Figure 7-1 Extract of a panorama by James Taylor showing Cockle Bay (now Darling Harbour) ca. 1819-20. This panorama shows the windmill financed by John Macarthur on the crest of the peninsula	30
Figure 7-2 Extract of a lithographic image showing the earliest subdivision on the Pymont peninsula. This plan shows the windmill still in existence and Mrs Bunn’s property and wharf, c. 1839.....	31
Figure 7-3 Oil-based painting by an unknown author of Pymont and in 1845 showing early developments on the Pymont Peninsula	32
Figure 7-4 Map of City of Sydney by Woollcott and Clark in 1855 showing housing and industrial development restricted to the north of Union Street. The proposed railway line extension and ASN’s occupation of Darling Island.....	33
Figure 7-5 Extract of an image at the Pymont bridge 1874	34
Figure 7-6 Extract of panorama from Pymont peninsula, taken from Sydney University Tower c.1875. The image shows the industrial nature of the northern promontory and the undeveloped land on the centre of the peninsula	36
Figure 7-7 A sketch of the CSR refinery in 1878. When opened it was the most substantial industrial complex on the northern end of the peninsula	36
Figure 7-8 The industrial waterfront around the promontory at Pymont	38
Figure 7-9 CSR Caneite factory from Glebe Island Bridge, ca. 1959 / photographed by Max Dupain & Associates.....	39
Figure 7-10 Extract from Milton Kent aerial photos. Terrace Housing and Shops located on Union Street, ca. 1920-1930. Portion of the site indicated in red	42
Figure 7-11 Corner of Union Street and Pymont Bridge Road Pymont, 1911	42
Figure 7-12 October 1930, showing the demolition of buildings on the eastern site from Union Street	43
Figure 7-13 October 1930, showing the demolition of buildings on the eastern site from Union Street	43
Figure 7-14 Extract of Milton Kent historical aerial showing the eastern site after the demolition of terrace housing on the lot ca.1940s-1950s.....	44

Figure 7-15 Extent and division of the site in 1953, split into three portions and separately sub-leased	44
Figure 7-16 Subject site shown in red showing the open yard and fuel service station. The yard appears enclosed with a large timber fence ca. 1960s	45
Figure 7-17 1979 image of Union Street frontage of the site	46
Figure 8-1 Building envelope from the southeast (left) and northwest (right)	50
Figure 8-2 Union Street elevation showing Heritage Items adjacent and opposite the site	50
Figure 8-3 Pymont Bridge Road elevation with Heritage Items opposite and adjacent to the site	51
Figure 8-4 Edward Street elevation with Heritage Items opposite and adjacent to the site	51
Figure 8-5 Darling Island Sub-precinct Character Areas. The site is circled red.	54
Figure 8-6 Primary Views Diagram. The blue lines show existing significant views. The site is circled red.	54
Figure 8-7 Metro site building envelope and key views	55

Glossary

Term	Definition
Concept and Stage 1 CSSI Approval	Application SSI-10038 including all major civil construction works between Westmead and The Bays, including station excavation and tunnelling, associated with the Sydney Metro West line
Concept SSDA	A concept development application as defined in Section 4.22 the EP&A Act, as a development application that sets out concept proposals for the development of a site, and for which detailed proposals for the site or for separate parts of the site are to be the subject of a subsequent development application or applications.
Council	City of Sydney
CMP	Conservation Management Plan
CSSI	Critical State Significant Infrastructure
DCP	Development Control Plan
DPE	Department of Planning and Environment
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
FSR	<i>Floor Space ratio</i>
GFA	Gross floor area
ICOMOS	International Council on Monuments and Sites
LEP	Local Environmental Plan
LGA	Local Government Area
OSD	Over Station Development
PPPS	Pymont Peninsula Place Strategy
RL	Reduced Level
SEARs	Secretary's Environmental Assessment Requirements
SEPP	State Environmental Planning Policy
SSDA	State Significant Development Application
Stage 2 CSSI Application	Application SSI-19238057, including major civil construction works between The Bays and Hunter Street Station
Stage 3 CSSI Application	Application SSI-22765520, including rail infrastructure, stations, precincts and operation of the Sydney Metro West line
Sydney Metro West	Construction and operation of a metro rail line and associated stations between Westmead and the Sydney CBD as described in section 1.1
TfNSW	Transport for New South Wales

Executive summary

This Historic Heritage Impact Assessment supports a Concept State Significant Development Application (Concept SSDA) submitted to the Department of Planning and Environment (DPE) pursuant to Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The Concept SSDA is made under section 4.22 of the EP&A Act.

Sydney Metro is seeking concept approval for an over station development (OSD) above the Pyrmont Station located at 37-69 Pyrmont Bridge Road, Pyrmont. The proposed development would comprise a mixed-use building comprising a predominantly commercial podium and residential tower above.

The Concept SSDA seeks consent for a mixed-use building envelope, a maximum gross floor area (GFA), pedestrian and vehicular access, circulation arrangements and associated car parking. In addition, it also seeks consent for strategies and design parameters for the future detailed design of the development.

The Historic Heritage Impact Assessment responds specifically to the Secretary's Environmental Assessment Requirements (SEARs) for Environmental Heritage and is in accordance with the Heritage NSW guidelines for preparing Statements of Heritage Impact¹ and the approach set out in the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013.

Whilst consideration is given to the design response of the entire development, this report is limited to the assessment of the proposed OSD on identified heritage items within the vicinity of the site. Some impacts to heritage items by the podium, which is otherwise subject to approval under CSSI, are considered owing to the cumulative impacts of the proposed development.

This report recognises the site's location within a high density of heritage items on the Pyrmont Peninsula. The site's development is examined within the context of plans for increased height and density across the peninsula, and the impacts that have been assessed as part of the recent amendment to the planning controls.

The proposed building envelope responds to the DPE Pyrmont Peninsula Design Guidelines 2022 and the broad heritage context through setbacks which allow open views along streets but does not provide an articulated building envelope or provide site specific guidelines to achieve a sympathetic heritage response. The proposed development provides the opportunity for future building designs to achieve a sympathetic response to the heritage items in the vicinity through a detailed examination of heritage context, scale and form and the advice of a heritage architect as part of the Sydney Metro West Design Excellence Strategy (provided in Appendix K of the EIS). Articulation of the podium heights and rhythm to sympathetically respond to the heritage context will be necessary to mitigate adverse heritage impact of the proposed development within the building envelope. This can be addressed as part of future detailed design undertaken for a Detailed SSDA.

The proposed development will not impact any potential archaeological finds as ground disturbance is addressed as part of the Stage 2 CSSI Application.

Interpretation of the site will be in accordance with the Sydney Metro West Heritage Interpretation Strategy completed for the Stage 3 CSSI Application.

¹ *'Statements of Heritage Impact'* published in the New South Wales Heritage Manual by the Heritage Office (now Heritage NSW) and Department of Urban Affairs & Planning 1996, revised 2002.

Recommendations

The following mitigation measures are provided to guide future development:

- Engage a suitably qualified heritage architect in the development of future building design
- Respect nearby heritage items and enhance the historic character of the area by responding to the historic context in terms of character, scale, form, massing siting, materials and colour, and detailing
- Conduct a detailed contextual analysis to inform future development ie existing built form, massing, scale, rhythm, solid/void ratio, dominant parapet and gutter lines which inform a pedestrian appreciation of view lines
- Reinforce the historic corner experience through a sympathetic response to the siting of heritage buildings at intersections which establish view lines through the peninsula and define street wall heights
- Recognise and respond to the individual character of each street. Pay particular attention to the treatment of street corners and the human scale of the streetscape of Union Street and the corner of Union and Edward Streets
- Respond to heritage items in the vicinity of the site and significant views to minimise visual impacts
- Reduce the perception of bulk and scale of the podium through manipulation of building façade detailing, stepping back of upper facades, reducing height of upper- level openings, introduction of alternative materials in the upper levels and/or other such architectural design techniques
- Respond to established street wall heights and the topography of the valley at the eastern side of the Peninsula
- Articulate the facades of the podium and tower to break down the apparent scale of the built form to relate to the surrounding heritage context. Articulation should consider such design devices as the inclusion of through site links, recesses, change of height and materials. Blank or planar facades should be avoided
- Over footpath awnings are required along Union Street and Pymont Bridge Road. These should extend along Edward Street at the corner of Union Street in response to the scale and typology of the adjacent heritage items
- Include heritage interpretation within the publicly accessible spaces of the development
- A heritage impact assessment and detailed street montages should be provided as part of the Detailed SSDA.

1 Introduction

1.1 Sydney Metro West

Sydney Metro West will double rail capacity between Greater Parramatta and the Sydney Central Business District (CBD), transforming Sydney for generations to come. The once in a century infrastructure investment will have a target travel time of about 20 minutes between Parramatta and the Sydney CBD, link new communities to rail services and support employment growth and housing supply.

Stations have been confirmed at Westmead, Parramatta, Sydney Olympic Park, North Strathfield, Burwood North, Five Dock, The Bays, Pyrmont and Hunter Street, and two potential station locations at Rosehill and west of Sydney Olympic Park that could support a significant increase in housing.

Sydney Metro West station locations are shown in Figure 1-1 below.

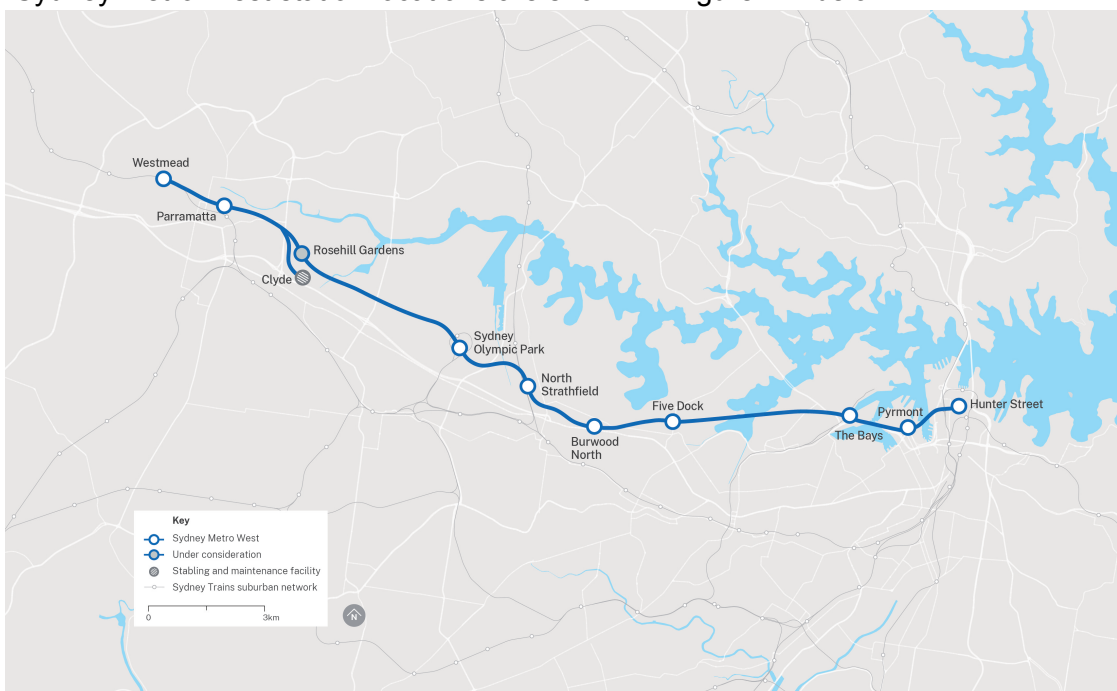


Figure 1-1 Sydney Metro West

1.2 Background and planning context

Sydney Metro is seeking to deliver Pyrmont Station under a two-part planning approval process. The station fit out infrastructure is to be delivered under a Critical State Significant Infrastructure (CSSI) application subject to provisions under Division 5.2 of the EP&A Act. The over station development (OSD) is to be delivered under a State Significant Development (SSD) subject to the provisions of Part 4 of the EP&A Act.

1.2.1 Critical State Significant Infrastructure

The State Significant Infrastructure (SSI) planning approval process for the Sydney Metro West metro line, including delivery of station infrastructure, has been broken down into a number of planning application stages, comprising the following:

- Stage 1 CSSI Approval (SSI-10038) – All major civil construction works between Westmead and The Bays including station excavation, tunnelling, and demolition of existing buildings (approved 11 March 2021)

- Stage 2 CSSI Application (SSI- 19238057) – All major civil construction works between The Bays and Sydney CBD (approved 24 August 2022)
- Stage 3 CSSI Application (SSI- 22765520) – Tunnel fit-out, construction of stations, ancillary facilities and station precincts between Westmead and the Sydney CBD, and operation and maintenance of the Sydney Metro West line (approved 25 January 2023).

1.2.2 State Significant Development Application

The SSD will be undertaken as a staged development with the subject Concept SSDA being consistent with the meaning under section 4.22 of the EP&A Act and seeking conceptual approval for a mixed-use building envelope, a maximum gross floor area (GFA), pedestrian and vehicular access, circulation arrangements and associated car parking. In addition, it would also seek consent for strategies and design parameters for the future detailed design of the development.

If the concept DA is approved, a subsequent Detailed SSDA is to be prepared by a future development partner which will seek consent for detailed design and construction of the development.

1.3 Purpose and scope

This Historic Heritage Impact Assessment supports a Concept SSDA submitted to the Department of Planning and Environment (DPE) pursuant to Part 4 of the EP&A Act. The Concept SSDA is made under section 4.22 of the EP&A Act.

This report has been prepared to specifically respond to the Secretary’s Environmental Assessment Requirements (SEARs) issued for the Concept SSDA on 18 November 2022 which states that the environmental impact statement is to address the following requirements in Table 1-1.

Table 1-1 SEARs and where this is addressed in this report

Key issue	SEARs requirement	Addressed in
17. Environmental Heritage	Provide a Statement of Heritage Impact that assesses the heritage impact of the proposal on the significance on nearby heritage items and on the Pyrmont Heritage Conservation Area, prepared in accordance with the relevant guidelines and outlines measures to ensure any adverse impacts are minimised and mitigated.	Section 8 of this report

This Historic Heritage Impact Assessment assesses the proposed development for potential heritage impacts on identified heritage items within the vicinity of the site in accordance with the Heritage NSW guidelines for preparing Statements of Heritage Impact² and the approach set out in the *Burra Charter: The Australia ICOMOS (International Council on Monuments and Sites) Charter for Places of Cultural Significance*, 2013. The methodology has included assessing the potential heritage impacts of the proposed development in response to the SEARs for Environmental Heritage.

² ‘*Statements of Heritage Impact*’ published in the New South Wales Heritage Manual by the Heritage Office (now Heritage NSW) and Department of Urban Affairs & Planning 1996, revised 2002.

2 The site and proposal

2.1 Site location and description

The proposed development is located at 37-69 Union Street, Pyrmont and is within the City of Sydney Local Government Area (LGA).

The site has a generally triangular configuration, bound by Union Street (to the north), Pyrmont Bridge Road (to the southeast) and Edward Street (to the west). The site has a total area of approximately 2,607m² and currently accommodates several multi-storey commercial buildings, occupied by a range of retail, health, and business premises. All existing buildings will be demolished to facilitate construction of the new Pyrmont Station and the proposed development.

The site is on the Pyrmont Peninsula which is approximately 1km to the west of Sydney CBD and is characterised by a diversity of residential, commercial, tourism, higher education and entertainment land uses. The Peninsula contains a network of public spaces, including open space, plazas, forecourts, parks, civic squares and waterfront promenades.

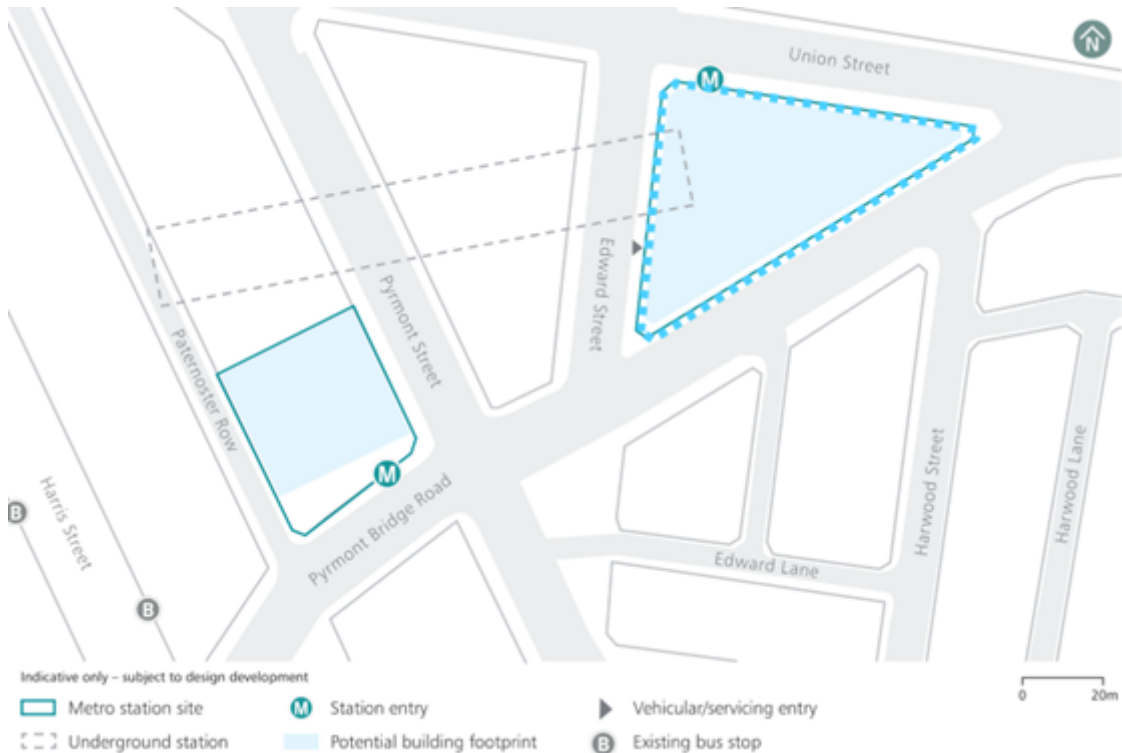


Figure 2-1 Location of the site highlighted blue

Table 2-1 sets out the address and legal description of the parcels of land that comprise the site.

Table 2-1 Site legal description

Address	Lot and DP
37-69 Union Street, Pyrmont	Lot 1 DP620352 and Lot 1 DP657429
	Total 2,607m²

2.2 Overview of this proposal

The Concept SSDA will seek consent for a building envelope above the Pymont Station (the proposed development) as detailed in Table 2-2 and Figure 2-2 and Figure 2-3.

Table 2-2 Proposed development overview

Concept Plan	Indicative Numerical Overview
Total GFA	23,463m ² The total GFA excludes any GFA associated with the rail infrastructure facilities sought under the Stage 3 CSSI Application.
Height	Podium: Maximum RL34.9 metres Tower: RL120 metres
Site area	2,607m ²
Floor space ratio	9:1 (excluding GFA associated with rail infrastructure facilities)
Land use(s)	Commercial premises and residential accommodation
Car parking spaces	Up to a maximum of 55 spaces

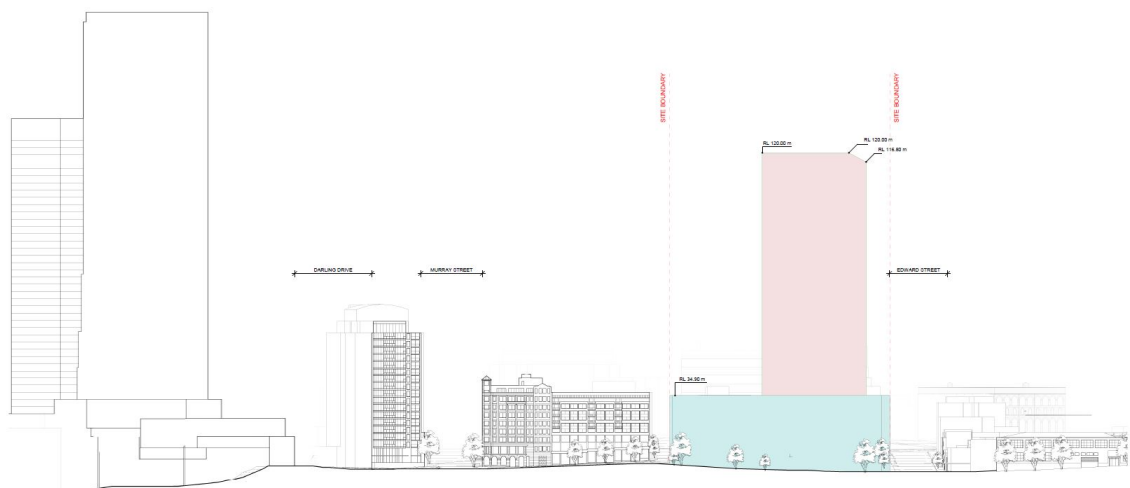


Figure 2-2 Proposed OSD envelope shown in pink and CSSI envelope shown in blue as viewed from Union Street

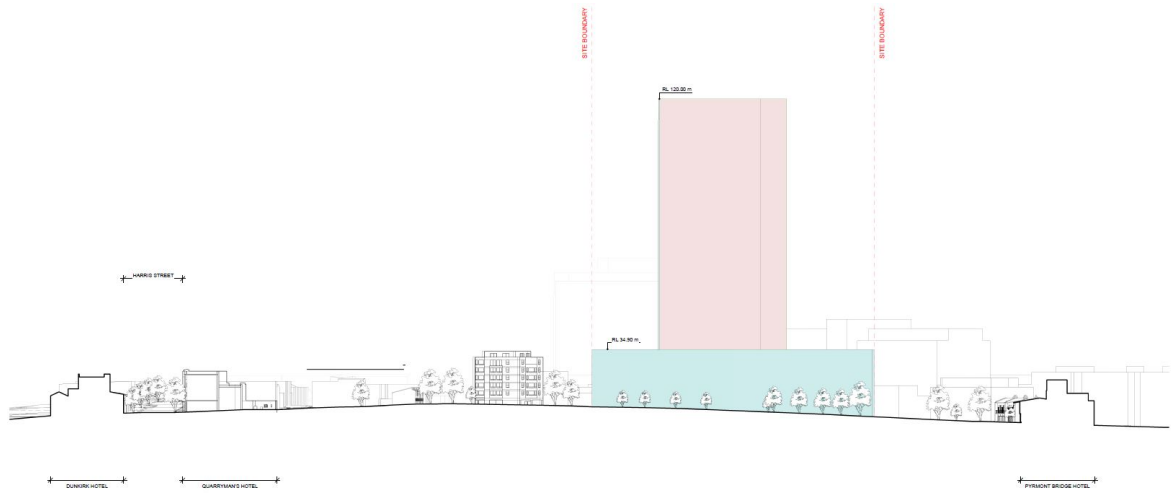


Figure 2-3 Proposed OSD envelope shown in pink and CSSI envelope shown in blue as viewed from Pyrmont Bridge Road

3 Scope of assessment

3.1 Methodology

The assessment has been conducted in accordance with the Heritage NSW guidelines for preparing Statements of Heritage Impact³ and the approach set out in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. The methodology has included assessing the potential heritage impacts of the proposed building envelope in response to the SEARs for Environmental Heritage.

3.2 Limitations

This report has been conducted based on desktop research and public domain site visits conducted in February and March 2022. The desktop research has included previous heritage reports for the purpose of heritage identification, history of the site, general information and assessment.

- SSI-19238057 *EIS Technical Paper 3: Non-Aboriginal Heritage Report*, October 2021
- SSI-22765520 *EIS Technical Paper 5: Non-Aboriginal Heritage Report*, March 2022.

Accessed online resources include:

- State Library of NSW, Mitchell Library
- various newspaper archives accessed via Trove
- Sixmaps
- Google Maps.

Due to the integrated nature of the station infrastructure and proposed development, the heritage impact assessment considers development on the site holistically.

³ *Statements of Heritage Impact* published in the New South Wales Heritage Manual by the Heritage Office (now Heritage NSW) and Department of Urban Affairs & Planning 1996, revised 2002.

4 Statutory heritage context

Heritage items and places in NSW are protected by a range of legislation relating to World, National, Commonwealth, State and Local places and sites of heritage significance. The following sections briefly outline the scope and application of these laws.

4.1 World, National and Commonwealth heritage

4.1.1 Listing thresholds

World Heritage List

World Heritage Sites are identified by UNESCO under the World Heritage Convention, adopted in November 1972. Australia is a signatory to the Convention. Article 4 of the World Heritage Convention states:

“Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Articles 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.”

Places on this list demonstrate universal values above and beyond the values they hold for a particular nation.

National Heritage List

The National Heritage List comprises places of outstanding heritage significance to Australia. It includes natural, historic, and Indigenous places that are of outstanding national heritage value to the Australian nation.

Commonwealth Heritage List

The Commonwealth Heritage List is a list of natural, indigenous and or historic places owned or controlled by the Australian Government, its departments, agencies or corporations.

The site is in the vicinity of the Commonwealth heritage listed Pyrmont Post Office.

4.1.2 EPBC Act 1999

The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides a legal framework for the for the protection and management of places of World, National and Commonwealth heritage value. The objectives of the EPBC Act are to:

- provide for the protection of the environment, especially matters of national environmental significance
- conserve Australian biodiversity
- provide a streamlined national environmental assessment and approvals process
- enhance the protection and management of important natural and cultural places
- control the international movement of plants and animals (wildlife), wildlife specimens and products made or derived from wildlife

- promote ecologically sustainable development through the conservation and ecologically sustainable use of natural resources
- recognise the role of Indigenous people in the conservation and ecologically sustainable use of Australia's biodiversity
- promote the use of Indigenous peoples' knowledge of biodiversity with the involvement of, and in cooperation with, the owners of the knowledge.

Action or actions

Under the EPBC Act, a development proposal is defined as an “action”. The EPBC Act affects any group or individual (including companies) whose actions may have a significant impact on a matter of World or National Environmental Significance, including actions which may impact places on the Commonwealth Heritage List. If a project has the potential to cause significant impact, the proposal is required to be assessed for environmental impacts under the EPBC Act. The proponent must refer the project to the Department of Agriculture, Water and Environment.

Determination of a ‘significant impact’ is set out below:

“Significant Impact Criteria

An action is likely to have a significant impact on the World, National or Commonwealth Heritage values if there is a real chance or possibility that it will cause:

- *one or more of the World, National or Commonwealth Heritage values to be lost*
- *one or more of the World, National or Commonwealth Heritage values to be degraded or damaged*
- *one or more of the World, National or Commonwealth Heritage values to be notably altered, modified, obscured or diminished.*

Significant impacts on a World, National or Commonwealth Heritage property

If a World, National or Commonwealth Heritage property has cultural heritage values, the proposed action is likely to have significant impacts if there is a real chance or possibility that the action will:

- *permanently remove, destroy, damage or substantially alter the fabric of the place*
- *extend, renovate, refurbish or substantially alter a place in a manner which is inconsistent with relevant values*
- *permanently remove, destroy, damage or substantially disturb archaeological deposits or artefacts in a place*
- *involve activities in a place which will have substantial and/or long-term impacts on its values*
- *involve construction of buildings or other structures within, adjacent to, or within important sight lines of, a place which are inconsistent with relevant values*
- *make notable changes to the layout, spaces, form or species composition in a garden, landscape or setting of a place which are inconsistent with relevant values*
- *restrict or inhibit the existing use of a place as a cultural or ceremonial site causing its values to notably diminish over time*

- *permanently diminish the cultural value of a place for a community or group to which its values relate*
- *alter the setting of a World or National Heritage property in a manner which is inconsistent with relevant values*
- *remove, damage, or substantially disturb cultural artefacts, or ceremonial objects, in a World or National Heritage property*
- *permanently damage or obscure rock art or other cultural or ceremonial features with World or National Heritage values.”*

Self-assessment process

It is the responsibility of the entity undertaking an action to consider the extent of impacts on the environment (including heritage values) through a self-assessment process, as outlined in the *Significant Impact Guidelines 1.2* (Department of Sustainability, Environment, Water, Population and Communities 2013). If the impacts are likely to be significant, or if the impacts cannot be fully defined, the action should be referred to the Department of the Agriculture, Water and Environment. Only a referral decision from the Department constitutes legal approval under the EPBC Act. If an action is referred, the Minister for the Environment will decide whether it is likely to have significant impact on the environment and whether approval is therefore required under the EPBC Act. If the Minister decides that the action is likely to have a significant impact, it will be deemed a “controlled action” and be subject to the EPBC Act assessment and approval.

Bilateral agreement

A bilateral agreement between the Commonwealth and the State of NSW allows for NSW to assess certain actions under the *Environmental Assessment and Planning Act 1979* (EP&A Act 1979) to remove duplication of the assessment and approval process. The classes of action to which the clause applies are listed in Schedule 1 of the agreement. To this effect, a self-assessment carried out in a Heritage Impact Assessment for actions listed in Schedule 1 of the Bilateral Agreement can be accepted if the action will not, or is unlikely to have, a significant impact.

In NSW, all World Heritage sites are included in the NSW State Heritage Register and responsibility for their conservation in accordance with the *Heritage Act 1977* lies with the NSW Heritage Council and the Minister for Heritage.

The site is located in the vicinity of a Commonwealth, Heritage listed site, however the proposed development is unlikely to cause a significant impact a referral under the EPBC Act is not considered necessary.

4.2 State heritage

The *Heritage Act 1977* was established to conserve the environmental heritage of NSW. Section 4 of the Act describes State heritage significance as:

“In relation to a place, building work, relic, movable object or precinct, means significance to the State in relation to the historic, scientific, cultural, social, archaeological, natural, or aesthetic value of the item.”

4.2.1 Registered heritage places

The Act, inter alia, established the NSW State Heritage Register and the Heritage Council of NSW. Under section 57(1) of the Heritage Act, all works to a heritage item require approval from the Heritage Council, or its delegates, unless the works are exempt under section 57(2). The Heritage Act specifically prohibits the full demolition of an item listed on the State Heritage Register.

The Heritage Council has published a set of Standard Exemptions from the need to seek approval for certain works. The Standard Exemptions allow the majority of routine maintenance and repair works to be undertaken without consent.

The site is located in the vicinity of the State heritage registered Pymont Bridge and Pymont Post Office.

4.2.2 Archaeology

Historical archaeological materials are protected under the 'relics' provisions of the Heritage Act 1977. A relic is defined as:

"...any deposit, artefact, object, or material evidence that:

-relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and

-is of State or local heritage significance."

Section 139 of the Act states that:

"(1) A person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless the disturbance or excavation is carried out in accordance with an excavation permit."

4.2.3 State agency registers

Section 170 of the Heritage Act requires that Government agencies establish and maintain a register of their heritage assets. A government instrumentality must give the Heritage Council not less than 14 days written notice before the government instrumentality:

(a) removes any item from its register under section 170, or

(b) transfers ownership of any item entered in its register, or

(c) ceases to occupy or demolishes any place, building or work entered in its register.

Items on the register must be maintained with due diligence in accordance with *State-Owned Heritage Management Principles*.

4.3 Local heritage

Development on the site is subject to the *Sydney Local Environment Plan 2012* (LEP).

Local Council planning regulations are contained in Local Environmental Plans. Most LEPs in NSW are based upon the NSW Government's standard model and include the same provisions for the protection of local heritage. The primary clause in this respect is Clause 5.10 (2), which states:

"5.10 Heritage conservation

(2) Requirement for consent

Development consent is required for any of the following:

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance)—

(i) a heritage item,

- (ii) *an Aboriginal object,*
- (iii) *a building, work, relic or tree within a heritage conservation area,*
- (b) *altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*
- (c) *disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,*
- (d) *disturbing or excavating an Aboriginal place of heritage significance,*
- (e) *erecting a building on land—*
 - (i) *on which a heritage item is located or that is within a heritage conservation area, or*
 - (ii) *on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,*
- (f) *subdividing land—*
 - (i) *on which a heritage item is located or that is within a heritage conservation area, or*
 - (ii) *on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance”.*

These provisions generally require that development consent is required for works affecting a heritage item identified in the schedules attached to the LEP (or Aboriginal Places of Significance). Subsequent provisions provide for exceptions for minor works, empower the Council to request specific studies or plans to be prepared, provide for liaison with the Heritage Council in relation to archaeological sites and allow relaxation of other planning provisions as conservation incentives.

Local Council Development Control Plans (DCPs) provide detailed objectives and controls for development in and within the vicinity of heritage items. Whilst a SSDA is not required to respond to a DCP, the objectives and controls established in a DCP reflect the minimum standards of development as accepted by the community.

The site is located in the vicinity of the Pymont Heritage Conservation Area and is also in the vicinity of several locally listed heritage items. Sydney LEP 2012 heritage controls for the site have been recently amended by the approval of the *Pymont Peninsula Place Strategy 2020* (PPPS) and its supporting documents (*Pymont Peninsula Urban Design Report* and *Pymont Peninsula Design Guidelines, 2022*), which form the primary statutory controls for the site.

5 Non-statutory heritage context

The heritage impact assessment process is cognisant of community interest in heritage places and places which are not provided statutory protection, but which may be important to the community. Similarly, conservation management documents are sometimes available for these heritage places. Where these are relevant, the detailed heritage assessments and conservation policies contained within these documents can assist with the assessment of potential impacts of development.

Similarly, the heritage impact assessment process examines government policies relevant to heritage which may impact the proposed development and the context of the area into the future.

The following sections examine the non-statutory heritage context of the site.

5.1 Conservation management plans and strategies

Conservation management plans (CMPs) provide levels of significance and conservation policies to guide development and conservation management of heritage items. Not all heritage items have a CMP and, in general, a CMP should be updated every 10 years or less. CMPs are not statutory documents, although they can be required under legislation.

5.2 Non-statutory heritage registers and lists

5.2.1 National Trust Register (NSW)

The National Trust of Australia (NSW) maintains a register of landscapes, townscapes, buildings, industrial sites, cemeteries and other items or places which the Trust determines have cultural significance and are worthy of conservation.

Heritage items in the vicinity included on Commonwealth, State and local heritage lists and registers are also included on the National Trust Register.

5.2.2 Register of the National Estate

The Register of the National Estate is a list of natural, Indigenous and historic heritage places throughout Australia. From 19 February 2007, the Register has been frozen, meaning that no places can be added or removed. It no longer has status as a statutory list.

The Register of the National Estate was originally established under the *Australian Heritage Commission Act 1975*. Under that Act, the Australian Heritage Commission entered more than 13,000 places in the register. In 2004, responsibility for maintaining the Register shifted to the Australian Heritage Council, under the *Australian Heritage Council Act 2003*.

On 1 January 2004, a new national heritage system was established under the EPBC Act. This introduced the National Heritage List, which was designed to recognise and protect places of outstanding heritage to the nation, and the Commonwealth Heritage List, which includes Commonwealth owned or leased places of significant heritage value.

Heritage items in the vicinity included on Commonwealth, State and local heritage lists and registers are also included on the Register of the National Estate.

5.2.3 Register of Significant Buildings in NSW

The Australian Institute of Architects (AIA) has been an active advocate for heritage conservation since the 1930s. The NSW Chapter maintain a Register of Significant Buildings which focuses on the preservation of buildings of merit, especially in those that have received awards from the AIA (NSW) or the AIA.

The Register aims to improve the recognition of the State's award-winning architectural heritage, encouraging sustainable adaptive reuse and increased consideration of the original design intent.

Pymont Bridge and Pymont Fire Station are included on the Register of Significant Buildings in NSW.

6 Built heritage context

6.1 Introduction

The Sydney Metro West line travels under the Pyrmont Peninsula between the proposed stations at Hunter Street and The Bays. The above ground elements of the Pyrmont Station include the integrated station development on the subject site and a services building located at the corner of Pyrmont Street and Pyrmont Bridge Road. The focus of this report is primarily on how the OSD relates to the historic environment, while considering the effect of surrounding development, including the approved station podium.

There are no heritage items located on the site, however, there are many places in the vicinity which are afforded various levels of statutory protection. This report classifies heritage items in the vicinity to include those opposite or adjacent to the site and those within significant views to or from the site.

6.2 Site context

The site is located in a triangular portion of land between Pyrmont Bridge Road, Union Street and Edward Street. The land falls at a steady gradient from Pyrmont Bridge Road in the south to Union Street in the north. It is characterised by an irregular grid pattern, formed from remnant gridded street lines intersecting with Pyrmont Bridge Road and Darling Drive. To the north and east, the site is bound by larger scale blocks opened up by public walkways and recreational foreshore / parkland areas.

The proposed development is in the vicinity of various heritage buildings of Commonwealth, State and local significance and the Pyrmont Heritage Conservation Area. The heritage buildings in the vicinity of the site range from five storey (Former Warehouse 'Bank of NSW Stores') to two storeys (Corner Shop and Residence "Charmelu"), with varying heights in between. Open space on the corner of Pyrmont Bridge Road and Pyrmont Street also contains the Samuel Hordern Fountain, which recognises the contribution of its surrounds to the importance of the monument. Though having relatively small streets, the moderate grain of the streetscape allows for view lines and visibly permeable spaces across the Pyrmont Road and Pyrmont Street intersections. The area includes heritage structures built during the initial transition of the suburb from rural to industrial usage, as well as structures built when industry on the peninsula underwent rationalisation and expansion.

In its immediate context, this part of the peninsula is characterised by a mix of brick and rendered masonry buildings that have a heterogenous character in regard to lot size, fenestration, gutter or parapet lines and styles. Openings to the street are inconsistent but buildings maintain a consistent setback. Building heights vary between nine storeys to two storeys and similar sized buildings are often grouped together.

Building types along Pyrmont Bridge Road and Edward Street are predominantly mid-19th or 20th century constructions. Ground levels consist of shopfronts or residential apartments with simple decorations. Recent buildings have taken architectural cues from historical structures and have created restrained decorative shopfronts with simulated ashlar courses, pilasters and relieved panels. Exteriors for all buildings are typically rendered in natural or light tones and mouldings are relatively simplistic. Projections are restrained with a consistent street wall being maintained along blocks.

Fenestrations are unembellished and include modern aluminium sliding, casement or awning frames. Doorways are equally simple and include framing with discreetly inset metal-framed doors with timber and glass leaves. Several buildings have modern metal awnings cantilevered on steel joists. The major exception to this streetscape is 11 Pymont Bridge Road. This structure is known as the Pymont Bridge Road Hotel, which includes decorative glazed tiling and a timber façade extension.

Windows and balcony's typically have metal framing with monochrome colour palettes, such as silvers, whites, blacks or greys (63, 67, 71, 104 Edwards Street). Strong horizontal lines are present across most of these structures. More modern structures have attempted to alleviate the horizontality by including vertical elements and in the form of envelope projects across street facing facades, such as the balconies at (104 Edward Street and colonnades at 21 Pymont Bridge Road).

The late 20th and early 21st century structures present on the southern side of Union Lane are characteristically distinctive from other developments in the immediate area. Adjacent to and forming part of the Pymont Star Casino precinct, these structures include highly contemporary design features, such as projecting alloy metal screens, glass curtain walls, masonry panelling and glass awnings (60 Union Street and 49 Union Street). This use of materials and dimensions is distinct from earlier ninetieth and twentieth century rendered facades.

Table 6-1 Significant views to the site

View	View description and proposal location
	<p>Intersection of Harris Street and Pymont Bridge Road looking east</p> <p>The proposed development will be visible in this view framed by the Dunkirk Hotel and Quarryman's Hotel to the left and the mature trees on the right.</p> <p>The proposed development will form the backdrop of this view.</p> <p>Desired heritage outcome: The tower should be finely detailed and as slender as possible to reduce the impact of excessive bulk and scale on this view.</p>
	<p>Pymont Bridge Road looking east at Pymont Street.</p> <p>The proposed development will be visible in the centre of this view.</p> <p>Desired heritage outcome: The robust forms of the Former John Taylor Warehouse and Former Bank of NSW stores to the left of the view provide a strong counterpoint for the proposed development where the podium form can respond to the solid street edge and consistent height.</p>

View

View description and proposal location



Pyrmont Bridge Road looking east at west end of former Bank of NSW Stores

The proposed development will be located on the left-hand side of this view.

Desired heritage outcome: The proposed development should respond to the consistency of height and building form through this view which progress from the massive forms of the Warehouse and Stores building to the lower scale hotels and terraces.



View from Pyrmont Bridge looking west

The proposed development will be visible in the centre of the view across the State Heritage listed Pyrmont Bridge.

Desired heritage outcome: The tower element should minimise impacts to open sky at the end of this view.



Looking west from Pyrmont Bridge

The proposed development will be prominent in this view.

Desired heritage outcome: The new building should respond to the verticality of the Pyrmont Bridge Hotel's tower whilst retaining a human scale at ground level. It should not try to mimic materiality or detailing but provide a contemporary and somewhat neutral background to this view so as not to detract from the prominence of the Pyrmont Bridge Hotel.

The bulk of the podium and height of the tower should respond to the slope of the site and the height of adjacent development, gradually rising up Pyrmont Bridge Road.

View

View description and proposal location



Looking west from Pyrmont Bridge Road and Harwood Street

The proposed development will be located in the view bound to the left by Former Pyrmont Bridge Road Hotel and Former Bank of NSW Stores.

Desired heritage outcome: The new building should respond to the strong street edge of solid masonry with regular vertical openings demonstrated by these buildings.



Union Square looking east towards CBD surrounded by low scale historic development

The proposed development will be located to the right of this view and has the potential to significantly impact the scale of the setting. The Pyrmont Post Office and other heritage items that constitute the built form around the square will also be impacted by the development.

Desired heritage outcome: The tower should be as slender as possible when viewed from this angle.



Looking east along Union Street at Edward Street with shop, terraces and former hotel framing the view

Desired heritage outcome: New development should maintain the openness of this view such that the consistently lower-scale built edge and tree-lined street edge can be retained.



Looking north along Pyrmont Street at Bunn Lane

Desired heritage outcome: The proposed development is located to the right of this view and should respond to the strong street edge. Horizontal elements, such as parapets, sills or expressed structure, should respond to the parapet line and horizontal banding of Former John Taylor Warehouse.

6.3 Identified Heritage Places

The proposed development is located in the vicinity of a number of heritage items of various listings. This report classifies heritage items in the vicinity to include those opposite or adjacent to the site and those within the immediate visual catchment of the proposed development. Figure 6-1 and Table 6-2 provide additional details about the site, heritage items and their relative spatial relationships.

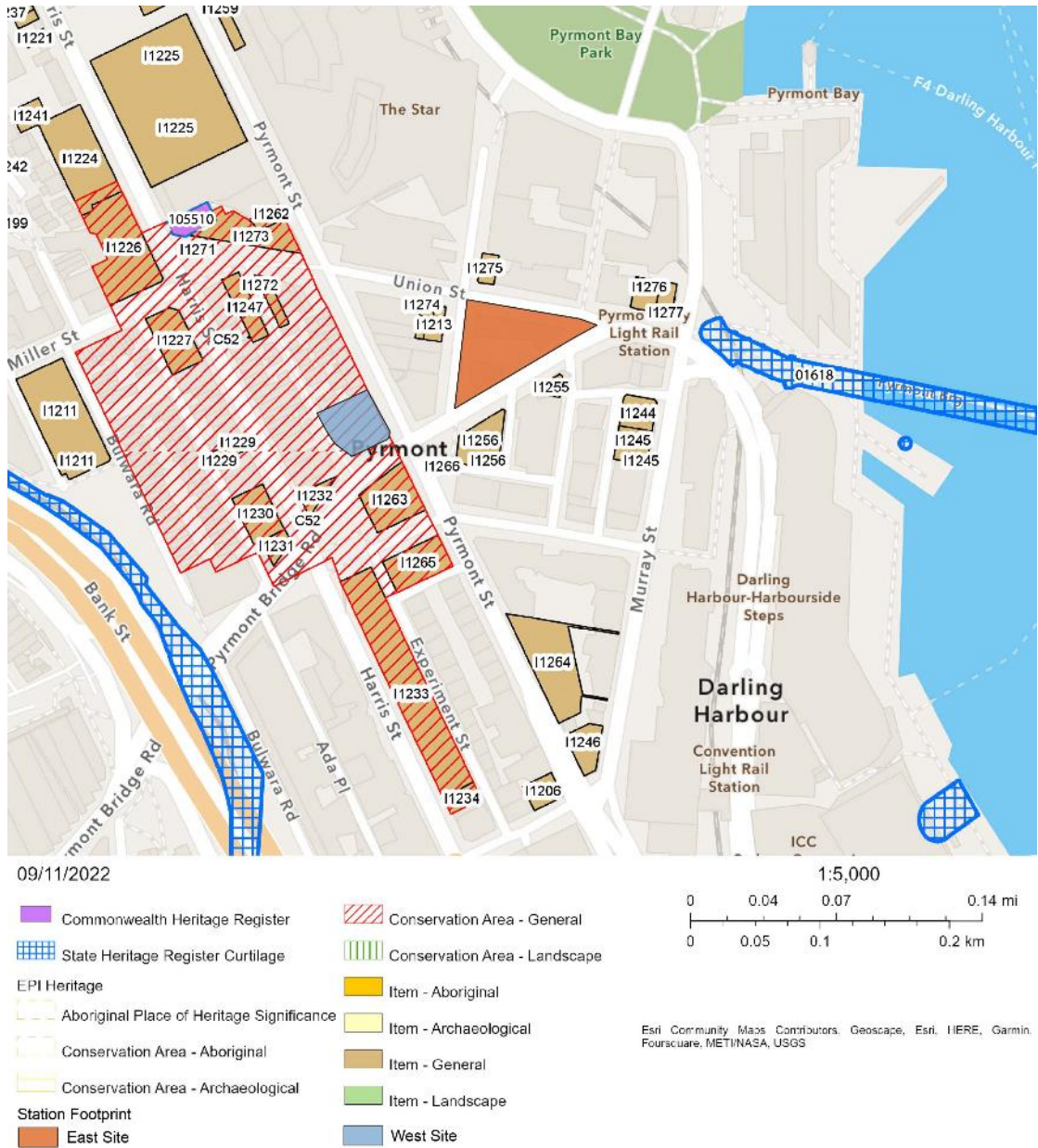


Figure 6-1 Plan showing heritage items in the vicinity of the site.

Source: MOATA

Table 6-2 Heritage places in the vicinity of the site

Register /Listing	Item Name	Item Number
Commonwealth Heritage List	Pymont Post Office*	105510
State Heritage Register	Pymont Bridge	01618
	Pymont Post Office	01440
Sydney Local Environmental Plan 2012, Schedule 5	Pymont Bridge Hotel	I1277
	Terrace Group	I1276
	Former New York Hotel	I1275
	Corner shop & residence 'Charmelu' (35 Union Street)	I1213
	Terrace Group	I1274
	Pymont Bridge Road Hotel	I1255
	Former warehouse 'Bank of NSW Stores'	I1256
	Samuel Hordern Fountain	I1266
	Former industrial building 'Waite & Bull'	I1263
	Pymont Fire Station	I1265
	Quarryman's Hotel	I1232
	Dunkirk Hotel	I1231
	Terrace group	I1230
	Shop & residence group	I1233
Pymont Heritage Conservation Area	C52	

*Pymont Post Office is included on the Commonwealth Heritage List and State Heritage Register. Whilst dual listing is unusual, the purpose of this table is to record the listings as documented in publicly available databases.

6.4 Significance of heritage places

Statements of significance for heritage listings in the vicinity of the development are presented below. These statements of significance have been sourced from the State Heritage Inventory.

Table 6-3 Significance of assessed heritage places

Significance of heritage Items in the vicinity

Pyrmont Post Office

Address: 148 Harris Street, Pyrmont, NSW, 2009
 Item No. 5051299
 Commonwealth Place ID 105510
 SHR: 01440
 Designer/Maker: NSW Government Architects Office under Walter Liberty Vernon
 Construction: 1901



Proximity/Location

Located on Harris Street approximately 160m northwest of the proposed development

Statement of Significance

Pyrmont Post Office is significant at a State level for its historical associations, strong aesthetic qualities and social value.

Pyrmont Post Office is linked with the original post office established in 1852, and as such is associated with the early development of the Pyrmont/Ultimo area. Pyrmont Post Office is historically significant because it is associated with the population growth in the area during the late nineteenth century, which was the result of its development as a key industrial and warehouse suburb in Sydney. The Post Office was also an important part of the consolidation of communications services to the Pyrmont/Ultimo community. The building has a history of continuous original use that spans almost a century.

The unusual architectural footprint of the building reflects the difficulty with designing and constructing new buildings in already well-established suburbs in Sydney. Pyrmont Post Office also provides evidence of the development of workers' conditions in NSW, particularly with regard to the level of self-containment of the residence.

Pyrmont Post Office is aesthetically significant because it is a distinctive example of the Federation Free Style of architecture, and makes an important contribution to Pyrmont's historic civic precinct. The architectural style and prominent location of the post office also make it a local landmark. Pyrmont Post Office is also associated with the NSW Government Architect's Office under Walter Liberty Vernon, a key practitioner of the Federation Free Style of architecture.

Pyrmont Post Office is also considered to be significant to the community of Pyrmont's sense of place.

Pyrmont Bridge

Item No. 5053337
 SHR: 01618
 Designer/Maker: Percy Allan; Engineer in Chief, Department of Public Works
 Construction: 1899-1902



Significance of heritage Items in the vicinity

Proximity/Location

Located on Darling Drive within line of sight, approximately 110m east of the proposed development

Statement of Significance

Pymont 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, Pymont Bridge is closely associated with the economic and social development of Sydney at the end of the 19th century.

Pymont 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 Pymont 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, Pymont Bridge retains its essential heritage values.

Pymont Bridge Hotel

Address: 94-96 Union Street, Pymont, NSW, 2009

Item No. 2424486

LEP: 11277

Designer/Maker: Unknown

Construction: Early 20th Century



Proximity/Location

Located on Union Street, approximately 70 metres from the eastern station site and within line of sight.

Statement of Significance

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

Terrace Group including interiors (33 Union Street)

Address: 31-33 Union Street, Pymont, NSW 2009

Item No. 2424571

LEP: 11276

Designer/Maker: Unknown

Construction: c.1880



Proximity/Location

Located on Union Street, approximately 60 metres from the eastern station site and within line of sight.

Statement of Significance

Significance of heritage Items in the vicinity

The building dates from one of the key periods of the development of Ultimo/Pymont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a mid-Victorian terrace which makes a positive contribution to the streetscape.

Former New York Hotel including interiors

Address: 50 Union Street, Pymont, NSW, 2009

Item No. 2424484

LEP: I1275

Designer/Maker:

Construction: 1875 - 1910



Proximity/Location

On Union Street across from the eastern station building site, approximately 20 metres away and within line of sight.

Statement of Significance

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

Corner Shop Residence 'Charmelu' (35 Union)

Address: 63-67 Edward Street, Pymont, NSW 2009

Item No. 2424389

LEP: I1213

Designer/Maker: Unknown

Construction: c.1880s.



Proximity/Location

On Union Street across from the eastern station building site, approximately 25 metres away and within line of sight

Statement of Significance:

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

Significance of heritage items in the vicinity

Terrace Group (92 Union Street)

Address: 92 Union Street, Pyrmont, NSW, 2009

Item No. 2424700

LEP: I1274

Designer/Maker: Unknown

Construction: c.1880



Proximity/Location

On Union Street across from the eastern station building site, approximately 30 metres away.

Statement of Significance

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

Pyrmont Bridge Road Hotel

Address: 11 Pyrmont Bridge Road, Pyrmont, NSW, 2009

Item No. 2424362

LEP: I1255

Designer/Maker: John Merriman – Council Architect

Construction: 1914



Proximity/Location

On Pyrmont Bridge Road across from the eastern station building site, approximately 20 metres away and within line of site.

Statement of Significance

The building dates from one of the key periods of the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a Federation hotel designed by the City Architect which makes a positive contribution to the streetscape and demonstrates Pyrmont as a predominantly industrial and warehouse suburb populated by working class people employed in the local area.

This corner hotel is a good example of a working-class suburban Federation-era hotel building designed by the city architect. It is representative of the typical hotel in Pyrmont / Ultimo, occupying a prominent corner location amongst housing and workplace buildings. It is distinctively splayed corner frontage to the intersection is a feature of the local streetscape. High Significance: All original exterior fabric, the overall building form, ground floor public spaces. Medium Significance: All original interior fabric, planning configuration to the upper levels.

Significance of heritage items in the vicinity

Former Warehouse 'Bank of NSW Stores'

Address: 17-21 Pyrmont Bridge Road,
Pyrmont, NSW, 2009.
Item No.2424371
LEP: I1256
Designer/Maker: John Reid and Son
Construction: 1935



Proximity/Location

On Pyrmont Bridge Road across from the eastern station building site, approximately 25 metres away and within line of sight.

Statement of Significance

The building dates from one of the key periods of the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of an Inter War commercial warehouse building which makes a positive contribution to the streetscape.

The former Bank of NSW Archives, built in 1935, is significant as an intact representative of the warehouses and commercial storage facilities that characterised the Pyrmont / Ultimo area from the late nineteenth century until the 1960's. As such, it helps to record the development of the area as an industrial warehouse district close to the central business district and supporting the main business premises in the commercial heart of the city. The building is significant as a good example of the Inter-War Chicagoesque style in a commercial storage building and of the design work of the architects John Reid and Son who also designed the Bank of New South Wales Building.

Samuel Hordern Fountain Including Base and Setting

Address: Pyrmont Street, Cnr Pyrmont
Bridge Road, Pyrmont, NSW., 2009
Item No. 2424682
LEP: I1266
Designer/Maker: W. P. Macintosh, Sculptor
Construction: 1896



Proximity/Location

On the corner of Pyrmont Street and Pyrmont Bridge Road, approximately 30 metres within line of site of the western station site.

Statement of Significance

The fountain dates from one of the key periods of the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a late Victorian public monument associated with a prominent local businessman which makes a positive contribution to the streetscape. An example of nineteenth century civic design consciousness.

Significance of heritage Items in the vicinity

Former Industrial Building 'Waite & Bull' – Former Wool Store 'John Taylor Wool Stores' including interiors and industrial artefacts

Address: 137 Pyrmont Street, Pyrmont, NSW, 2009
Item No. 2424379
LEP: I1263
Designer/Maker: Arthur Blacket
Construction: 1893



Proximity/Location

On the Corner of Pyrmont Street and Pyrmont Bridge Road, within line of western site.

Statement of Significance

This former wool store, erected in 1893, is historically highly significant for its association with the period when Pyrmont was the home of Sydney's wool stores. The wool industry was an invaluable income earner for Australia and in the first half of the 20th century most of the product exported from New South Wales went through Pyrmont wool stores such as this one. The building was designed by Arthur Blacket who was a notable designer in his own right and was a member of a leading family of architects.

The building, with its strongly rectangular facade, emphasis to arches and plain face brickwork, is a good example of the Federation Warehouse architectural style. Being of large scale with vast areas of brickwork and effectively occupying a whole block, the building is a prominent landscape element in Pyrmont.

The former wool store's early use of recessed arches and its structural use of iron, give the place technological significance. Its layout, lighting and the presence of the wool press reflect aspects of warehouse design and wool handling during the period. The McComas and Price Williams Wool Press within the building is one of the largest wool presses known in New South Wales and the only one known to have survived in Sydney from the late nineteenth century.

Pyrmont Fire Station

Address: 145-147 Pyrmont Street, Pyrmont, NSW, 2009
Item No. 4690049
LEP: I1265
Designer/Maker: WL Vernon
Construction: 1906



Proximity/Location

On Pyrmont Street, approximately 80m from western site. In view line to the north of this site.

Statement of Significance

A good example of an early twentieth century functional public building, still used for its original purpose and which, because of its site, forms a dominant element on the Pyrmont ridgeline (Sheedy 1975).

Pyrmont Fire Station, built in 1906, is a rare, relatively intact, example of the larger form of fire station built in the metropolitan area during the first two decades of the operation of the

Significance of heritage Items in the vicinity

Metropolitan Fire Brigade, with only Darlinghurst and Headquarters (Castlereagh Street) Fire Stations being comparable, though the latter has been redeveloped. Its design and layout reflect the state-of-the-art fire station at the turn of the century, as distinguished by a high level of on site residential accommodation for paid firefighters and their families, a high level of hand equipment based on horse drawn technology, permanent stables and a location which is amongst the highest in its vicinity. The development of a paid, organised fire fighting service was a significant stage in the growth of Sydney, giving security to business and property located in the city and allowing the growth of the central business district to continue without increasing the risk of a general conflagration. The Metropolitan Fire Brigade organised the protection of the city around the extremities of the central business district. Pyrmont Fire Station is a very good example of Federation Free style architecture, as seen in the landmark tower, parapet gables, contrasting use of brick and stone, variegated voussoirs and multipaned upper sash windows. The building is significant for having been designed by notable NSW Government Architect WL Vernon. Owing to its distinctive design and prominent location not only on an intersection but on the Pyrmont ridge, the station is a significant visual element in the Landscape (RNE 1978).

Quarryman's Hotel

Address: 214-216 Harris Street, Pyrmont, NSW, 2009
Item No. 2424385
LEP: I1232
Designer/Maker Spain, Cosh and Minnett
Construction: 1912-1913



Proximity/Location

On Harris Street, opposite Terrace Group, approximately 45m from western site. In view looking east along Pyrmont Bridge Road.

Statement of Significance

The Quarryman's Hotel dates from one of the key periods of the development of Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It also dates from the key period of hotel rebuilding by the breweries in NSW in the early 20th century. Designed by Spain, Cosh and Minnett, it is a good example of a Federation Arts and Crafts style hotel, at a prominent corner site which makes a positive contribution to the streetscape.

Dunkirk Hotel

Address: 205-207 Harris Street, Pyrmont, NSW, 2009
Item No. 2424386
LEP: I1231
Designer/Maker: Unknown
Construction: 1914



Proximity/Location

On the corner of Harris Street and Pyrmont Bridge Road, approximately 65m from western site. In view looking east along Pyrmont Bridge Road.

Significance of heritage items in the vicinity

Statement of Significance

The building dates from one of the key periods of the development of Pyrmont as a direct result of the subdivision of the Macarthur Estate. It is a good example of an altered Federation Hotel located on a prominent corner site which makes a positive contribution to the streetscape.

Terrace Group 201 Harris Street

Address: 189-203 Harris Street, Pyrmont, NSW, 2009
Item No. 2424427
LEP: I1230
Designer/Maker: Unknown
Construction: 1875



Proximity/Location

On Harris Street, opposite Quarryman's Hotel, approximately 60m from western site. No available line of sight.

Statement of Significance

The building dates from one of the key periods of the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a mid-Victorian terrace which makes a positive contribution to the streetscape.

Shop & Residence group

Address 224-302 Harris Street, Pyrmont, NSW, 2009
Item No. 2431132
LEP: I1233
Designer/Maker: Unknown
Construction: 1860-1870



Proximity/Location

On Harris Street, approximately 90m from western site. No available line of sight.

Statement of Significance

The building dates from one of the key periods of the development of Ultimo/Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a mid-Victorian terrace which makes a positive contribution to the streetscape.

Pyrmont Heritage Conservation Area

Address: Bulwara, Union and Pyrmont Streets, Pyrmont, NSW, 2009
Item No. 2424801
LEP: C52
Designer/Maker: various
Construction: 1860-1890

Proximity/Location

Statement of Significance

The area dates from one of the key periods of development of Pyrmont as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a mid to late Victorian working-class community consisting of both residential and commercial buildings

Significance of heritage Items in the vicinity

which are largely intact and make a positive contribution to the streetscape. Heritage listed Federation buildings also represent a key period of development in the area linked to the widening of Pymont Bridge Road.

7 Historical context

7.1 Historical summary

The Stage 2 CSSI Application provided a detailed summary of the site's history. The following summary has been reproduced from the *Sydney Metro West – Major civil construction work between The Bays and Sydney CBD, Technical Paper 3, Non-Aboriginal Technical Report*, Artefact, October 2021.

7.2 Aboriginal history pre-1788

The Gadigal people of the Darug Nation are the traditional owners of the land now known as the City of Sydney. The fertile coastal environment of the area stretching from Port Jackson to Petersham was inhabited and cultivated by the Gadigal people for thousands of years prior to European contact.⁴ The region provided plentiful sources of fish, game and the necessary resources for the establishment of camps, the creation of tools, and to maintain trading relationships with other clans.⁵ Thousands of years of Indigenous presence on the continent are reflected in the hundreds of recorded Indigenous sites throughout the city, which represent both pre-contact and post-contact places of significance.

European settlement had a destructive impact on the Indigenous population – causing the displacement of Indigenous peoples from their ancestral lands, violence and conflict over land ownership, and the introduction of disease which decimated and fragmented local Indigenous populations.⁶

Aboriginal people persisted through this turmoil and continued to live in the urban environment of Sydney as the colony grew into a city and continue to live in this city and surrounding areas to the present day. Sydney has taken on a new meaning as a place of reconnection and reunion, and of opportunity and community. Suburbs like Redfern in particular, have forged important identities in the continued struggle of Indigenous peoples to receive land rights and civil rights.⁷

7.3 Post-contact history

7.3.1 Colonial settlement (1788-1852)

Following the establishment of a colony at Port Jackson, Governor Arthur Philip declared the boundaries of the township in 1792.⁸ Despite its proximity to the settlement, Pyrmont was initially excluded from this township. Its development in the early nineteenth century was slow and would be driven largely by its proximity to the colonial port of Sydney and the surrounding deep waters of Darling Harbour and Black Wattle Bay.

The first land grants on the peninsula were given in 1794 to John Malone, William Mitchell and Thomas Jones, who were all soldiers of the NSW Corps. Access into Pyrmont during these early years was likely facilitated by water ferries. Early accounts

⁴ City of Sydney, "Aboriginal Histories," 2017. Accessed online 01/04/2021 at <https://www.cityofsydney.nsw.gov.au/history/aboriginal-histories>

⁵ Aboriginal Heritage Office, "A brief Aboriginal History," 2006. Accessed online 01/04/2021 at: <https://www.aboriginalheritage.org/history/history/>

⁶ City of Sydney, "Aboriginal Histories"

⁷ Ibid

⁸ Weir Phillips Architects and Heritage Consultants, "Heritage Impact Statement: 212 Harris Street, Pyrmont" (March 2012). p3

of the peninsula record a distinct Aboriginal presence, particularly in connection with the use of 'Tinkers' Well', a natural spring located on the south-western side of Pymont Hill, facing Glebe.⁹ The concentration and centralisation of European land ownership had accelerated changes to Pymont. Acacias were felled earlier in the area for the construction of wattle and daub huts in Sydney Town.

In July 1799, John Macarthur acquired that portion of the peninsula which had originally been granted to Thomas Jones and was to become the Pymont Estate. Despite Macarthur's ownership of the land, it appears that he had not taken much account of the grounds as it took a visit seven years later, in 1806, for a natural freshwater spring to be identified during a picnic near the northern point of the peninsula. The land on which he undertook this activity was comprised of gentle green hills, a result of Aboriginal fire stick farming techniques. The presence of the spring prompted the naming of the peninsula 'Pymont' after a spa town in northern Germany, known for its fine mineral spring. Following his acquisition of the entire peninsula, John Macarthur then named the adjacent bay after his wife, Elizabeth.



Figure 7-1 Extract of a panorama by James Taylor showing Cockle Bay now Darling Harbour) ca. 1819-20. This panorama shows the windmill financed by John Macarthur on the crest of the peninsula

Source: Accession No. ML 941, SLNSW

A feature of the peninsula, and often a feature of early artworks, was a stone windmill overlooking Cockle Bay, commissioned for John Macarthur in c. 1807 and later operated by Mr. Blaxcell (see Figure 7-1).¹⁰ The windmill worked for a short time, milling wheat and other cereals, before falling into ruination by the 1820s.¹¹ In the early nineteenth century, it was the most substantial building on the peninsula and, despite its short operating time, would create something of a romantic image of the early peninsula and was associated with leisure activities such as picnicking.¹² By the 1830s, a house had been built on the peninsula known as Newstead. The structure

⁹ Shirley Fitzgerald, "Pymont": entry in the Dictionary of Sydney. Dictionary of Sydney and City of Sydney, 2008. Accessed online 06/04/2021 at <https://dictionaryofsydney.org/entry/pymont>.

¹⁰ The Sydney Gazette and New South Wales Advertiser, "Classified Advertising", 28 March 1818, p.2.

¹¹ The Sydney Gazette and New South Wales Advertiser, "Australian Politics", 24 May 1826, p.2.

¹² Truth, "Old Chum", 26 October 1912, p.10.

was described as opposite Market Wharf and would eventually include a private wharf and would more commonly be known as 'Mrs Bunn's House' (see Figure 7-2).¹³

In the years after John Macarthur's death (1834), much energy was expended to develop Pymont in alignment with advances taking place in the settlement of Sydney. In the same year, some of the first offers for the quarrying of Pymont sandstone were advertised by the Macarthur family.¹⁴ In the same year, one of Macarthur's sons, Edward, while residing in London, drew up plans for a residential development of the Estate, dividing the land into areas that catered for rich and poor residents and forbidding the erection of 'barracks or houses of correction'.¹⁵ This plan reflected certain class prejudices championed by the Macarthur family. Ultimately, however, the plan was unsuitable and a second plan comprising one hundred and one allotments was devised in 1839.

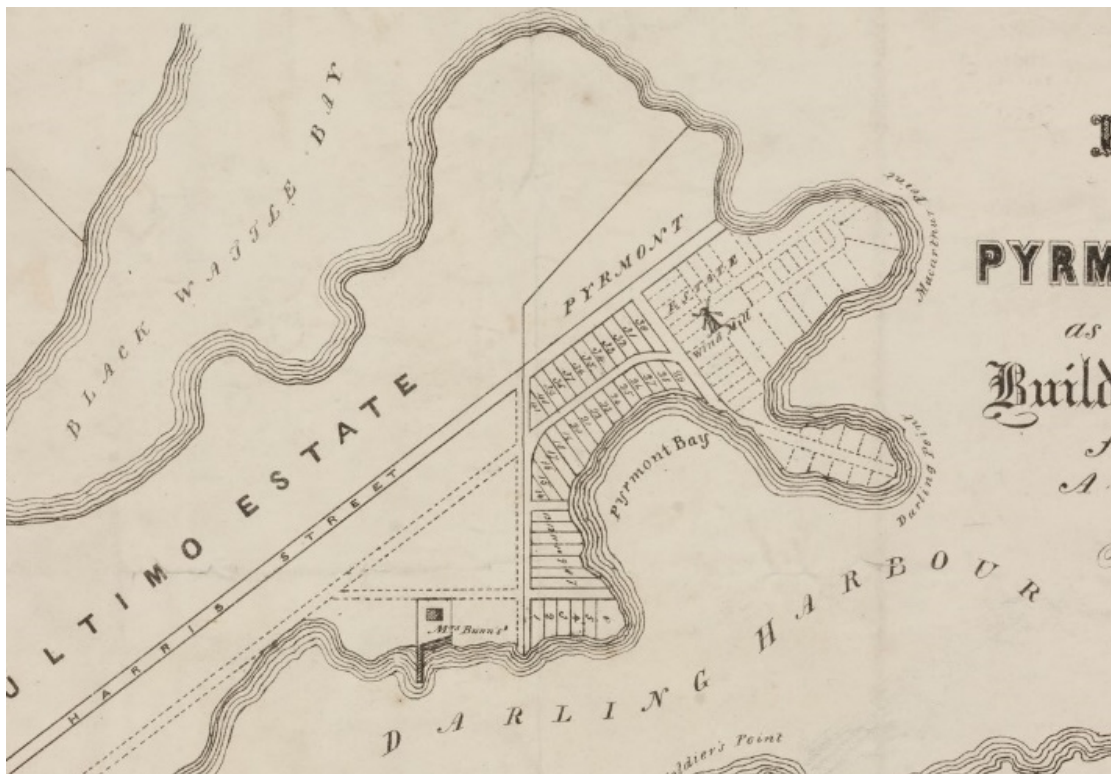


Figure 7-2 Extract of a lithographic image showing the earliest subdivision on the Pymont peninsula. This plan shows the windmill still in existence and Mrs Bunn's property and wharf, c. 1839

Source: SLNSW Accession Number: FL369963

The first auction of land in Pymont was held in December 1839 and was for the development of forty-one lots on the western side of Darling Harbour.¹⁶ Twenty-seven of the lots had frontages to Darling Harbour while the remaining fourteen were reserved for road frontages. The advertisement made apparent the mercantile opportunities available and provided deep setbacks that could cater for slipways,

¹³ Sydney Morning Herald, "Building Materials" 7 September 1835, p.4.

¹⁴ Commercial Journal and Advertiser, "Notice", 1 June 1836, p.1.

¹⁵ Hazel King, *Elizabeth MacArthur and her World*, SUP Sydney 1980, p.173, via Anglin Associates Urban Design and Planning Consultants, "Pymont and Ultimo Heritage Study, Final Report, Volume two: Thematic History", prepared for the City of Sydney in 1990, p.6.

¹⁶ The Sydney Morning Herald "Domestic Intelligence", 11 December 1839, p.2.

jetties, timber yards, ship-building yards, or sites for the construction of steam mills, Bond stores and wharfs.¹⁷

The industrial character of Pyrmont's developed early and was led by activities around the foreshore. John William Russell, a Sydney shipbuilder, purchased Lots Seven, Eight and Nine of the Pyrmont Estate fronting Pyrmont Bay. Russell was to build a shipwright's yard and accompanying jetty into the bay, along with two houses and shops. Similarly, between 1839 and 1843, shipbuilder Thomas Chowne was to lease Lot 36 of the Pyrmont Estate facing Johnstons Bay for a similar purpose.

Like many areas outside of Sydney, residences in Pyrmont grew out of the expansion of industry and the necessity for labourers to live in close proximity to places of work. The work force in Pyrmont soon became quite substantial and, following petitions in 1844, Pyrmont was officially incorporated into the City of Sydney as a permanent population. The construction of important civic and social buildings began to anchor the community. Among other structures, this notably including a Scottish Presbyterian Church, built in 1842, that serviced the local Scottish emigre population. At this time, the Scottish population were generally limited to ballast extraction.

In February 1846, the Hunter River Steam Navigation Company - which was re-formed as the Australasian Steam Navigation Company in 1851 - had built a shipyard on Pyrmont's eastern side.¹⁸



Figure 7-3 Oil-based painting by an unknown author of Pyrmont and in 1845 showing early developments on the Pyrmont Peninsula

Source: SLNSW, call number: ML 377

¹⁷ The Sydney Gazette and New South Wales "Sales by Auction", 26 November 1839, p.3.

¹⁸ Anglin Associates Urban Design and Planning Consultants, "Pyrmont and Ultimo Heritage Study, Final Report, Volume two: Thematic History", prepared for the City of Sydney in 1990.

7.3.2 From rural to industrial (1853s-1887)

During 1853, the Sydney Railway Company resumed fourteen and a half acres of the Ultimo Estate for a railway line to Darling Harbour. The line linked to a wharf on the western side of the harbour that was used to load and unload materials and move them directly onto the railway line. The works required reclaiming land along the eastern side of the peninsula, leaving a small reserve of water that would later be in filled (see Figure 7-4).



Figure 7-4 Map of City of Sydney by Woollcott and Clark in 1855 showing housing and industrial development restricted to the north of Union Street. The proposed railway line extension and ASN's occupation of Darling Island

Source: City of Sydney Archives, Unique ID A-00880472)

By the 1850s, quarrying became a more substantial industry. Operations were to expand when Charles Saunders purchased land from the Harris family in 1853, eventually coming to own most of the quarries on the peninsula. The qualities of

Pymont sandstone were extolled when the former Colonial Architect to New South Wales, Edmund Blacket, insisted on the use of Pymont Sandstone in 1855 to replace the steps to the Australian Museum. This and Blacket's work on the University of Sydney buildings were responsible for raising the profile of Pymont Sandstone and greatly expanding pits along western and northern parts of the peninsula.

The same year, Saunders acquired a contract to fill in the land bridge between the mainland and Darling Point for the Australasian Steam Navigation Company (ASN), who had established a 100-metre slipway and associated docking and engineering depots (see Figure 7-4). Located on the periphery of Sydney, other industries saw the advantage of opening in close proximity to the city, deep water wharfage and railway infrastructure. John Fyfe and Sons, for example, established their foundry at Pymont in 1855.

After undergoing a lengthy lobbying and construction process, in 1858, the Pymont Bridge was opened under the management of the Pymont Bridge Company. The structure was made from timber and wrought iron and included a central swinging mechanism approximately 33-metres long that allowed ships to pass through it. The chief designer of the bridge was Edward Orphan Moriarty, Engineer in Chief of the Harbours and Rivers Branch of the NSW Department of Public Works.¹⁹ The bridge was tolled but provided direct access between Sydney and the peninsula, further improving the industrial appeal of Pymont which, during the 1850s, saw its population continue to rise in line with industrial developments.



Figure 7-5 Extract of an image at the Pymont bridge 1874

Source: SLNSW accession number SPF/838

Pymont experienced modest population growth in the 1860s, giving rise to demands for various services and facilities. In 1862, the construction of the Glebe Island Bridge, also known as Blackbutt Bridge for its extensive use of Tasmanian Blackbutt, was completed. The design was also by Edward Orphan Moriarty in his capacity as

¹⁹ Empire, The Pymont Bridge, 10 February 1858, p.2.

Engineer in Chief. As with the Pyrmont Bridge, the opening span was set on a wrought iron mechanism, designed to allow shipping into Blackwattle Bay.²⁰

In the same year, Pyrmont Street, Harris Street and Union Street were officially formed with kerbs and guttering, an activity that had been seen as necessary shortly after the construction of the Pyrmont Bridge but which hadn't been acted upon until the construction of Blackbutt Bridge.²¹ During the mid-1860s, a police station was established and the area's first school, located in Mount Street, was opened in 1868. Around the same time, Reverend Dunmore Lang's weatherboard Presbyterian Church opened its doors and the St Bede's Roman Catholic Church in Pyrmont Street commenced services in 1867.²² Despite these substantial improvements, most of the population was still sited north of Union Street and east of Harris Street.

The City Iron Works opened in 1870 on Johnstons Bay. The ironworks were responsible for processing scrap iron and reconstituting it into new iron bars. A description of the process was provided in a newspaper article of the day:

“The mill machinery is heavy, expensive, and of the most modern description. It includes a 50 horse-power engine, carrying a 12-ton fly-wheel, which drives the rolls of all descriptions; two donkey-engines; a two-ton steam hammer for “blooming” the scrap iron and for forgings; two mill furnaces and one puddling furnace. The engines are supplied from four large Cornish boilers.”²³

The City Iron Works expanded the heavy industrial character of Pyrmont, adding a scale of industry similar to the shipbuilding yards run by ASN on Glebe Island. In the 1870s, public commentary felt that heavy industries and manufacturing had finally begun to develop properly in NSW and that much of this progress was being seen in Pyrmont.²⁴

Like many localities, it was not until the mid-1870s that water reticulation mains were extended into Pyrmont and other inner-city suburbs such as Ultimo, Paddington and Surry Hills. Public demand for reticulation was driven by a fear of street fires, more than arguments for hygiene or domestic convenience.²⁵ Other urban amenities, such as gas lighting and sewerage piping, were also being introduced into the city. These actions were the purview of the Sydney Municipal Council and they were beginning to change the residential character of the suburb.²⁶

In 1878, the Colonial Sugar Refinery Company (CSR) opened a large new refinery at Pyrmont. At the time, it was one of the largest and most sophisticated industrial manufacturing complexes in Sydney, designed and supervised by Mr. Fredrick Poolman. The structure was located at the former Chowne's Point, the shoreline having been remodelled to accommodate the new structure. The new complex consisted of two deep water wharfs, a stone store, divided into two as a precaution against fire, large hydraulic lifting machinery, a nine-storey refinery building and various offices for the managers and clerks.²⁷

²⁰ Empire, Glebe Island Bridge, 25 February 1862, p.2.

²¹ The Sydney Morning Herald, 17 January 1859, p.3.

²² Anglin Associates Urban Design and Planning Consultants, “Pyrmont and Ultimo Heritage Study, Final Report, Volume two: Thematic History”, prepared for the City of Sydney in 1990, p.13

²³ Illustrated Sydney News and New South Wales Agricultural and Grazier, “New South Wales Industries: The City Iron Works, Sydney”, 15 April 1879, p.14.

²⁴ The Sydney Morning Herald, “Manufactures”, 15 March 1878, p.3.

²⁵ Empire, “Fires and No Water Supply”, 2 May 1871, p.3.

²⁶ The Sydney Morning Herald, “Sydney Municipal Council”, 2 Aug 1879.

²⁷ Australian, Town and Country Journal, 26 January 1879, p.25.

Between these three industries, and some other smaller enterprises, the eastern foreshore of the peninsula was substantially altered, and the heavy industry character of the peninsula predominated by the 1880s.



Figure 7-6 Extract of panorama from Pyrmont peninsula, taken from Sydney University Tower c.1875. The image shows the industrial nature of the northern promontory and the undeveloped land on the centre of the peninsula

Source: NSW State Archives, Accession No. FL420439 SR



Figure 7-7 A sketch of the CSR refinery in 1878. When opened it was the most substantial industrial complex on the northern end of the peninsula

Source: Australian Town and Country Journal, 26 January 1879, p.25

7.3.3 Rationalising and expanding (1888-1970)

By the 1890s, Pyrmont had a population of over 19,000 people in less than 4,000 dwellings, representing a densely populated township. At this time, with the booming population and growing industry, much of the early housing stock was rebuilt and replaced with brick terraces to make more efficient use of space. Competition also ensued between extant residents and industry over increasingly desirable and scarce land.

The shift of Sydney Harbour's commercial focus from Circular Quay to Darling Harbour during the 1880s and 1890 was brought to a head by the outbreak of bubonic plague in Sydney in 1900, which saw the creation of the Sydney Harbour Trust and the resumption of harbour foreshores and facilities. Wool storage was to become a dominant feature on the peninsula and, from the 1890s to the 1930s, numerous wool stores were constructed, extended and in some instances rebuilt. Grain and sugar, too, were to circulate through various facilities on the peninsula, as was coal. This commodity was sent to the Government wharves that faced Pyrmont Bay, at the east end of Union Street after 1891, when the rail line was extended.

From 1903, the Sydney Harbour Trust was to gradually extend a section of roadway from Pyrmont Bridge at Union Street northward around the peninsula's perimeter to service berths seven to 25 as they were constructed. Many of the wharves resumed by the Sydney Harbour Trust were rebuilt in 1906.

In the face of rising commercial and industrial establishments, local amenity was to be marginally improved. The old Pyrmont baths, built in 1875 by the council, were demolished and rebuilt in 1902; a tramline was extended along Harris Street to Pyrmont Point in 1901. In 1904, the Pyrmont Power Station - constructed to supply power to the city - commenced operations.

Situational advantages were also to attract flour mills including the Davey Flour Mills, which moved into a former pickle factory in 1907. Davey's premises were rebuilt in 1911 after a fire destroyed the original factory. Later, the Gillespie Brothers 'Anchor Flour Mills' was built at 52 Union St Pyrmont; it incorporated twenty concrete silos fronting Edward Street.

CSR, however, was to become the most important industrial 'resident' on the peninsula in terms of landownership. By 1900, the sugar giant owned land on the old Macarthur Estate as well as adjoining portions of the Harris Estate. While demolishing a substantial quantity of nineteenth century housing, CSR provided some of its workers with accommodation. Between 1902-11, for example, numbers 14 to 34 Jones Street were built by the company as was a substantial house for the Pyrmont Refinery manager (in 1909) between Harris and Mount Streets, atop a ridge. Between 1911 and 1913, CSR brought houses on Bowman, Harris, New, McCredie, Harvey, Little John and Mount Streets from the Camden Park Estate (the Macarthur family company, which had purchased the Macarthur family's Pyrmont Properties in 1903).



Figure 7-8 The industrial waterfront around the promontory at Pymont

Source: State Archives, Accession number: FL2555383

Most of CSR's property investment on the peninsula, however, was directed at developing its refinery and associated facilities. By 1911, CSR's Pymont facilities consisted of a refinery between Bowman Street and Johnstons Bay (to the west of Harris Street); a Bone Char Factory (on the southeast corner of Abattoir Road and Bowman Street); a cooperage and distillery (on the west side of Jones Streets between Saunders Quarry and Bowman Street); and stables next to 71 John Street. Thus, by 1920, CSR had become the largest industrial landholder on the peninsula, owning more than 20 acres (44 hectares). By 1957, CSR, owned 31 hectares (or 68.2 acres) on the peninsula.

In terms of housing, little provision was made for this type of development between the close of World War One and the 1970s. Way's Terrace, completed in either 1926 or 1927, was built by the City of Sydney Council on land purchased in 1916 from the Church of England. Designed by Professor Donald Leslie Wilkinson, Dean of the Faculty of Architecture at the University of Sydney, this terrace block was located between Ways Lane and Point Street.

The loss of inhabitants was symbolised in the closure of the Pymont Public School at John and Mount Streets in 1933. Just as symbolically, work commenced the following year on the construction of the Pymont Incinerator, which was designed by Walter Burley Griffin. The incinerator had the capacity for burning around one hundred and ten tons of rubbish per day.

In the 1930, CSR opened the Caneite Factory near its existing sugar cane and fuel processing facilities. Caneite was a novel construction material, created from the by-product of sugar cane processing. Taking this by-product, materials scientists and engineers working for CSR were able to process the raw material and amalgamate it with binding agents and water to create a particle board with unique qualities. In particular, Caneite would later be adopted as a specialised soundproofing element, when Gyprock and Masonite became more popular alternatives. However, at the time, it was quickly adopted by the construction industry as suitable for wall and ceiling panelling.



Figure 7-9 CSR Caneite factory from Glebe Island Bridge, ca. 1959 / photographed by Max Dupain & Associates

Source: SLNSW, FL14256089

In 1958, the City of Sydney Planning Scheme - a scheme with no legal force - classified the peninsula as being as being two-thirds residential and a third industrial: under the legally enforceable Country of Cumberland Scheme of 1951, however, the peninsula, according to Matthews, was open to wholesale development. Indeed, a 1965 Department of Local Government exhibition plan zoned only one-fifth of the peninsula residential, and this zoning came under the lowest category - 'redevelopment residential'. Thus, it was not surprising that the 1971 City of Sydney Plan labelled the entire peninsula 'industrial', with the exception of Ways Terrace. Ironically, the influx of middle-class residents during the late 1970s and 1980s gave rise to a period of gentrification with associated increases in land values and residential rentals.

7.4 Development of the site

The following historical context has been adapted from the Sydney Metro West – Major civil construction work between The Bays and Sydney CBD Non-Aboriginal Heritage Technical Paper, prepared by Artefact Pty Ltd. This section specifically addresses the historical development of the proposed development site.

7.4.1 Early land grants and land clearing, lease-held farming (1788 – 1878)

The construction site at 37-69 Union Street was originally part of a 24-acre grant to John Malone by Governor Francis Grose in 1794.²⁸ Malone appears not to have carried out any improvements to his property during his tenure, excepting possible clearing or fencing. By 1818, the land had become part of John Harris' 'Ultimo Estate' and was part of his broader pastoral estate. Harris cleared and divided his land into small farms up to one acre in size which he leased out, allowing these farmers to construct accommodation on their portions of land.²⁹ By 1845, there were over 50 dwellings of some form on his estate – most being timber shacks with bark or shingled roofs, though some incorporated more substantial materials of stone and brick. Following the construction of the Pyrmont Bridge over 1855-1858 and the construction of the adjoining Pyrmont Bridge Road in 1859, access to the area from the city was greatly increased and views of the area's desirability began to improve. Speculative subdivision of the land did occur in 1859, with 70 allotments formally created and held by members of the Harris family. At least part of the site was owned by Matthew Harris of Ultimo by 1867, with the other portion being held by John Harris. The site represented the northern part of 59B of the Ultimo Estate and a very small corner of 59A.³⁰

1855-1865 City of Sydney Trigonometry Plans for the surrounding blocks indicate no development on the site – substantial or otherwise – consistent with the subdivision of the Ultimo Estate occurring from the late 1850s onwards.

The movement of industry to the Pyrmont area drove the movement of people to the area around Pyrmont Bridge Road, as people sought to live close to their place of work. Development grew around key centres like the Colonial Sugar Refinery, established in 1877. Evidence of this growth can be found in the variety of buildings which were erected shortly after, including pubs, residential housing and shops.³¹

In October 1877, the southern portion of Block 59B of the Ultimo Estate was leased to George Everett for a term of 50 years. In September 1878, the "term within which buildings [were] to be erected on [the] land" was extended for two years for Everett, with the condition that they be built of brick or stone and only be erected on the Pyrmont Bridge Road frontage.³² After the passing of John Harris, his part of Block 59B was transferred to Mary Ann Harris. Likely by 1880, according to these terms, and certainly by the 1890s, the site contained brick terrace shops and housing, consistent with the general development of Pyrmont as a working-class suburb alongside growing industry.

7.4.2 Subdivision and development of urban commercial and residential premises (1883-1940)

By 1903, the area is shown to be substantially developed to Union Street with a few smaller buildings to Edward Street. Though changing over time with new tenants and business, newspaper articles from the 1890s onwards illustrate a range of development along Union Street. Number 37 Union Street was the premises of a butcher from 1890 until at least 1907 and, in 1896, the owner, J Cassidy, sought tenders for the removal of a large wooden and iron shed from his site.³³ 41 Union

²⁸ Godden Mackay "26-32 Pyrmont Bridge Road, Pyrmont – Archaeological Research Design," (May 2000), p.20.

²⁹ Ibid.

³⁰ Ibid, p.21.

³¹ Ibid

³² Primary Application Search Book 30115, LPI NSW.

³³ The Daily Telegraph, 'Advertising,' Sat 4 Apr 1896, Page 6.

Street was a mixed business/general store and ice creamery from 1905 into the 1910s and 65 Union Street was a clothing business catering to Seamen/Sailors, owned by F Mason, which operated from the late 1890s into the early 1900s.³⁴ The business use of some of the properties in-between is unclear, but it is known they were at least occupied as residences for the early decades of the twentieth century.³⁵

In June 1913, Arthur Leslie Harris, assumed descendant of the Harris family, acquired an acre of land in Block 59B containing the subject site (2 roods and 23 perches), excepting a site which appears to be at that time resumed by the Municipal Council of Sydney (to the rear, outside of the construction site).³⁶ Another resumption occurred in 1915, in conjunction with plans for the provision of electric lighting in the area. The site of 37-69 Union Street appears unaffected by resumptions for initial road widening of Pymont Bridge Road and Union Street, with plans showing land on the southern side of Pymont Bridge Road was predominately resumed.³⁷

The property remained in the Harris family into the 1920s. From 1922 the property appears to be sub-leased to a John F Smith, Australian Mercantile Co Ltd, and a conveyance to John S Sands in 1929 (the southern portion of Block 59B not part of the construction site). Arthur Harris was sole owner of the subject parcel and land on the other side of Pymont Bridge Road in 1930.³⁸ It would appear, at this time, that Everett's lease had recently expired and note of this is made on the Search Plan accompanying a 1930 Primary Application. By 1930s, images of the site confirm that it's structures were being demolished. The demolition shows that the buildings were largely recycled, removing housing stock that was, at that time, approximately fifty years old. In the following years, throughout the late 1930s, the block was largely cleared, except for a few of the commercial structures that can be shown to still be present on the site in the 1940s (Figure 7-14).

³⁴ Evening News, 'Advertising,' Fri 5 July 1901, Page 1.

³⁵ The Sun, 'Family Notices,' Sun 8 July 1917, Page 8; Sydney Morning Herald, 'Advertising,' Tue 25 Apr 1905, Page 3; Sydney Morning Herald, 'Family notices,' Sat 18 Jun 1904, Page 8.

³⁶ Primary Application Search Book 30115, LPI NSW.

³⁷ Primary Application Search Sketch 30115, LPI NSW.

³⁸ Primary Application Search Book 30115, LPI NSW.



Figure 7-10 Extract from Milton Kent aerial photos. Terrace Housing and Shops located on Union Street, ca. 1920-1930. Portion of the site indicated in red

Source: SLNSW Accession Number: FL8811502



Figure 7-11 Corner of Union Street and Pymont Bridge Road Pymont, 1911

Source: City of Sydney Archives, accession number: NSCA CRS 51/2823



Figure 7-12 October 1930, showing the demolition of buildings on the eastern site from Union Street

Source: City of Sydney, Demolition Books series, accession number: 001725



Figure 7-13 October 1930, showing the demolition of buildings on the eastern site from Union Street

Source: City of Sydney photographic archives, Demolition Books series accession number 001726

In 1950, it is known that Arthur Harris leased the property to M. Fiorelli Pty Ltd (head lease), a wine and spirit supplier, who sub-leased part of the property (33 ¼ perches) to Vacuum Oil Company Proprietary Limited (a predecessor of Mobil).³⁹ The head lease (99 years) included all houses and buildings on the land (the entire site), to be kept “in good and substantial repair and condition in all respects” and was 750 pounds annually. The sub-lease contained the same conditions with the addition of the mention of buildings “erected hereafter.” The division of the site at this time is illustrated in Figure 7-15. A leasehold estate was created by this sub-lease. In October 1969, a different sub-lease was taken out to John Alexander Draper of Cammeray, Contractor.⁴⁰ In 1971, Draper sold his sub-lease to James Wallace Holdings Limited (a construction company) for \$55,000.⁴¹



Figure 7-16 Subject site shown in red showing the open yard and fuel service station. The yard appears enclosed with a large timber fence ca. 1960s

Source: NSW State Archives, Accession Number FL2555989

By 1965, there appears to be hard surface to the majority of the eastern half of the site, with the removal of the former buildings and the construction of what appears to be a triangular building in the eastern half of the site, and an L-shaped rectilinear building in the south-western corner of the site. This is likely associated with the Mobil Oil Australia Ltd ownership of around half of the site, at this time. A 1979 image of the Union Street frontage of the site clearly shows a petrol station was extant by that time (refer to Figure 7-17).

³⁹ Old System Title Book 2374 No 908, LPI NSW.; Advertising in The Rugby League news. Vol. 43 No. 24 (August 25, 1962), p16.

⁴⁰ Old System Title Book 2952 No. 296, LPI NSW.

⁴¹ Old System Title Book 3005 No. 914, LPI NSW.



Figure 7-17 1979 image of Union Street frontage of the site

Source: City of Sydney Archives

Arthur Leslie Harris died in 1971, and his estate was administered by the executors of his will, being E Bentley, GME Harris, AG Harris and M Harris. By 1970, aerials show the site had again been rearranged with the retention of the triangular building, but a new square building to its south, and a rectilinear building to the south-western corner have been constructed. City of Sydney Archives indicate an application was lodged in late 1970 for a new building and carpark for James Wallace Pty Ltd at 37-69 Union Street, 68-74 Edward Street and 2-14 Pymont Bridge Road, representing part of the subject site. Archival photographs indicate that, during 1975, the site appears substantially different and may have been undergoing construction or excavation work.

7.4.4 Modern office buildings (1984-present)

In 1982, the property was acquired by Hardale Proprietary Limited.⁴² In 1983, the company commissioned Goodwin and Southwell architects to design a two-storey and eight-storey building containing flats, swimming pool, amenities and off street-parking for the site. Consent was granted in 1983 but a request for an extension was lodged in 1985. These plans were not carried out. The present building was constructed sometime between 1986 and 1991.

By 1982, the site appears to consist of two asphalted yards to the western half of the site, with the triangular and square buildings still extant. In 1986, the site had been entirely cleared and flattened and three small buildings were located on the north-eastern end of the site fronting Union Street. Archival documentation held by the City of Sydney Archives indicate an application was lodged in 1981 for the erection of two residential buildings containing 45 two-bedroom and seven one-bedroom units at 37-69 Union St Pymont, which may explain this site transformation. Between 1984-1986, an application was also lodged for the use of 69 Union St Pymont as a cabinet

⁴² Primary Application Search Book 56103. LPI NSW.

making showroom and offices, and the erection of a skillion roof extension. By 1991, the presently extant building had been constructed.

Several current or former heritage-listed hotels are located in proximity to the proposed site. Historically, hotels were an important element of the social fabric of Pyrmont, closely associated with the working-class community of the area. Catering to the densely populated area, in the early 1900s there were 27 pubs in Pyrmont alone.

7.5 Urban character development

7.5.1 Pyrmont peninsula

Historically, the subject site and the immediate streetscape has consisted of residential and industrial buildings with small scale commercial and residential amenity built onto street corners or in condensed small developments. This style of urban arrangement was typical of nineteenth century industrial and social planning and can be seen reiterated on adjacent peninsulas around the Sydney Harbour.

The urban form of these developments followed a pattern of planning that was defined by Victorian industrial priorities. Land blocks were created to facilitate access between waterways and the axis of main roads (Pyrmont Bridge Road and Harris Street). Residential development was positioned along the central portions of the peninsula while the waterfronts were dominated by industry complexes and bulk transport infrastructure (wharfs and railways).

Through the early twentieth century, this style of planning was largely retained but it became more governed by planning controls and attempts to rationalise waterfront activities. As industries began to shift from significant local employment space into regional production and shipping facilities, the urban spaces were rationalised, with many complexes being remodelled to be more orderly and some residential blocks being demolished to provide space for new secondary industry developments or revamped transport opportunities.

From 1980s, the Pyrmont peninsula was subject to urban revitalisation, driven by a prominent state-led program in Darling Harbour. The revitalisation efforts were focused on delivering public spaces that made the peninsula attractive for pedestrians and facilitated quaternary industries and service providers. In 1984, low scale but modern office buildings were constructed in the subject site, responding to these new planning priorities.

Though focus had changed, effort was made to retain earlier layers of character at the peninsula that referenced the earlier industrial and social elements of the urban character. Old residential, commercial and light industrial spaces were refitted and adapted to more modern business styles and new buildings were constructed to broadly fit into this existing urban landscape while large industrial complexes were removed and opened for public space. The balance of Pyrmont's current character is more strongly influenced by the urban revitalisation initiated by the 1980s, however, earlier Victorian elements have been effective at drawing sympathetic responses in terms of view lines, setback, mass, building rhythm and height. Elements of these newer developments have nonetheless trended toward an increase in grain, scale and street-walling, occasionally creating a detrimental impact to character.

7.5.2 Existing built fabric and context of the site

The subject site is occupied by a suite of two to three storey, rendered masonry commercial structures, serviced by an interior carpark. The buildings are leased by quaternary providers and commercial retailers that present onto Pyrmont Bridge Road, Union Street and Edward Street.

Lacking vertical relief and having consistent walling, the complex creates rigidly defined street lines at pedestrian level, contributing little to pedestrian amenity. Facades use recessive colours and include a post-modernist styling of fenestrations, apertures, parapets and awnings. The complex's presentation is softened by generous garden beds and wide-crowned street trees. At a distance, these plantings screen the view lines and direct attention toward adjacent streets and prominent corner buildings.

By current standards, the complex is a relatively poor example of sympathetic façade design and removes some potential for permeability. However, in scale, the complex is an effective addition to the street, as it moderates the viewshed from Pyrmont Bridge.

In the vicinity, heritage buildings play an important role in providing context to up-lift and for initiating the development of lower-scale leisure experiences for local residents and workers. Buildings to the south and west of the site, such as Pyrmont Hotel, Charmelu and their associated terrace houses, draw responsive designs from surrounding developments, typically by keeping the corresponding building heights in proportion to the heritage structure and, where necessary, by ensuring a stepping back of massing from the street edge. In this way, they assist in influencing the built environment. At a larger scale, industrial store buildings to the west have had a similar influence over larger, multi-story developments toward the centre of Pyrmont, by drawing proportionate responses, as demonstrated with the former Bank of NSW Stores and the 'Waite and Bull' building.

A similar line of influence exists in the retention of publican and residential buildings (Pyrmont Bridge Road Hotel, Pyrmont Bridge Hotel, Former New York Hotel, 92 Union Street Terrace group and 31 Union Street Terrace group). They assist in the definition of laneway streets while also enabling the reuse of these building, giving claim to urban revitalisation and providing enduring human-scaled design. Both elements are important for the creation of social retreats and a more localised streetscape experience, translating into urban responses such as park benches, street plantings and bike lanes to enhance pedestrian experiences and reinforce human-scale thoroughfares.

8 Heritage impact assessment

8.1 Introduction

The site is located in the vicinity of local, State, and Commonwealth heritage sites. The proposed development is therefore required to respond to the heritage significance of its setting to ensure heritage impacts are minimised. There are currently no heritage-listed buildings within the boundary of the site. Heritage items in the vicinity are related to the 1880s-1930s phase of the suburb, where the industrial and associated residential character of Pyrmont was well-established. The PPPS proposes a significant increase in height and density of development across the peninsula which will challenge the established low-scale residential character across the ridge.

The following assessment evaluates the heritage impact of the proposed development on heritage items in vicinity. Analysis of heritage impact is consistent with the guidelines provided in the Heritage NSW's publication, *Design in Context* and *the NSW Heritage Impact Assessment Criteria*. The development is also evaluated against the relevant heritage controls and objectives contained in the *Pyrmont Peninsula Urban Design Report*, the *Pyrmont Peninsula Design Guidelines*, and PPPS.

The assessment utilises the 'heritage impact' definitions based on the Heritage NSW *Material Threshold Policy*. These have been modified to include items of local and State heritage significance relevant to the context of the site.

Table 8-1 Materials Threshold Policy – Impact Definitions

Impact	Definition
Total loss of significance	Major adverse impacts to the extent where the place would no longer meet the criteria for listing
Adverse Impact	Major (that is, more than minor or moderate) adverse impacts. Moderate adverse impacts to the heritage significance of the item. Minor adverse impacts to heritage significance of the item.
Little to no impact	An alteration to a significant heritage item that is so minor that it is considered negligible.
Positive impact	Alterations to a significant item that enhance the ability to demonstrate its cultural heritage values

The report is limited to an evaluation of the building envelope for the proposed development. The final design of the proposed development would be subject to a future Detailed SSDA.

8.2 Response to design principles

The following section provides an assessment of the proposed development against the design principles contained in *Design in Context, Guidelines for Infill Development in the Historic Environment*, produced by the NSW Heritage Office.

The following architectural drawings have been extracted from the Built Form and Urban Design Report – Pyrmont Metro Station (provided in Appendix E of the EIS). They provide detail relevant to heritage impact of the proposed development.

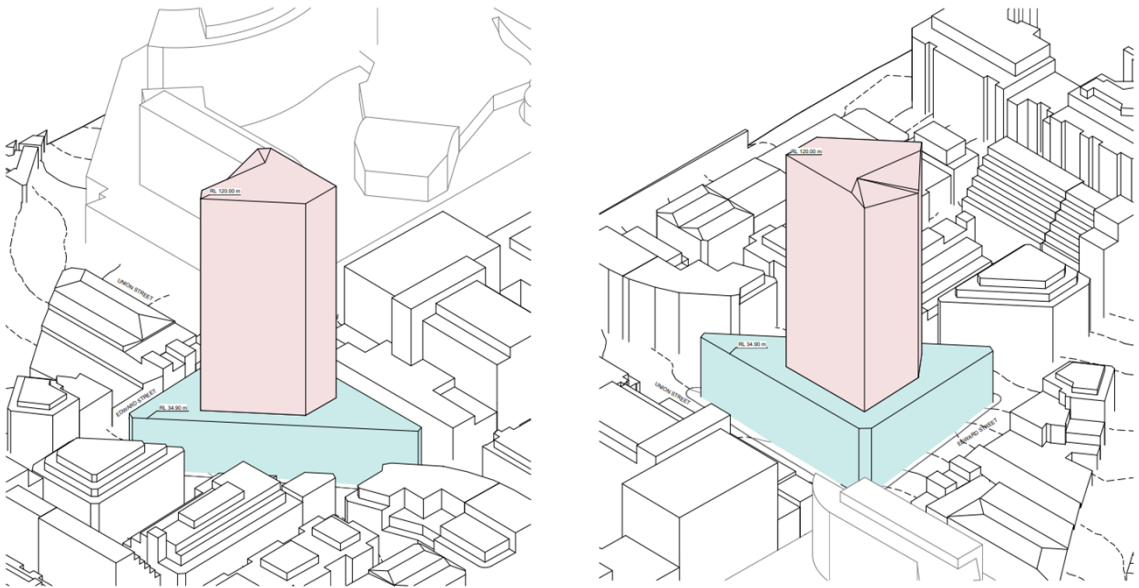


Figure 8-1 Building envelope from the southeast (left) and northwest (right)

Source: Grimshaw, 2023



Figure 8-2 Union Street elevation showing Heritage Items adjacent and opposite the site.

Source: Grimshaw/Sydney Metro with images of heritage items added for context



Figure 8-3 Pyrmont Bridge Road elevation with Heritage Items opposite and adjacent to the site

Source: Grimshaw/Sydney Metro with images of heritage items added for context

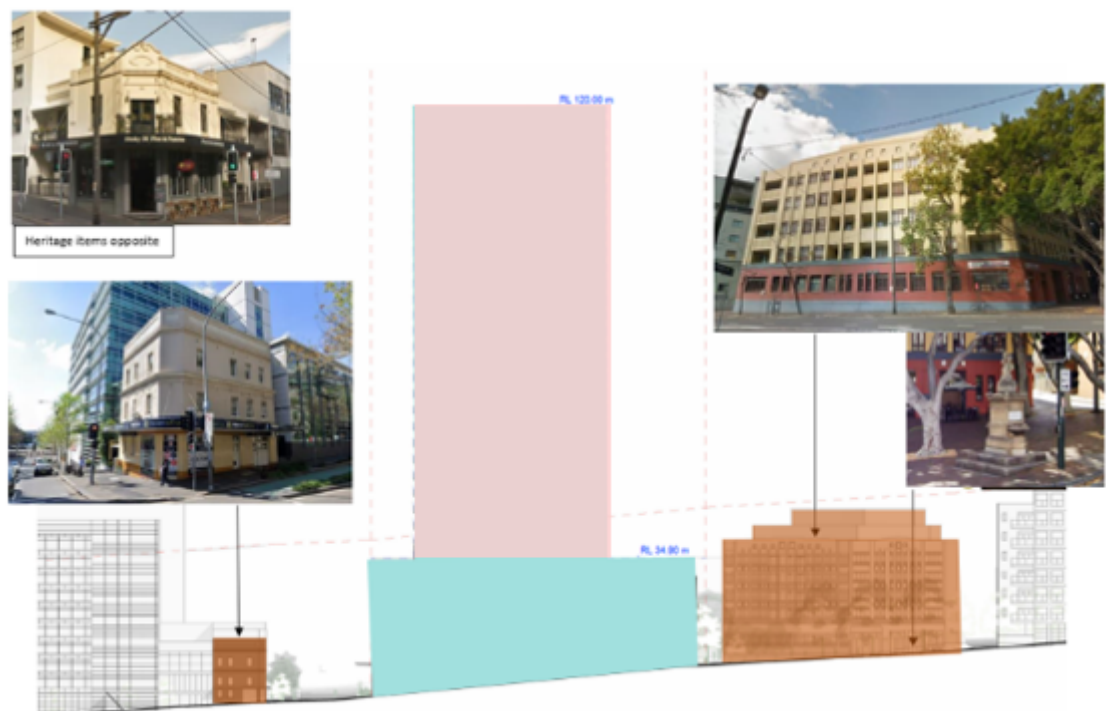


Figure 8-4 Edward Street elevation with Heritage Items opposite and adjacent to the site

Source: Grimshaw/Sydney Metro with images of heritage items added for context

Table 8-2 contains an assessment of the proposed building envelope against the design principles contained in the Heritage NSW Design in Context guidelines.

Table 8-2 Assessment of the proposal according to Design Principles

Design in Context	Assessment
Character	<p>The building envelope provides a volume in which future development is able to respond to the character of the area through a design excellence approach.</p> <p>The different characters exhibited by the surrounding heritage buildings should be referenced in the composition of the detailed design to aid in the decomposition of the street block to respond to the scale of the area.</p> <p>There are no changes to the fabric of heritage buildings requested as part of this Concept SSDA.</p>
Scale	<p>The building envelope is compliant with the intended future development of Pyrmont as outlined in the PPPS and associated documents. Future development within the building envelope will need to respond to the scale of surrounding heritage items through further attention to perceived height, bulk, scale and grain and manipulation of building form within the defined building envelope.</p> <p>There is opportunity to articulate the future building form to respond to the former Bank of NSW Store at the corner of Edward Street and Pyrmont Bridge Road and finer grained buildings along Union Street and at the corner of Union and Edward Street to respond to the heritage items adjacent and opposite which serve to define the human scale and the historic character of Pyrmont.</p>
Form	<p>The building envelope provides a relatively unarticulated form which fails to address bulk and scale. Future development within the building envelope has the potential to provide a suitable response to the heritage context.</p> <p>There is opportunity to articulate the podium height and street wall in response to the scale and rhythm of neighbouring heritage buildings. This would allow breaks in the building form such that the overall massing across the street block can respond to the finer grained heritage buildings in the vicinity. Future design should also address consistency of over-footpath awnings in the public domain providing a tangible response to heritage context and reinforcing human-scaled design.</p>
Siting	<p>The building envelope provides setbacks compliant with those established in the Pyrmont Peninsula Design Guidelines which essentially retain existing view corridors through historic Pyrmont. The building envelope provides opportunity for future design to explore further expansion and strengthening of the public domain to formalise Union Street as the primary pedestrian gateway to the peninsula as outlined in the Pyrmont Peninsula Urban Design Report.</p>
Materials/ Colour	<p>The building envelope provides opportunity for future design to respond to the heritage context and materiality of the Darling Island Sub-precinct as outlined in the Pyrmont Peninsula Urban Design Report. Colours and materials will be assessed in a future Detailed SSDA. The approach should be entirely contemporary architecture and in line with the Sydney Metro design excellence approach.</p>
Detailing	<p>The building envelope provides opportunity for future design to respond to the heritage context and detailing of the Darling Island Sub-precinct as outlined in the Pyrmont Peninsula Urban Design Report. Detailing will be assessed in a future Detailed SSDA. Whilst the approach should be entirely contemporary architecture and in line with the Sydney Metro design</p>

excellence approach, it should find contextual reference in the surrounding heritage buildings.

Conclusion:

The building envelope provides the basis for the development of a building design which, through a design excellence approach and a detailed response to scale, form, siting, materiality and detailing, should adequately respond to the design principles contained in Design in Context. Mitigation Measures have been provided to aid in eliciting an appropriate response to the context. The advice of a qualified heritage architect should be implemented in the development of the building design.

8.3 Pymont Peninsula Place Strategy

The PPPS established a new vision for Pymont and Ultimo to provide capacity for up to 23,000 new jobs and 4,000 new homes that will strengthen the productivity of the Eastern Harbour City in a way that is formulated to balance with the area's local character, heritage and amenity. The PPPS was further developed in the Pymont Peninsula Urban Design Report and Pymont Peninsula Design Guidelines which build upon the priorities set out in the PPPS and provide high level guidance on how the seven sub-precincts could develop over the next 20 years.

The Pymont Peninsula Urban Design Report and Pymont Peninsula Design Guidelines apply to development of the Pymont metro station site. This has resulted in the amendment to the Sydney LEP 2012 to change the planning controls to allow for a maximum building height of RL120 and a maximum floor space ratio of 9:1 above the Pymont Station (37-69 Union Street).

The Pymont Peninsula Urban Design Report places the site in the Darling Island Sub-precinct with broad objectives to:

- Connect ridge to valley view
- Consolidate a harbour edge park
- Enhance culture and identity.

The heritage objectives include:

- Enhance future character and the clustering of heritage buildings at intersections to define street wall height, massing, materiality and detailing
- Enhance Union Street as a civic route through pedestrianisation, detailing and experience that is generated by the heritage items along its length
- Enhance existing sandstone heritage character through built form scale, materiality and detailing
- Create an entertainment and cultural precinct bookended by Star Casino and Australian National Maritime Museum, that provides for 12, 18 and 24 hour uses and respects existing residences.

Union Street is also identified as a character area within the Darling Island Sub-precinct with a focus on the development of a civic plaza. There are no heritage objectives for Union Street Character Area other than the broad objectives for the sub-precinct defined above.

The following diagrams show extracts from the Pymont Peninsula Urban Design Report and Pymont Peninsula Design Guidelines relevant to the site.



Figure 8-5 Darling Island Sub-precinct Character Areas. The site is circled red.

Source: Pymont Peninsula Place Strategy Urban Design report Vol 3 Sub-precinct Master Planning

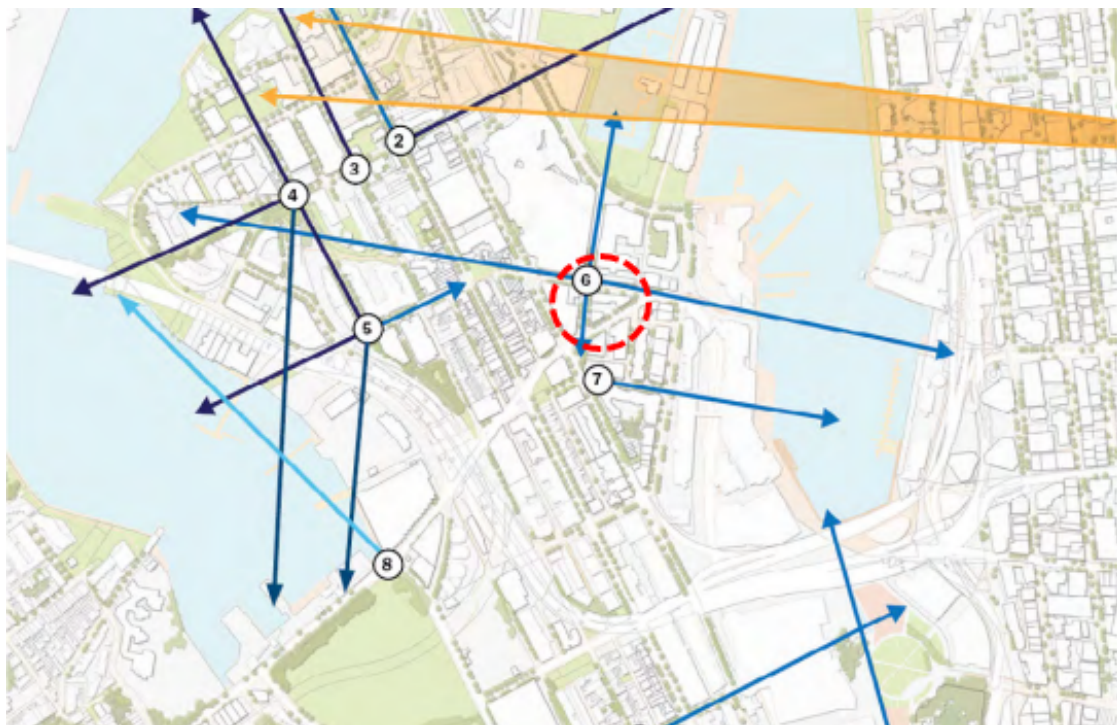


Figure 8-6 Primary Views Diagram. The blue lines show existing significant views. The site is circled red.

Source: Pymont Place Strategy Urban Design Report Sub-Precinct Master Plan Master Planning Design

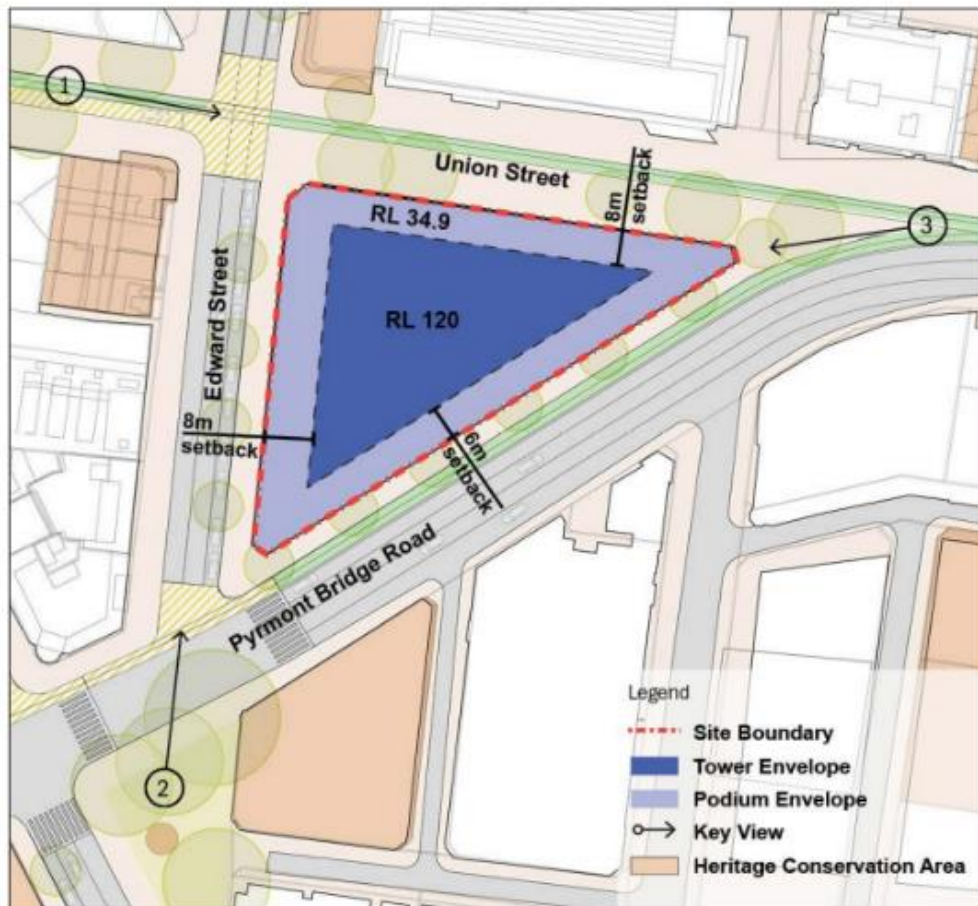


Figure 8-7 Metro site building envelope and key views

Source: Pymont Peninsula Design Guidelines, p35.

Comment:

The proposed building envelope provides the opportunity for a future design to respond to the objectives of the Pymont Peninsula Urban Design report by:

- Enhancing the future character of the area through a sympathetic response to the clustering of heritage buildings at intersections which define street wall height, massing, materiality and detailing
- Enhancing Union Street as a civic route through pedestrianisation, detailing and experience that is reinforced by a sympathetic response to the heritage items along its length
- Enhancing the existing sandstone heritage character through careful attention to materiality, detailing, built form and scale.
- Responding to both the primary and key views identified in Figure 8-6 and Figure 8-7.

Table 8-3 Assessment of the proposal against the Pymont Peninsula Urban Design Report

Urban design report	Assessment
<p>3.2 Height Objectives and Provisions</p> <p>1. New development should complement and enhance the existing character of escarpments, street scale and heritage fabric</p>	<p>The building envelope offers the potential for future design to complement the existing character of the surrounding heritage fabric through a sympathetic response to street wall</p>

Urban design report	Assessment
	<p>height, rhythm and scale. The height and envelope form of the podium has a similar expression to industrial heritage buildings in the vicinity, but future design should give attention to the individual and varied character of surrounding streets, in particular to those heritage buildings which address prominent street corners in the immediate vicinity. Whilst set back from the podium edge, the addition of a RL120 tower above presents the potential for the future development to dominate and detract from the human-scale pedestrian experience of Pymont. Articulation and façade rhythm of the tower form will be necessary to break down apparent scale in relation to heritage context.</p> <p>The proposed development is not located in the vicinity of any of Pymont’s escarpments.</p>
<p><i>3. Parameters for Key Sites are outlined under Chapter 10 'Framework for Key Sites' of the Pymont Peninsula Place Strategy (DPE 2020).</i></p>	<p>The site is identified as a key site in the Pymont Peninsula Design Guidelines. See Table 8-4.</p>
<p><i>5. New development should respect and respond to the lower building height along Harris Street and stepping down to the ‘valley’ of Darling Harbour and Blackwattle Bay.</i></p>	<p>The building envelope does not step down to the valley of Darling Harbour and Blackwattle Bay or respond to adjacent heritage items and view lines.</p>
<p><i>6. Street wall heights should reflect existing low scale context and maximise sunlight and daylight to streets, to encourage a cohesive street experience, support plant growth and support ground level activity within the footpath area.</i></p>	<p>Whilst compliant with the building envelope defined in the Pymont Peninsula Design Guidelines, the street wall heights of the podium do not reflect the existing low scale context to the northwest and northeast of the site and has the potential to interrupt a cohesive street experience. The tower envelope has been shaped to respond to sunlight access at Elizabeth Healy Reserve and neighbouring residential buildings.</p>
<p>2.4 Views</p> <p>Objectives</p>	
<p><i>1. Views are to be maintained and created along streets to reinforce connections to waterfront and regional open spaces at the Peninsula edges from the ridge to Harris Street.</i></p>	<p>The building envelope does not interrupt existing views to waterfront or open spaces at the Peninsula’s edges.</p> <p>Future detailed design should respond to primary and key views identified for the site.</p>
<p><i>2. Views from key intersections are to support wayfinding within and across the Peninsula.</i></p>	<p>The building envelope has the potential to support wayfinding within and across the peninsula. The future design should reinforce the historic corner experience provided by Pymont’s commercial development.</p>
<p><i>3. Views to landmarks and major public facilities are to be protected including the Anzac Bridge Pylons and suspension wires, ICC and Sydney Fish Markets</i></p>	<p>The height and scale of the proposed development will make it the central landmark on the peninsula. It will not impact views to any other landmarks or major public facilities as listed in the PPPS although it will be visible in</p>

views from significant heritage items in the vicinity and wider area.

5. Create new and maintain existing views along streets and between buildings to water, open space and landmarks to support legibility and wayfinding, enhance existing character and visually connect people to the natural setting of the Peninsula

As the proposed development will be within the original street block, views along streets will be maintained. Legibility and wayfinding will not be impacted however the envelope of the podium has the potential to impact on the surrounding character of the area, which is anchored by finer grain heritage buildings, particularly to the corners of Union and Edward Street and Union and Pymont Bridge Road. Detailed design as part of a Detailed SSDA for the proposed development should respond to the natural incline of the peninsula, the larger development towards the southwest corner of the site and the finer grained smaller development to the northwest and northeast.

The proposed development will be visible in views from the State Heritage Registered Pymont Bridge and from local heritage items in the vicinity. The Visual Impact Assessment (VIA), provided in Appendix P of the EIS, demonstrates these views. Those views from the VIA which impact heritage items identified in this assessment are illustrated in Table 8-4..

6. Create new and maintain existing views to the sky from public open space, key streets and between new developments to protect amenity and ensure a diversity in scale and character in built form.

The public open space known as Union Square has been identified in The Pymont Peninsula Design Guidelines (Figure 8-5) as existing along a significant view line set east-to-west across the peninsula. The tower envelope will have minor adverse impact on views to the sky from Union Square (View 09 in Table 8-4.) to the east due to the full visibility of the tower in views to the southeast of the square. The tower is within the approved development height and setbacks of the site as established in the Pymont Peninsula Design Guidelines.

7. Protect the unique waterfront character of the Peninsula by ensuring new buildings and landscape reveal its topography and escarpments, heritage buildings and spaces, and the transition of buildings from north to south

The building envelope will not be actively concealing any heritage buildings or spaces. However, future development encompassing the full volume of the envelope may directly impact the character of the Peninsula.

Whilst the proposed building envelope is compliant with the Pymont Peninsula Design Guidelines, mitigation measures have been provided in this report to guide the development of future design in Detailed SSDAs so that it can respond to its heritage context.

Primary views

6. Union Street

- Existing views along Union Street in both directions to Pymont Bridge and Union Square.

The proposed development will be visible in views along Union Street from the State Heritage Registered Pymont Bridge. The VIA (provided in Appendix P of the EIS) has rated the visual impact as low on the basis that the physical absorption capacity and compatibility with urban and visual character are high.

Urban design report

– Existing view north along Edward Street to Pymont Bay Park and harbour.

– Existing View south along Edward Street to Pymont Bridge Road and small public space beyond

Assessment

The impact on progressive views along Union and Edward Street needs to be considered further in Detailed SSDA.

Table 8-4 Significant heritage views included in Visual Impact Assessment

Existing View	Proposed View
	
View 02 from Pymont Bridge	
	
View 03 from Guardian Square	
	
View 09 from Union Square	

Existing View



View 10 from Harris St and Pyrmont Bridge Rd

Proposed View



The Pyrmont Peninsula Design Guidelines provides specific objectives and controls for development of the site as noted in Table 8-5. Only those controls relevant to heritage are included.

Table 8-5 Assessment against the Pyrmont Peninsula Design Guidelines

Pyrmont Peninsula Design Guidelines Assessment

4. Metro Site East

4.1 Objectives

b) To allow for a tower above a podium building typology, and to ensure a high quality design which minimises impact on local character through effective control of built form, scale and material use and responds to the urban grain and scale of surrounding buildings, heritage items and heritage conservation areas

The proposed building envelope offers the potential for a building design which is responsive to the surrounding heritage context. The podium will have a more immediate impact on the character of the area and will need to be articulated in height and façade rhythm to respond to adjacent heritage items and view lines. Similarly, the treatment of the tower to reduce perception of bulk and view impacts from Union Square will be important considerations in future design. Design of the tower, together with the podium, should be developed with the advice of an experienced heritage architect to ensure adequate response to scale, form and materiality of the context.

Care should be taken in the development of future podium and tower design that it does not create an uneven sense of scale and grain across the narrow roadways of Union Street and Edward Street. Maximised development within the podium envelope has the potential to detrimentally impact local character.

g) To maintain generous view corridors between buildings and minimise adverse visual impacts from the water and surrounding public domain.

Views approaching from Pyrmont Bridge from the east and along Pyrmont Bridge Road from the west will be dominated by the new development envelope. Likewise views toward the skyline from Union Square will also be impacted by building envelope. These views have been assessed in the VIA

(provided in Appendix P of the EIS) as having medium to low visual impact due to compatibility with the urban context and visual character. View impacts have a potentially moderate to high heritage impact due to the significant impact on the heritage context of the peninsula. A response to the mitigation measures provided in this report and a design excellence approach in Detailed SSDAs has the potential to reduce these impacts.

4.2.2 Built form and design

2. Maximum street wall and buildings heights are to respond to adjacent and surrounding development, and:

- a. be in accordance with Figure 4-1*
- c. ensure no additional overshadowing to Elizabeth Healey Reserve.*

Whilst the proposed building envelope is generally in accordance with the Pymont Peninsula Design Guidelines, the development of an architectural design within the building envelope should be preceded by an in-depth evaluation of the context of the heritage items in vicinity.

The top of the tower has been articulated to ensure no additional overshadowing to Elizabeth Healey Reserve.

6. The provision of off-street parking is subject to further investigation and assessment to demonstrate an appropriate prioritisation of limited space within the podium envelope for land use, place, movement and amenity outcomes consistent with the Pymont Peninsula Place Strategy, including but not limited to ensuring:

- d) any parking and access floor area does not compromise the flexibility of locating and designing an appropriate integrated station tower core structure that responds to built form, local character and amenity considerations, amongst others.*

The future development of an architectural design within the building envelope should be cognisant of providing an adequate response to built form, local character and amenity as a priority.

8. Street views as identified in Figure 4-1 should be retained, respected, and complemented by proposed new development.

Street views shown in Figure 8-6 are retained as the development is centred within the street block. Articulation of podium heights and rhythm to sympathetically respond to the heritage context will be necessary to reduce adverse heritage impact of development within the building envelope.

9. The tower above the podium of the Union Street elevation is to be articulated to minimise bulk and scale when viewed from the west along Union Street looking east (View 1) and also along Edward Street from Pymont Bridge Road looking north towards the water (View 2), to reinforce and conserve the pedestrian scale and existing sense of

View 1 and view 2 are shown in Figure 8-7. Future design should be developed with the advice of an experienced heritage architect to ensure adequate response to building heights, a sympathetic response to corner location, and the pedestrian scale and

Pyrmont Peninsula Design Guidelines Assessment

enclosure provided by Union and Edward Streets.

sense of enclosure provided by Union Street and Edward Street.

10. The triangular point of the site (View 3) presents an opportunity to improve legibility of the built form through a prominent physical marker for the Metro Station. The podium is to address the pedestrian scale, and the tower to address visibility from Cockle Bay.

The location of View 3 is shown in Figure 8-7 and illustrated in the view from Guardian Square (View 3 in Table 8-4).

Future design of the tower, together with the podium, should be developed with the advice of an experienced heritage architect to ensure an appropriate response to important view corridors and the character and grain of the area and to provide an appropriate design response to address human scale.

11. The podium of the Union and Edward Street elevations is to be articulated to respond to and sit comfortably within the fine grain character of the existing buildings along Union and Edwards Streets. Development is to demonstrate an appropriate relationship to Union and Edwards Streets that:

a) Respects the local character of the area, including the pattern and grain of streets, lanes and buildings.

b) Conserves the existing street enclosure of Union and Edwards Streets.

c) Provides a transition in height which complements the local area.

Future design of the tower, together with the podium, should be developed with the advice of an experienced heritage architect to ensure the building is articulated to respond to, and sit comfortably with, the fine grain character and lower height of the existing buildings along Union Street and Edward Street. The height of the podium should be articulated around the site in response to the varying character and heights of heritage buildings in the surrounding streets such that the new building demonstrates an appropriate transition in height, and response to, heritage items in the vicinity to complement the character of the local area.

4.2.3 Non-Indigenous heritage

1. A Statement of Heritage Impact is to accompany any development application for new development to assess any impact on surrounding heritage items or heritage conservation areas. It is to be prepared in accordance with the NSW Heritage Manual 'Statement of Heritage Impact'.

This Statement of Heritage Impact has been prepared in accordance with the NSW Heritage Manual 'Statement of Heritage Impact' A further Statement of Heritage Impact should accompany a Detailed SSDA for this site. It is recommended that heritage advice be sought during the development of any future design in order to provide an adequate response to the site's heritage context. Articulation of podium heights and rhythm to sympathetically respond to the heritage context will be necessary to reduce adverse impact of development within the building envelope. Mitigation measures have been provided in this report.

2. Undertake a views analysis of the new development to determine key views and vistas from the public domain that supports street legibility, orientation and responses to

A VIA is provided in Appendix P of the EIS.

Further detailed design as part of a future Detailed SSDA is required to ensure that

Pymont Peninsula Design Guidelines Assessment

the built form that complements the local character, heritage items and heritage conservation area.

future proposed development adequately responds to context and views in terms of street legibility, orientation and built form that complements the local character, heritage items and heritage conservation areas.

Detailed montages which provide views of nearby heritage buildings should be completed as part of a Detailed SSDA which demonstrate appropriate responses to key views, local character and heritage items in the vicinity.

8.4 Assessment of impact on heritage items in the vicinity

The following section addresses heritage impact of heritage items and conservation areas identified in section 6.3 of this report. The level of impact is assessed according to Table 8-6. Impact on Commonwealth heritage items is assessed in the section 8.5 due to the required application of a different impact assessment criteria.

Table 8-6 Assessment of impact on heritage items and conservation areas

Heritage items and Conservation Areas	Listing	Assessment of heritage impacts
Pymont Bridge (01618)	State	Minor adverse impact to the setting
Pymont Post Office (01440)	State	Minor adverse impact to the setting
Pymont Bridge Hotel (I1277)	Local	Moderate adverse impact to the setting
Terrace Group (I1276)	Local	Moderate adverse impact to the setting
Former New York Hotel (I1275)	Local	Moderate adverse impact to the setting
Corner shop & residence 'Charmelu' (35 Union Street) (I1213)	Local	Moderate adverse impact to the setting
Terrace Group (I1274)	Local	Minor adverse impact to the setting
Pymont Bridge Road Hotel (I1255)	Local	Moderate adverse impact to the setting
Former warehouse 'Bank of NSW Stores' (I1256)	Local	Minor adverse impact to the setting
Samuel Hordern Fountain (I1266)	Local	Minor adverse impact to the setting

Heritage items and Conservation Areas	Listing	Assessment of heritage impacts
Former industrial building 'Waite & Bull' (I1263)	Local	Minor adverse impact to the setting
Pymont Fire Station (I265)	Local	Moderate adverse impact to the setting
Quarryman's Hotel (I1232)	Local	Moderate adverse impact to the setting
Dunkirk Hotel (I1231)	Local	Moderate adverse impact to the setting
Terrace group (I1230)	Local	Minor adverse impact to the setting
Shop & residence group (I1233)	Local	Moderate adverse impact to the setting
Pymont Conservation Area (C52)	Local	Moderate adverse impact to the setting

Comment:

The height and scale of the development, arising from the proposed change in height and scale as established in the PPPS and supporting documents which mandate an increase in height and density along the historic peninsula, has a moderate adverse impact to the setting of all heritage items in the vicinity, which has a cumulative impact to the scale and character of Pymont. The proposed development has the potential to impact those heritage items in the immediate vicinity of the site or in primary views lines which directly impact the context of the setting of the items. These impacts can be mitigated in detailed design in a future Detailed SSDA. Mitigation measures have been provided in this report.

8.5 Heritage NSW impact assessment criteria

The following assessment of the proposal in Table 8-7 follows the guidelines for Statements of Heritage Impact prepared by the NSW Heritage Office and included in the NSW Heritage Manual. The guidelines provide for a broad assessment of impacts which may result from development in the vicinity of heritage items. A future Detailed SSDA will require further detailed design which considers potential impacts on the heritage context, views and adjacent heritage items.

Text provided in italics is taken directly from the NSW Heritage Office Guidelines. Only criteria relevant to the proposed development are included.

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

The building envelope provides tower top articulation which reflects the recommended building envelope plan included in the Pymont Peninsula Design Guidelines and ensures no additional overshadowing over Elizabeth Healey Reserve.

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

The building envelope provides heights, setbacks and tower top articulation which reflect the recommended building envelope plan included in the Pyrmont Peninsula Design Guidelines. These guidelines make an objective of ensuring that any podium and tower typology minimises impact on local character through control of built form, scale and material use and responds to urban grain, surrounding building scale, heritage items and heritage conservation areas. Achievement of the objective is not demonstrated by articulation of the podium height or street wall which would provide some control over a future building's response to its heritage context.

The building envelope is substantially higher than the scale of the surrounding heritage context and could adversely impact the heritage significance of heritage items in the vicinity of the site. The building envelope is in accordance with the recently established statutory controls but does not achieve the required objectives in relation to heritage context.

Mitigation measures have been proposed to reduce potential heritage impacts of the proposed development (refer to section 9). Additionally, the submission of a Statement of Heritage Impact is a statutory requirement for a future Detailed SSDA. Articulation of the podium heights and rhythm to sympathetically respond to the heritage context should be considered as part of the Detailed SSDA.

Table 8-7 Heritage NSW impact assessment criteria

Proposed Change to Heritage Item	Discussion
<p><i>New development adjacent to a heritage item</i></p> <ul style="list-style-type: none"> • <i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i> • <i>Why is the new development required to be adjacent to a heritage item?</i> • <i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i> • <i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i> • <i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i> • <i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i> • <i>Will the additions visually dominate the heritage item? How has this been minimised?</i> • <i>Will the public, and users of the item, still be able to view and appreciate its significance?</i> 	<p>Development within the proposed building envelope forms part of the new vision for the development of the Pyrmont peninsula. The potential impact of future development within the proposed building envelope is managed through the provision of volumes, setbacks and relies on the Pyrmont Peninsula Design Guidelines to direct an appropriate response to heritage context.</p> <p>The proposed building envelope, whilst compliant with the height and setbacks shown in the Pyrmont Peninsula Design Guidelines, does not respond to the scale and rhythm of heritage items in the vicinity and has the potential to visually dominate the built form and adversely impact an appreciation of the significance of the items and the heritage context of the area.</p> <p>Future design as part of a Detailed SSDA will need to manipulate scale, form, materials and detailing and articulate the podium height to sympathetically respond to the heritage context. Impacts can be managed through a response to mitigation measures proposed in section 9, the implementation of advice from suitably experienced heritage architects and implementation of a design excellence process.</p> <p>Potential archaeological deposits will be managed through the conditions of approval for Stage 2 CSSI Application.</p>

8.6 Impact on Places of Commonwealth Heritage Significance

8.6.1 Pyrmont Post Office

Pyrmont Post Office is located to the north of the site. There are no proposed works within the Commonwealth heritage listed curtilage and the site will not be subject to additional overshadowing by the proposed development. The proposed development is located within a significant local view from the site and Union Square but is unlikely to cause a significant impact on the relevant values of the building.

Conclusion:

The proposed development is unlikely to cause a significant impact.

9 Conclusion

The proposed development seeks approval for a building envelope within the block bounded by Union Street, Pymont Bridge Road, and Edward Street, Pymont. It consists of a tower located on top of a podium located above the Pymont Station that is subject to a separate CSSI approval.

The site is in the historic area of Pymont, in the vicinity of heritage items. The context of heritage places within this area has been subject to substantial and ongoing change although its next phase of change will result in a significant increase in height and density, in accordance with the PPPS.

The proposed building envelope is compliant with that included in the Pymont Peninsula Design Guidelines which broadly responds to the heritage context through street alignment and tower setbacks which allow open views along streets. The building envelope provides the opportunity for future design to respond to the heritage context and heritage buildings adjacent to the site through a greater study of, and sympathetic response to, the heritage context of the site, the involvement of a heritage architect in the design process and participation in a design excellence process.

The proposed building envelope is visible from heritage items in the vicinity, including being located within significant views from State registered items such as the Pymont Bridge and Pymont Post Office. It is also located in important views in the locality and has the potential to dominate important local view lines established by the consistent character of the conservation area and significant corner buildings. Whilst the building envelope is unlikely to cause a significant or major adverse impact on the relevant values of those views, it will change an appreciation and understanding of the heritage context. Future development within the building envelope should respond to significant views to minimise the impact on an appreciation of significant heritage places.

Archaeological management and interpretation of the site will be in accordance with the CSSI conditions of approval.

Recommendations

The following mitigation measures are provided to guide future development:

- Engage a suitably qualified heritage architect in the development of future building design
- Respect nearby heritage items and enhance the historic character of the area by responding to the historic context in terms of character, scale, form, massing siting, materials and colour, and detailing
- Conduct a detailed contextual analysis to inform future development ie existing built form, massing, scale, rhythm, solid/void ratio, dominant parapet and gutter lines which inform a pedestrian appreciation of view lines
- Reinforce the historic corner experience through a sympathetic response to the siting of heritage buildings at intersections which establish view lines through the peninsula and define street wall heights
- Recognise and respond to the individual character of each street. Pay particular attention to the treatment of street corners and the human scale of the streetscape of Union Street and the corner of Union and Edward Streets
- Respond to heritage items in the vicinity of the site and significant views to minimise visual impacts

- Reduce the perception of bulk and scale of the podium through manipulation of building façade detailing, stepping back of upper facades, reducing height of upper- level openings, introduction of alternative materials in the upper levels and/or other such architectural design techniques
- Respond to established street wall heights and the topography of the valley at the eastern side of the Peninsula
- Articulate the facades of the podium and tower to break down the apparent scale of the built form to relate to the surrounding heritage context. Articulation should consider such design devices as the inclusion of through site links, recesses, change of height and materials. Blank or planar facades should be avoided
- Over footpath awnings are required along Union Street and Pymont Bridge Road. These should extend along Edward Street at the corner of Union Street in response to the scale and typology of the adjacent heritage items
- Include heritage interpretation within the publicly accessible spaces of the development as outlined in the Sydney Metro West *Heritage Interpretation Strategy, 2022* and Sydney Metro West *Pymont Station Interpretation Plan, 2023*
- A heritage impact assessment and detailed street montages should be provided as part of the Detailed SSDA.

