

APPENDIX D

FINAL HERITAGE IMPACT STATEMENT

STATEMENT OF HERITAGE IMPACT

Development Application



Glebe Island Silos, Sommerville Road, Glebe Island

24 JUNE 2021

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STATEMENT OF HERITAGE IMPACT - GLEBE ISLAND SILOS – ADVERTISING SIGNAGE DA

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STATEMENT OF HERITAGE IMPACT

DEVELOPMENT APPLICATION – ADVERTISING SIGNAGE

1.0 INTRODUCTION

NBRSArchitecture has been commissioned to prepare a Statement of Heritage Impact to accompany a Development Application for approval of the existing signage display on the Glebe Island Silos (the Silos) for a further period of ten years.

The structure is listed as an item of local significance on the *Sydney Regional Environmental Plan No 26 – City West*, Schedule 4 Heritage items, Part 3 Items in The Bays Precinct. Given the heritage status of the structure this Heritage Impact Statement (HIS) has been prepared to accompany the development application.

Sydney Regional Environmental Plan No 26 – City West (Amendment No 7 – Bays Precinct) identifies the Silos as sitting within 'The Bays Precinct' and, within the Precinct, the structure is recognised as a heritage structure read alongside the Anzac Bridge and the White Bay Power Station.

In seeking a 10 year extension to the display of the signage, there will be no new physical works, there will be no change to the 1am curfew (unless residential development occurs on the White Bay Power Station site at which time the signage would either be removed or the curfew restricted to 11pm). The Applicant will provide public benefit offer as required under clause 18 of SEPP 64. The offer will be delivered under a VPA. The offer will comprise of a monetary contribution commensurate with the offer currently in place, which equates to \$125,000 paid annually to Inner West Council.

1.1 SITE LOCATION

The subject site, known as Glebe Island Silos, is located at Victoria Road, Glebe Island. The site is located within the Inner West local government area (formerly Leichhardt Council).

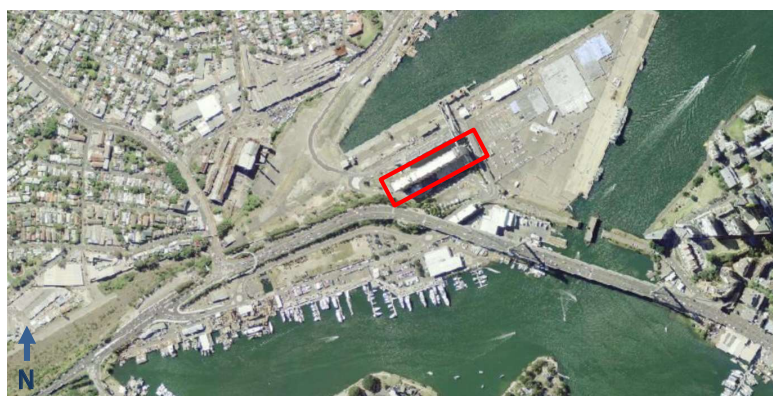


Figure 1 – Location plan showing the Glebe Island Silos edged in red (Source: NSW Spatial Information Exchange, SIX Maps)

1.2 HERITAGE STATUS

The Glebe Island Silos site is identified by its primary address of Victoria Road, Glebe Island. The following statutory lists have been reviewed with respect to the following local government and state agencies:

- Glebe Island Wheat Silos are listed as an item of local significance on the *Sydney Regional Environmental Plan No 26 – City West* (SREP 26), Schedule 4 Heritage items, Part 3 Items in the Bay Precinct, Buildings/Structures, Item 1 - Glebe Island wheat silos (components A, B and C as identified on Map 4). Glebe Island Silos have protection under SREP No 26.
- Glebe Island Silos are listed under Heritage Act - s.170 NSW State agency heritage register - Sydney Ports Corporation. Section 3. Listing on this register does not mean the silos have been assessed as having "State" significance.
- Glebe Island Silos are not listed as a heritage item on the *Leichhardt Local Environmental Plan 2013* (LLEP 2013), Schedule 5 Environmental Heritage (see Figure 2); and
- Glebe Island Silos are not listed on the State Heritage Register (SHR) and do not have State heritage significance.

The following heritage items of "State" significance are listed on the State Heritage Register and located in close proximity to the subject site:

- White Bay Power Station, Victoria Road, Rozelle (SHR Listing No: 01015); and
- Glebe Island Bridge (RMS Bridge No. 61), Bank Street, Victoria Road, Pyrmont (SHR Listing No: 01914).

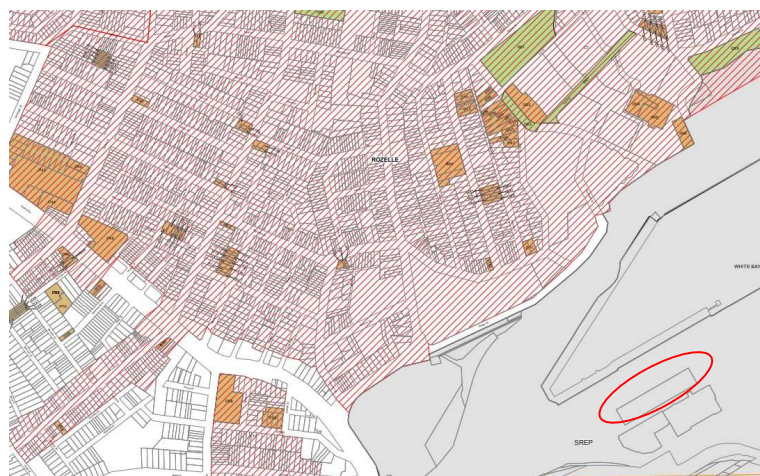


Figure 2 – Heritage Map showing the subject site circled in red. The Glebe Island Silos and the White Bay Power Station are located west of the subject site (Source: Leichhardt LEP, HER_MAP_007)

1.3 AUTHORSHIP

This report has been prepared by Samantha Polkinghorne, Director, of **NBR**SARCHITECTURE.

2.0 DOCUMENTARY EVIDENCE

2.1 GLEBE ISLAND

The following (italicised) history of Glebe Island is reproduced in full from Peter Reynolds, *Glebe Island, Dictionary of Sydney*, 2008, http://dictionaryofsydney.org/entry/glebe_island, viewed 29 Aug 2017.

Glebe Island

The rocky outcrop known as Glebe Island was originally accessible from the Balmain shoreline only at low tide until a causeway was laid in the 1840s. In 1841 surveyor William Wells created a subdivision for the Balmain end of the island with four intended streets and six sections containing a total of 86 lots. The subdivision did not eventuate.

Abattoirs and bridges

In 1850–54 Colonial Architect Edmund Blacket designed stone buildings for a public abattoir on the island. According to Joan Kerr, Blacket's chosen architecture was Norman in inspiration – round-headed openings and simple decoration. Kerr states that the abattoir was almost certainly based on an American design.

On 7 September 1860, Balmain Council resolved to approach the owners of the unsold parts of the Balmain Estate for a grant of land to build a road to the island. The Pyrmont Bridge Company built a low-level timber-framed bridge that connected the island to Pyrmont, and thus to the city, in 1861.

The abattoirs featured prominently in the 1882 Royal Commission into noxious and offensive trades, instigated by complaints from Balmain and Glebe Point residents. The commission found that in 1882, 524,415 sheep, 69,991 cattle, 31,269 pigs and 8,348 calves were slaughtered there.



Figure 3 – Glebe Island Abattoirs, 1870-71. (Source: State Library of NSW, FILE NUMBER: FL1775294)

On 28 June 1903 the new bridge to Pyrmont, designed by Percy Allan, Assistant Engineer for Bridges in the NSW Department of Public Works, opened. Like the ground-breaking Pyrmont Bridge being built at the same time, the second Glebe Island Bridge was a swing bridge swivelling on a massive central stone pivot-pier with timber-trussed side spans. The two bridges 'are among the structures standing as monuments' to Allan's skill. Under the Local Government Act of 1906, the 34-acre (13.7-hectare) Glebe Island was added to the municipality of Balmain.



Figure 4 – Glebe Island Bridge, ca1881-1910. (Source: NLA, PIC P803/14/31 LOC Row 64/nla.obj-138926580)

Wharves and silos

From 1912, the Sydney Harbour Trust (later Maritime Services Board) planned broadside wharfage at Balmain East and along the southern shore of Balmain, including Glebe Island. Also in 1915 the Metropolitan Meat Industry Board resolved to abolish the abattoirs and build a new facility at Homebush. By 1915 Robert Saunders, the Pyrmont quarry master, had been commissioned to level the island to make it suitable for wharves. Saunders's firm dumped a great quantity of excavated ballast at the eastern end of the island for wharfage. Many cubic feet of quality dimension stone, however, were carefully cut away and almost certainly used for construction projects. Some 250 of Saunders's men were still working on the island in 1920.

Glebe Island was an early success for the Harbour trust. Wharves were built on three sides of the levelled rocky outcrop from 1912. The reconstructed fourth side was attached to the Rozelle shoreline as part of the extensive reclamation of Rozelle Bay and White Bay which had begun in the 1890s.

Glebe Island became the site of a grain elevator and tall concrete silos, operated from 1921 by the Grain Elevators Board of NSW. The 1958 Australian Encyclopaedia records that the bulk wheat terminal had a capacity of 7,500,000 bushels (202,500 tonnes).

During World War II much of the island was commandeered for the United States main army depot in Sydney, but bulk handling of grain continued until 1990 when the wheat terminal was transferred to Port Kembla and the wharfage remodelled for containerised cargo. Until November 2008, the island was the AAT terminal for imported motor vehicles. Some silos were demolished, while from 1991 Australian Cement (now Cement Australia) used 16 of them as a bulk cement terminal. These are now heritage-listed.



Figure 5 – Detail from Map of Sydney / by H.E.C. Robinson Ltd, ca 1900. Portion of Glebe Island at far left. (Source: State Library of NSW, FILE NUMBER: FL3699330)

In the 1990s a high-level, cable-stayed, reinforced concrete six-lane bridge spanning 345 metres between two 120-metre towers was built above the older Allan-designed Glebe Island Bridge. Named Anzac Bridge, the arterial structure opened on 3 December 1995.

In the lead up to the Sydney Olympics in 2000, the silos were painted to mimic Grecian columns and a massive entablature was attached to the top of the structure to take advertising. With the lack of research characteristic of such claims, it is often referred to as 'the largest billboard in the southern hemisphere.'

2.2 HISTORY OF THE SUBJECT SITE

Silos and the railway are inseparable. Early last century the wheat industry was almost wholly dependent on rail. The NSW wheat belt was patterned by railways in zones approximately 50 kilometres wide to service the farming community. Before the advent of silos, bagged wheat was loaded directly into waiting rail wagons. An increase in grain production outstripped the availability of wagons, necessitating temporary storage by stacking bags, up to up to twenty high, in the railway yards. In 1916 across NSW a huge

amount of grain that had accumulated during the war, was lost through wet weather, rodents and insects. The loss prompted the government to propose the construction of bulk storage Wheat Silos of NSW 139 facilities, resulting in the Grain Elevator Act 1916, with a program to construct sixty-eight silos at select points along existing railway lines, plus a Sydney terminal

In 1916, the State Government acknowledged the necessity for a state-wide system of bulk handling of wheat, in part to compete with "wheat-producing countries nearer the market – the United States, Canada and the Argentine, which derive advantages from shorter distances and lower freights". Hence in October, the Parliament passed the "Grain Elevation Act" which authorised funding of £2,000,000 for the construction of a terminal grain elevator at Sydney with another at Newcastle, and "not more than 200" country grain elevators. Glebe Island was selected as the site of the chief bulk handling terminal elevators following the construction of the Glebe Island railway and wharfage scheme under the auspices of the Sydney Harbour Trust and Railways Department.

The following January, the Government called tenders for the "complete erection and installation, including all machinery, of a bulk handling system for wheat for New South Wales". The Government subsequently awarded the contract for the construction of the terminal elevators at Glebe Island with a capacity of 3,000,000 bushels, comprising over 70 silos and a working house. By May 1918, preparation of the foundations for the terminal elevator had commenced on the site, necessitating extensive rock excavations and an average workforce of 260 men.

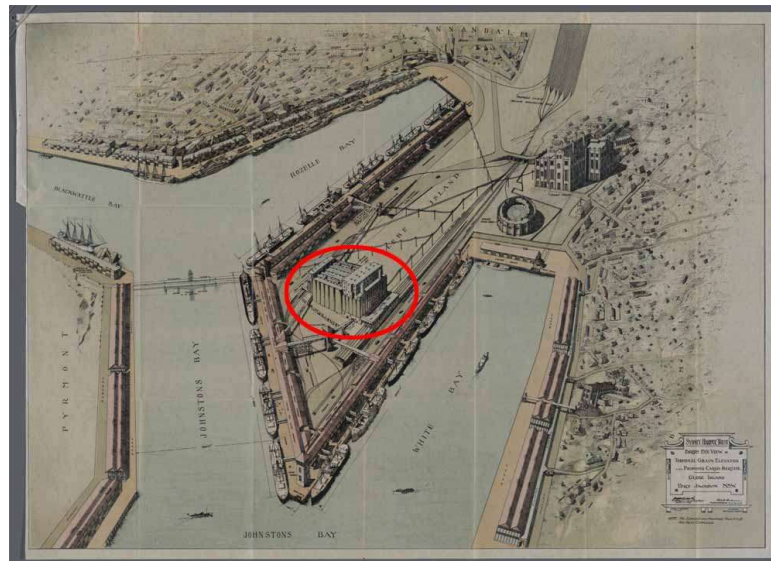


Figure 6 – Birds eye view of terminal grain elevator and proposed cargo berths, Glebe Island, Port Jackson, N.S.W. / H.D. Walsh, Engineer-in-Chief; W.E. Adams, Principal Assistant Engineer; drawn by W.H. Withers; T.C. Groom, Chief Engineering Draughtsman, 25/9/1915. (Source: NLA, nla.obj-229933525)

In 1919, the *Sydney Morning Herald* gave the following account of progress on the bulk wheat handling facility on Glebe Island:

A few minutes' run up Johnston's Bay would bring the visitor to Glebe Island, and here he would be confronted by one of the greatest harbour works of the day - the construction of a huge wheat terminal. Occupying a large square in the middle of the so-called island, where the rugged hill has been blasted away and used to reclaim portions of the foreshore, stands a huge mass of concrete, for all the world like a section of an immense honeycomb. It is the much talked-of silo, about a third completed. The face which it presents to White Bay is a series of vertical concaves, which are sections of some of the 60 enormous cylinders which will be enclosed in the mountain of concrete which is being created. Roughly speaking, the structure will be 300 feet by 260 feet, and to avail of the whole of its valuable storage space 45 interspace chambers of irregular shape are being constructed between the circular cylinders. Along a railway which is nearing completion, wheat will be brought from all parts of the State right to the base of the silo. Conveyers will pick it up from the trucks and carry it into the working houses from where, after being cleaned and graded, it will be discharged into the giant bins of the silo. The steel framework of the huge gantry which will take the bulk wheat from the silo to the water's edge is springing up, and from it conveyers will run out along the wharfs, serving large discharging towers which will rise up at intervals, and from which the golden grain will shower down into the holds of the ships. The wharf which will run along the island is now in course of construction. The coal wharf, about 1100 feet long, which was already in existence, running from the White Bay end of the island, is being raised four feet, and widened and strengthened, to adapt it for its new use. Junctioning with it a new wharf is being built, which will give a length of 3440 feet, running into Johnston's Bay. There will be berths for five of the largest wheat carriers, and it is proposed, when more are required, to work back along the other side of the island towards Rozelle Bay. The huge plant, comprising the silos, the railways, and the wharfs, is expected to be in full working order next year.¹

Construction of the bulk handling terminal was completed and operational by the end of 1921. Capacity was increased at Glebe Island in 1935/36 with a 1-million-bushel annexe.

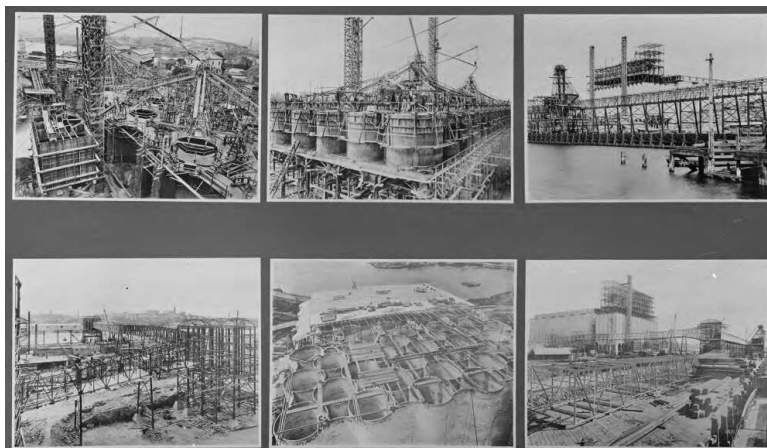
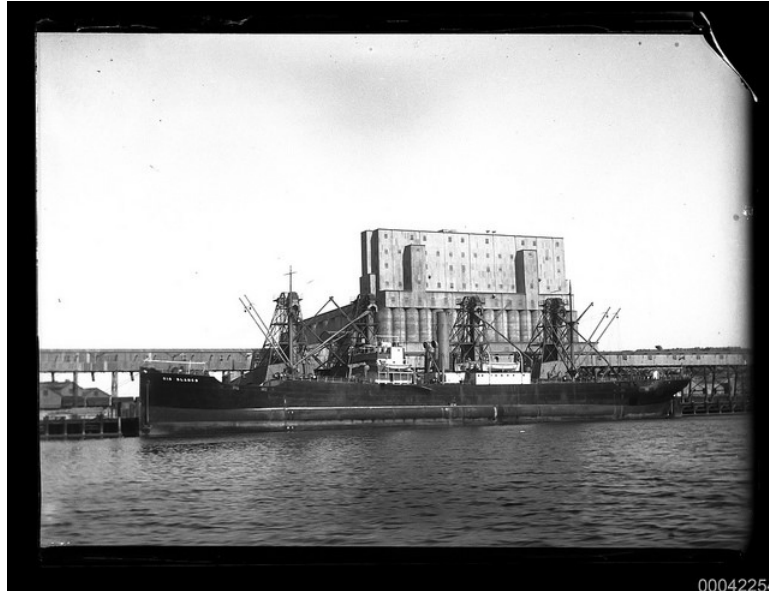


Figure 7 – Six photographs of the construction of the grain silos on Glebe Island, New South Wales [picture] / A.G. Foster, 1919-45. (Source: NLA, <http://nla.gov.au/nla:obj-142762061>)

¹ Sydney Morning Herald, 17 November 1919, p6



00042254
Figure 8 – RIO Blanco at the wheat silos, Glebe Island, 26 April 1924 / Frederick Wilkinson. (Source: Australian National Maritime Museum, 00042254)

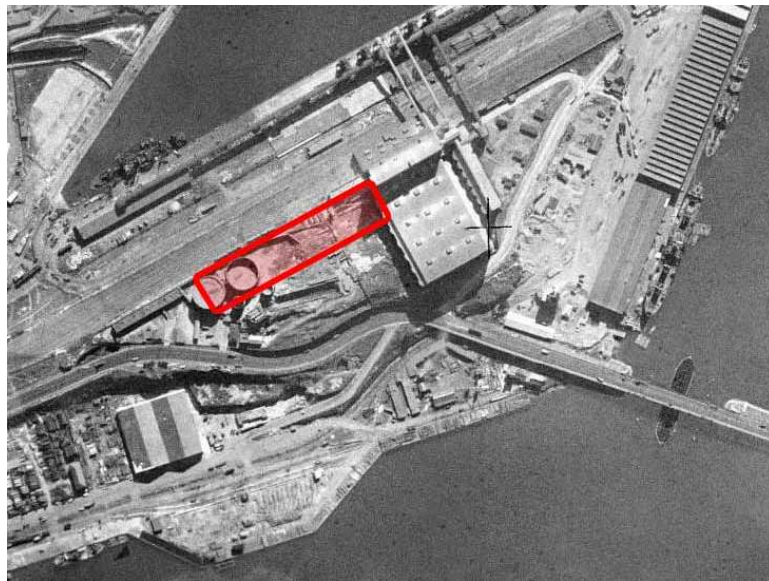


Figure 9 – Detail from 1943 aerial survey of Sydney showing original silo configuration. The approximate site of the subject silos outlined and shaded red. (Source: NSW Land & Property Information, SIXMaps)

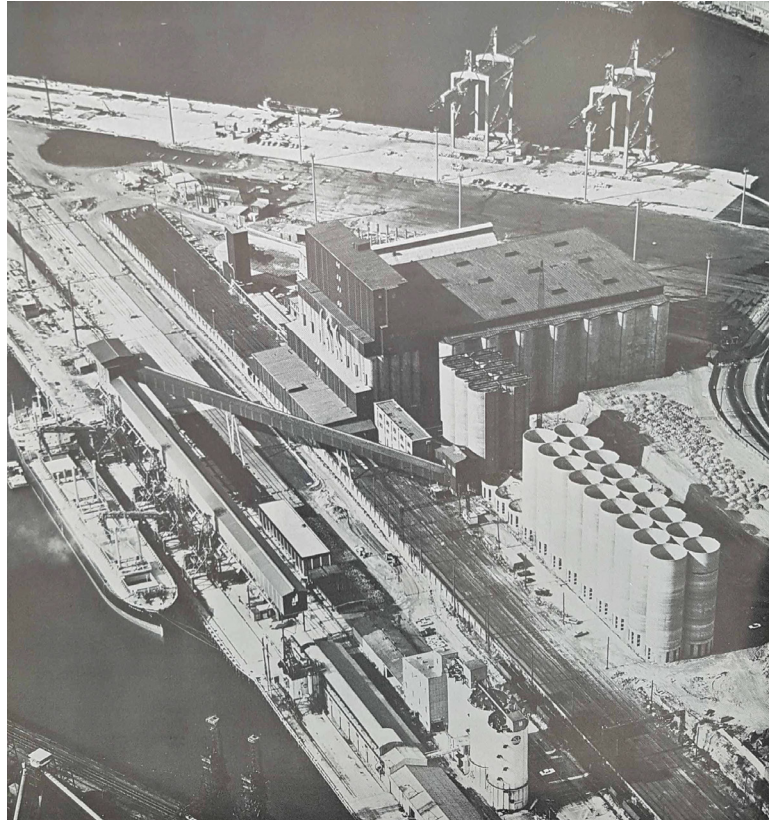


Figure 10 – Sydney Terminal Elevator, Glebe Island. Aerial view showing the southern end of the new storage bins (subject bank of silos) under construction, July 1972. (Source: 50 Years of Bulk Grain Handling in New South Wales)

From 1954, the bulk handling of grain across the state was under the jurisdiction of a newly formed authority, the NSW Grain Elevators Board. During the 1960s there was a wheat production explosion. The 1962/63 season saw New South Wales farmers produce over 100 million bushels for the first time. This record was broken over consecutive years until 1968/69, when the over 192 million bushels passed into and through the grain elevator system. As a consequence of the record wheat haul, in 1970, McDonald Wagner & Priddle, architect-engineers, prepared plans for additional grain elevators to double the storage capacity for wheat at Glebe Island. The 3-million-bushel cell block at Glebe Island was completed in 1973, with a storage capacity of 10.5 million bushels. By this time, shipments at the Sydney and Newcastle terminal elevators included wheat, maize and sorghum.

In 1985, the NSW Government commissioned construction of the Port Kembla elevator in to replace the Sydney grain export elevator at Glebe Island. Glebe Island ceased operation as a grain terminal elevator in 1989 when the new facility at Port Kembla became the major grain export site for NSW.



Figure 11 – Glebe Island Silos, pre-2000. This view shows the north-eastern elevation of the subject bank of silos at centre right. Note the structure perched on top of the silos and the northern tower. (Source: Flickr, <https://www.flickr.com/photos/59203598@N00/14624518444>)

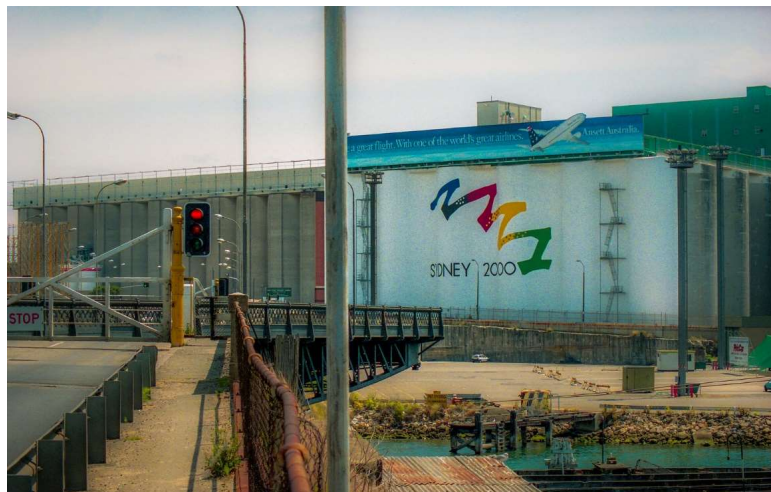


Figure 12 – Pyrmont, New South Wales, Sydney, pre-2000. The signage is affixed to the earlier silos, prior to their demolition. The subject silos can be seen to the left of the image. (Source: Scott Bird Heritage Photography)

In May 1992, the Minister for Planning granted development consent to an Olympic Games 2000 Mural and the provision for sponsor advertising and lighting on the Glebe Island Silos. Consent was limited to a 10-year period. Two years later, part of the silo complex was modified for cement storage. Part of the silo group was converted for sugar storage.

In May 2000, the *Glebe Island and White Bay Master Plan*, prepared by the Sydney Ports Corporation, was adopted by the Minister for Urban Affairs and Planning. One year earlier, the Government awarded a contract to Metropolitan Demolitions and Recycling to demolish the eastern side disused silos to make more productive use of the land at Glebe Island. The original block of silos, c1920, was found to be in poor condition and could not be renovated. A substantial amount of concrete from the demolished silos was recycled for road base in the Port precinct.

Between 2002 and 2005, the advertising structure remained on the silos while Eye Corp Pty Ltd consulted with the Department regarding a development control plan (DCP) for advertising signage. The Glebe Island Advertising Signage DCP was adopted in December 2004, which included a requirement to limit consent for the display of advertising signage to a three-year period.

On 30 August 2005, Sydney Harbour Foreshore Authority (SHFA) granted development application consent to retain the previously approved signage with minor modifications, limiting the consent to a three-year period.

On 17 October 2008, HFA granted a further consent to retain the signage for a further three-year period.

On 11 April 2012, the Department approved a development application for a three-year temporary consent for the existing signage structure on the Glebe Island silos (DA 041-09-2011). Consent lapsed on 11 April 2015 and a modification application was lodged in February 2015. The Department granted consent on 13 February 2016 to a three-year extension of the signage to 11 April 2018.

The current extension to the signage lease was approved in 2018; and will cease operation on the 11th of April 2022.

3.0 PHYSICAL EVIDENCE

3.1 CONTEXT

Glebe Island Silos, White Bay Power Station, White Bay Container Terminal and Anzac Bridge forms part of a closely related group of large-scale industrial structures and spaces which define the western entry point to the city of Sydney. They lie within the area identified as The Bays Precinct, an area which has been the subject of extensive planning to allow for the future development of the area whilst protecting those elements of the site which are of cultural significance.

White Bay Power Station is currently vacant, however urgent maintenance and conservation works are currently under consideration and are proposed to be carried out in the near future.

Dry bulk ships, cruise ships and ad hoc port related ships continue to use the port at Glebe Island and White Bay, including Glebe Island Berths 7 and 8, which are used by the existing tenants of the Glebe Island Silos (Sugar Australia and Cement Australia) as well as the adjacent port tenant, Gypsum Resources Australia. Port trade and shipping is forecast to increase over the next 10-15 years with the continuation of these trades and the approval and construction of two additional bulk handling facilities on Glebe Island (Multi-user Facility and Hanson's concrete batching plant and aggregate import facility). Longer term, the draft Bays West Place Strategy speaks to an integrated outcome with the retention of essential port and working harbour activities and urban redevelopment.

The following images used to describe the setting of the Silos and the relationship between the heritage items were taken in 2021 and 2017. Due to current roadworks involving the major upgrading of the intersection of Victoria Road some images describing the structure date from the earlier time.

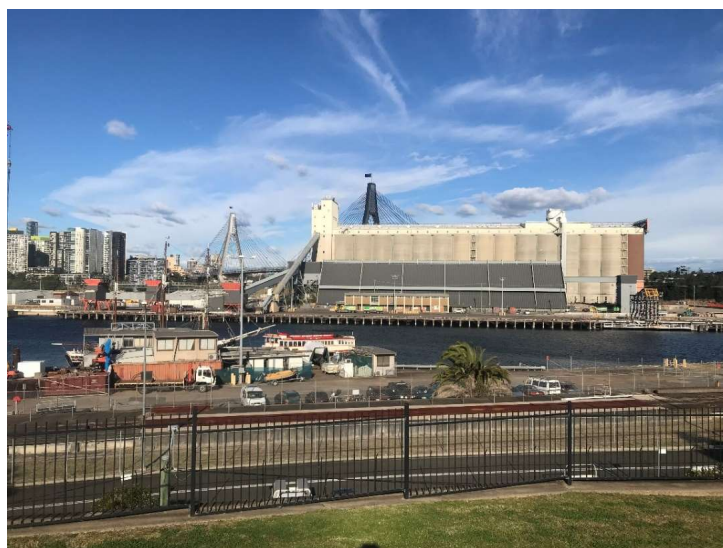


Figure 13 – View of the northern elevation of the silos, facing away from the Western Distributor (A4 Motorway), with the towers structures of the Anzac bridge visible. (Source: NBR SARCHITECTURE, June 2021)



Figure 14 – View looking northeast from the Victoria Road overpass near Lilyfield Road to White Bay Power Station, a heritage item of State significance, located north of the Glebe Island Silos (Source: **NBR**SARCHITECTURE, October 2017)



Figure 15 – View looking east from the shared path (pedestrian walkway and cycle path) located on the northern side of the Anzac Bridge and Western Distributor. The ANZAC Bridge forms the western gateway to the Sydney CBD (Source: **NBR**SARCHITECTURE, October 2017)

3.2 DESCRIPTION OF THE SILO STRUCTURE

The Glebe Island Silo structure comprises thirty cylindrical concrete silos arranged in two rows of fifteen. The silos are constructed in concrete and built as one element. The tower and conveyor room are clad in profiled metal sheeting fixed to a steel frame. The silo group comprises the following components:

- an enclosed conveyor arm extending from a motor room at the wharf edge to the upper north-eastern corner of the building;
- A machinery tower at the eastern end that rises from the ground to above the level of the adjacent silos; and
- A horizontal conveyor room which distributes the cargo to the selected silo. The conveyor machinery is housed under a skillion roof which falls from south to north.

The location of the advertising signage is to the South and West Elevations of the structure, its size limited to the depth of the conveyor room. It should be noted that the proposal put forward in the original development application contemplated a larger area of signage, we understand however that in negotiations with the consent authority at that time the signage area was reduced to be in line with the conveyor room dimensions. The current proposal does not propose any change to this arrangement.

A gantry has been externally mounted to the silos and is used for maintenance and mounting the signage. The advertising panels on the silo measure 22.1m x 6.1m (134.8m² advertising display area) on the West Elevation. The South Elevation comprises three panels measuring 61.7m x 6.1m, 61m x 6.1m and 51m x 6.1m (1037m² advertising display area). The following figures and captions describe the Glebe Island Silo structure.



Figure 16 – View east looking from the overpass over the Western Distributor and approach to the Anzac Bridge showing the west elevation of the silos painted and advertising mounted on the upper level (Source: NBRARCHITECTURE, October 2017)

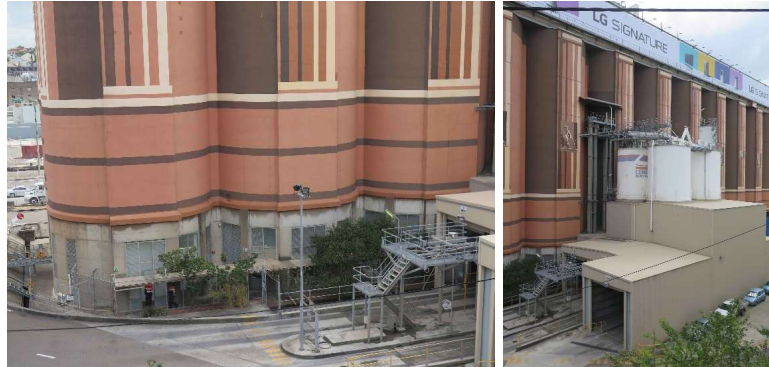


Figure 17 – View north and northeast from the Anzac Bridge shared path to the West Elevation of the Glebe Island Grain Silos showing the unpainted base of the silos (left). Murals are painted on the upper levels depicting classical columns, Olympics Games sporting motifs and signage structure at the top of the silos. Cement storage operates within structures at the base of the silos. Due to the height of the adjacent road deck this part of the structure is not easily available from the public domain. (Source: **NBR**ARCHITECTURE, October 2017)



Figure 18 – View northeast from the Anzac Bridge shared path to the West Elevation of the Glebe Island Grain Silos showing the murals painted on the concrete silos depicting classical columns, Olympics Games sporting motifs and signage structure at the top level. There are no changes proposed to the existing Olympic murals. (Source: **NBR**ARCHITECTURE, October 2017)



Figure 19 – View north from the Anzac Bridge shared path to the West Elevation of the Glebe Island Grain Silos showing the Anzac Soldier in the foreground (at left) and view of silos through the security fence (Source: **NBR**SARCHITECTURE, October 2017)

3.3 VIEWS AND VISTAS

Glebe Island Silos are highly visible from residential areas that include Balmain, Glebe, Annandale and Pyrmont. Views are defined by a port with industrial buildings and marine activity. No advertising is visible from the residential areas of Rozelle and Balmain.

Views and vistas are evident when travelling in a westerly direction in an elevated position across the ANZAC Bridge from the city. Views are less apparent when travelling in an easterly direction along the Western Distributor towards the CBD.



Figure 20 – View looking east from the Victoria Road overpass near Lilyfield Road showing the subject Glebe Island Grain Silos, Anzac Bridge and Sydney Harbour Bridge. Victoria Road is visible in the foreground (Source: **NBR**SARCHITECTURE, October 2017)



Figure 21 – View looking east from the Victoria Road overpass road deck, showing the relationship between the Anzac bridge, the Silos and the White Bay Power Station (the structure to the very left of the image). (Source: **NBR**SARCHITECTURE, June 2021)



Figure 22 - Wider view from Federal Park providing a clear view of the waterfront and relationships between the major elements on the further shore. The large structure sitting between the Silos and the Power Station is the more recent boat storage facility. (**NBR**SARCHITECTURE)



Figure 23 – Close view north from Jubilee Park showing the relationship between White Bay Power Station (left hand side of image mostly obscured by the recent boat storage structure) the Silos, and the approach deck of the Anzac Bridge. This image also describes the scale of the water-based development which is a major component of views of the further shore from the parks area. The form and scale of the silos can still be clearly appreciated in these views. (Source: **NBR**SARCHITECTURE, June 2021)

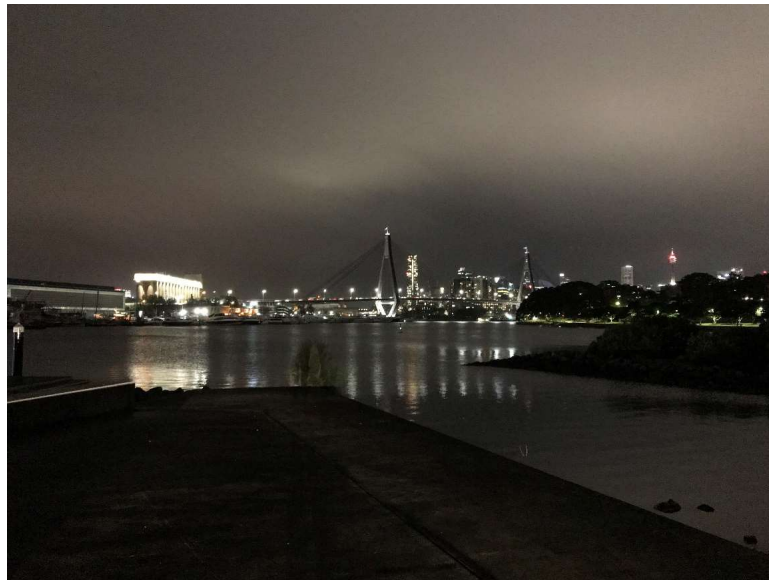


Figure 24 – Night view of the Silos from Jubilee Park alongside the other city lights. (**NBR**SARCHITECTURE June 2021)

3.4 VISUAL CURTILAGE

The Glebe Island Silos are highly visible, and legible as such, when travelling along Victoria Road, the Western Distributor and the Anzac Bridge. The Glebe Island Silos are visible from Robert Street (which borders the Port Authority lands to the north) and Rozelle the adjoining suburb to the north. Glebe Island Silos are visible from Pyrmont to the east, when travelling in a westerly direction along the Western Distributor and across the Anzac Bridge and from the surrounding waterways.

Views from the southern side of Rozelle Bay are easily available, however given the more distant vantage point the views include a high level of adjacent visual activity. The form and scale of the silos are still clearly appreciated as such. These views also include the Anzac Bridge, the White Bay Power Station, which is generally obscured by the recent boat storage structure in these views.

It should be noted that whilst the Silos, the Anzac Bridge and the White Bay Power Station are all identified as having cultural significance within The Bays Precinct there are no specific views that describe any particular relationship or significance between the structures; their visual relationship being co-incidental.

3.5 COMPARATIVE ANALYSIS – SIGNAGE ON HERITAGE BUILDINGS

"Conserving Historic Signs – Conservation Guidelines for Historic Signs and New Signs on Heritage Buildings" (2006), prepared by NSW Heritage Office, is a publication providing guidelines about signage on heritage items.

The following is taken from the publication "Conservation Guidelines for Historic Signs", Section 4 New Signs on Heritage Buildings:

4.1 Minimise the impact of new signs

Generally, the recommended conservation policy is to promote well designed signs which do not detract from the cultural significance of existing historic signs or the aesthetic quality of the individual building or conservation area. A general conservation policy for new signs on historic buildings is to minimise their impact on the cultural significance of heritage buildings and conservation areas.

New signs, building name signs and advertising signs have the potential to detract from the appreciation of a building, townscape, conservation area and landscape. Consideration of the quality, location and design of new signs is needed so that they do not intrude upon the visual quality of its setting. The essential characteristics which make a building significant should remain as visually dominant, while signs and other advertising should be limited to traditional locations.

New signs are an essential part of a business and a commercial reality. The continuation and change of signs on buildings is anticipated as building owners change and the need for new advertising continues. Historical layering of signs will occur and should be allowed, provided they do not adversely damage the significant qualities of a building or the streetscape value.

4.2 New signs

4.2.1 Styles and design

New signs need not imitate the period of the building, but could be a contemporary interpretation...

The architectural and historical character of the building, surrounding buildings and the streetscape must not be compromised by inappropriate design, size and colour scheme of a new sign or signs. Therefore, the sign should enhance, reinforce, not detract from, or obscure, any important features of the building. the colours for the new sign should suits the style and period of the building.

Comment:

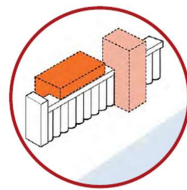
The existing signage atop the Silos does not obscure any parts of the distinctive cylindrical form of the containers, and its location is limited to that of the existing conveyor structure.

The architectural character and historic use of the structure remains clearly legible in all views.

3.6 FUTURE ADAPTIVE REUSE OF THE SILO STRUCTURES

Illustrated within *The Bays West Urban Design Framework*² is the intention to provide for future development of the heritage structures on the site. The goal is to put in place a framework which will assist establishing possible future uses for the industrial structures alongside the redevelopment across the precinct for a new, less industrially focussed use.

It is not envisaged that the level of precinct development contemplated in these initiatives will be implemented within the next ten years.



Silo Transformation

Consider maximising the long-term opportunities to transform the Silos into an incredible landmark for the Precinct, still linked to the foreshore and integrated into the public domain network. This includes opportunities to support a variety of uses, including ongoing working harbour requirement, and remaining a signifier of the maritime history of the site.

Figure 25 - These initiatives contemplate major changes to the way in which the silos will be used and perceived.

This potential future will necessarily end the lease of the advertising signage on the silo structures.

² Bays West Urban Design Framework (Draft for Consultation) , prepared by Terroir for the Department of Industry and Planning p.47

4.0 THE PROPOSAL

4.1 DESCRIPTION

The application is seeking consent for the retention of the existing signage on the Glebe Island Silos, and for the ongoing use of the structure for the display of illuminated advertising signage for a period of 10 years.

- The physical fabric of the signage structure remains unchanged and includes retention of the existing galvanised steel signage structure mounted on the existing silo roof structure of the Southern and Western Elevations. Signage structural elements include longitudinal static line, existing lighting (540 lux to western elevation and 665 lux to southern elevation), walkway and handrail.
- There is no change to the Olympic Games 2000 murals and lighting approved in 1992 – an initiative conceived by community arts program including local schools and interested community groups and professional artists.

Conditions of Consent

The proposal also includes the carrying over of specific existing consent conditions which have been negotiated and agreed with Inner West Council and respond to local amenity issues and the provision of a monetary fund which, at Council's discretion, can be used to undertake conservation works to heritage buildings.

- Condition B4 - the signage is not to be illuminated between 1am and 6am.
- Condition B5 - Graphic material is to comply with minimum coefficient of luminance intensity per unit area for Class 2A material in accordance with AS 1906.1:2007.
- Condition B6 - a VPA with Inner West Council is to be entered into. Under the VPA oOh!media pays an annual monetary contribution of \$125,000 to the Council each year of the consent duration.
- Condition B7 - a requirement that if Glebe Island is redeveloped as part of the urban renewal of the Bays Precinct prior to the expiry of the consent, the Applicant is to gain approval from the Secretary to continue the use of the existing sign.

The application benefits from existing use rights to overcome the land use prohibition that is created under Clause 10 of the SEPP 64.

4.2 CONSULTATION WITH INNER WEST COUNCIL

The consultancy team met via a Skype meeting with representatives of Inner West Council on Wednesday 2nd of June 2021. The agenda was to discuss the proposed Development Application seeking consent to extend the use of the advertising space on the Signage Zone of the Glebe Island Silos for a ten-year period commencing 11 April 2022.

Council representatives included:

STATEMENT OF HERITAGE IMPACT - GLEBE ISLAND SILOS – ADVERTISING SIGNAGE DA

https://nbsarchitecture.sharepoint.com/PROJECTS/21/21177/02_REPORTS/21177_Glebe_Island_Silos_SHI_Final.docx

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- Tina McGregor, Manager Development Advisory Services, Inner West Council;
- Niall Macken, Heritage and Urban Design Advisor, Inner West Council;
- Rachel Josey, Manager Development Advisory services, Inner West Council;
- Vishal Lakhia, Urban design Advisor, Inner West Council; and
- Manod Wickramasinghe, Traffic and Transport Planning Manager, Inner west Council.

The following heritage matters were discussed at the meeting:

- Council officers agreed the Glebe Island Silos was a heritage item of local heritage significance.
- Council officers were concerned that the signage may impact the heritage significance of the Glebe Island Silos.
- The discussion regarding the potential impacts on the significance of the items was discussed in light of the proposal being a continuation of an existing use. This existing use was acknowledged by Council, and the matter of interpretation was raised.
- It was noted, there is no dedicated heritage interpretation of the Glebe Island Silos and their setting. It was agreed the general public needs to better understand the cultural significance of the Glebe Island Silos site within the existing setting.
- It was discussed that some form of interpretation be considered. A suggestion was put forward that the signage area may include some historic images as a means of interpretation.
- In addition, it was acknowledged that the original form and fabric has been retained, remains legible from the public domain and that the signage is readily reversible.
- The voluntary monetary contribution to Inner West Council was discussed; Council agreed for this recommendation to be included in the development application.
- Mention was made that it could be used for interpretation or conservation works; no specific use was agreed upon. It was agreed however that Council would be responsible for the distribution of the funds as they see fit.
- The question of the potential future adaptive re-use (Transformation) of the structure as part of the (Draft) Bays West planning framework was raised. It was agreed that this work is highly unlikely to be contemplated within the ten-year timeframe put forward for the retention of the signage.
- It was discussed that should these works be brought forward then the signage use would cease.
- It was also discussed that should the conservation and development of the White Bay Power Station, or any other development contemplated in the Bays West strategy be commenced an appropriate time would be established to remove the illumination in response to providing acceptable amenity.

STATEMENT OF HERITAGE IMPACT - GLEBE ISLAND SILOS – ADVERTISING SIGNAGE DA

https://nbsarchitecture.sharepoint.com/PROJECTS/21/21177/02_REPORTS/21177_Glebe_Island_Silos_SHI_Final.docx

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5.0 EVALUATION OF HERITAGE CONTROLS

5.1 HERITAGE STATUS

The Glebe Island Silos site is identified by its primary address of Victoria Road, Glebe Island. The following statutory lists have been reviewed with respect to the following local government and state agencies:

- Glebe Island Wheat Silos are listed as an item of local significance on the *Sydney Regional Environmental Plan No 26 – City West* (SREP 26), Schedule 4 Heritage items, Part 3 Items in the Bay Precinct, Buildings/Structures, Item 1 - Glebe Island wheat silos (components A, B and C as identified on Map 4). Glebe Island Silos have protection under SREP No 26.
- Glebe Island Silos are listed under Heritage Act - s.170 NSW State agency heritage register - Sydney Ports Corporation (Port Authority of NSW). Section 3.
- Glebe Island Silos are not listed as a heritage item on the *Leichhardt Local Environmental Plan 2013* (LLEP 2013), Schedule 5 Environmental Heritage (see Figure 2); and
- Glebe Island Silos are not listed on the State Heritage Register (SHR) and do not have State heritage significance.

The following heritage items of "State" significance are listed on the State Heritage Register and located in the vicinity of the subject site:

- White Bay Power Station, Victoria Road, Rozelle (SHR Listing No: 01015); and
- Glebe Island Bridge (RMS Bridge No. 61), Bank Street, Victoria Road, Pyrmont (SHR Listing No: 01914).

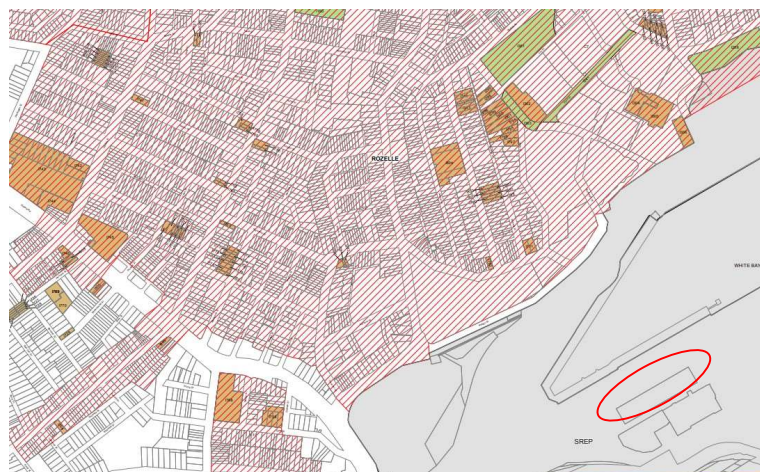


Figure 26 – Heritage Map showing the subject site circled in red. The Glebe Island Silos and the White Bay Power Station are located west of the subject site (Source: Leichhardt LEP, HER_MAP_007)



Figure 27 – Plan showing the curtilage and site boundaries of White Bay Power Station, a heritage item of State heritage (SHR 010115) (Source: Heritage Council of NSW – Inventory Sheet)

Sydney Regional Environmental Plan No 26 – City West The Bays Precinct (SREP 26)

The following heritage items, located in close proximity to the subject site, are listed on the *Sydney Regional Environmental Plan No 26 – City West* (SREP 26), Schedule 4 Heritage items, Part 3 Items in the Bays Precinct Buildings/Structures:

- Item 1 - Glebe Island wheat silos (components A, B and C as identified on Map 4);
- Item 4 - Sewerage pumping station, Roberts Street;
- Item 5 - Monument, Glebe Island;
- Item 9 - Railway truss bridge, Johnston Street; and
- Item 11 - White Bay Power Station complex

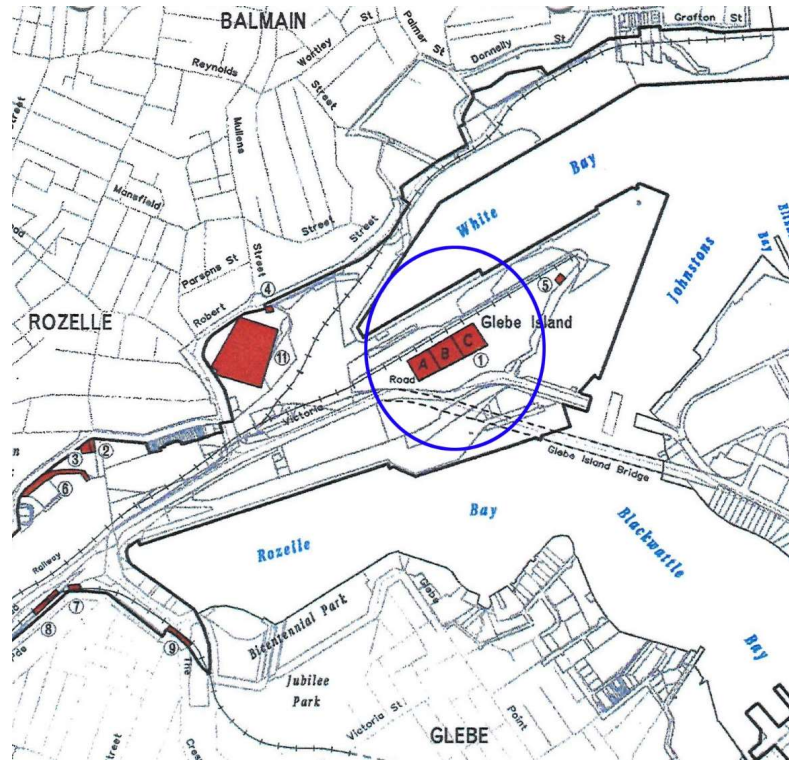


Figure 28 – Location of heritage items in the Bays Precinct showing the Glebe Island Wheat Silos circled in blue (Source: Detail of SREP No 26, Map 4 Sheet 3 Heritage and Conservation)

5.2 HERITAGE SIGNIFICANCE

5.2.1 GLEBE ISLAND WHEAT SILOS

The following statement of significance is taken from the database heritage inventory sheet for Glebe Island Silos, prepared by NSW Office of Environment & Heritage (Database No: 4560016):

Glebe Island Grain Terminal is a seminal site in the development of the bulk wheat storage and export industry in Australia. As such it has a pre-eminent position in the historical development of one of Australia's most important primary industries. It was the first and most important of the port terminals and encompassed technologies that were specific to the industry and influential in the development of that industry throughout the country. The first construction phase is particularly noteworthy because of the circumstances of its wholly imported design and technological expertise.

The carefully planned and integrated system, by the 1930s, was considered to be one of the largest, most efficient and well-planned installations of its type. The fabric contained within the site, although compromised by alterations and missing elements is capable of demonstrating and recording the evolution of the industrial processes that evolved over several decades. The silos, in particular, are the most visible and easily interpreted elements of that former use and form a powerful and well-known landmark. The site also has significance for its associations with, and demonstration of, Commonwealth and State government initiatives.

Comment:

The existing Silos certainly do demonstrate the most visible and easily interpreted elements of the former silo use that have been retained on the site; it should be noted that the retained fabric dates from the 1970's, with the original silo structures having been removed due to changes in use patterns on the site and their poor condition.

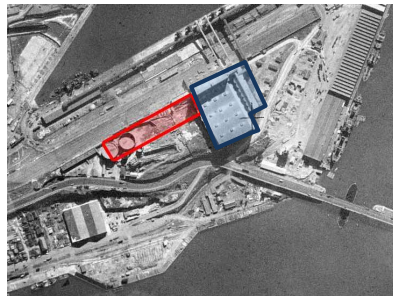


Figure 29 – Detail from 1943 aerial survey of Sydney showing original silo configuration shaded blue. The approximate site of the subject silos are shown in red. (Source: NSW Land & Property Information, SIX Maps)

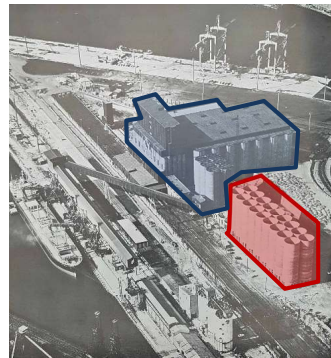


Figure 30 – Sydney Terminal Elevator, Glebe Island. Aerial view showing the southern end of the new storage bins, shown red, under construction, July 1972. The yet to be demolished original silos are shown blue. (Source: 50 Years of Bulk Grain Handling in New South Wales)

5.2.1 WHITE BAY POWER STATION

The following statement of significance is taken from the database heritage inventory sheet for White Bay Power Station, prepared by NSW Office of Environment & Heritage (SHR Listing No: 01015):

White Bay Power Station was the longest serving Sydney power station and is the only one to retain a representative set of machinery and items associated with the generation of electricity in the early and mid-twentieth century. It retains within its fabric, and in the body of associated pictorial, written archives and reports and oral history recordings, evidence for the development of technology and work practices for the generation of electrical power from coal and water. This development of power generation at White Bay contributed to the expansion of the economy of Sydney and New South Wales.

As a result of its remarkably intact survival, it retains the unique ability to demonstrate, by its location, massing, design, machinery and associated archives, the influence and dominance that early power-generating technology exerted on the lives and urban fabric of inner cities in the first half of the 20th century. The extant items within the surviving operational systems are of an impressive scale and exhibit a high degree of creative and technical achievement in their design and configuration. They encompass all aspects of the generation of electrical power, and represent all phases from the inter-war period through to the more sophisticated technologies of the mid-20th century. They are of exceptional technical significance with research potential to yield information not available from any other source.

Aesthetically, White Bay Power Station contains internal and external spaces of exceptional significance. These spaces include raw industrial spaces of a scale, quality and configuration which is becoming increasingly rare and which inspire visitors and users alike. Externally, it is a widely recognised and highly visible landmark, marking the head of White Bay and the southern entry to the Balmain Peninsula and its industrial waterfront. It retains a powerful physical presence and industrial aesthetic and is the most important surviving industrial building in the area

White Bay Power Station has strong and special associations and meanings for the local community, for former power station workers and for others who have used the site, and is of high social significance. It is a potent symbol of the area's industrial origins and working traditions, aspects of community identity that are strongly valued today by both older and new residents. It is one of the few surviving features in the area that provide this symbolic connection.

It is the only coal based industrial structure, dependent on a waterside location to survive adjacent to the harbour in the Sydney Region. It also forms part of a closely related group of large scale industrial structures and spaces (White Bay Container Terminal, Glebe Island Silos, Container Terminal and Anzac Bridge) which along with the White Bay Hotel, define a major entry point to the city from the west.

Comment:

The existing Silos are visible in some views of the Power Station, however there is still a substantial space between the two structures. The signage does not alter any views of the Power Station, nor does it change the appreciation of the former industrial site.

5.2.2 GLEBE ISLAND BRIDGE

The following statement of significance is taken from the database heritage inventory sheet for Glebe Island Bridge (constructed 1899-1903), prepared by NSW Office of Environment & Heritage (SHR Listing No: 01914):

The Glebe Island Bridge, across Johnston's Bay, is of state significance as it demonstrates one of the earliest examples of an electric-powered swing bridge in Australia. Technically, it is a complementary structure to the already acclaimed Pyrmont Swing Bridge, and has all the same significant features, including the electrically-driven swing span. Both bridges were designed by Percy Allan, a highly-regarded Australian bridge designer of the late 19th and early 20th century. Both represent the only examples of such types of bridges in New South Wales and are still operable.



Figure 31 – View east from Somerville Road to Glebe Island Bridge, a heritage item of State significance. The Glebe Island Bridge currently remains open, although the swing bridge is operational. Prior to the construction of the Anzac Bridge, the Glebe Island Bridge provided the principal entry point to the CBD (Source: **NBR**SARCHITECTURE, October 2017)

Comment:

The signage atop the nearby Silos do not alter any views of the Glebe Island Bridge, nor does it change the appreciation of the bridge and its components.

5.3 COMPLIANCE WITH SYDNEY REGIONAL ENVIRONMENTAL PLAN NO 26 (SREP 26)

Sydney Regional Environmental Plan No 26 – City West Bays Precinct (SREP 26) establishes that the land use of signage is a permissible use on the site. The SREP zones the land as Port and Employment Lands. Signage is a permissible use on the land with consent. SREP 26 has heritage specific clauses that need to be addressed as part of development to, or in the vicinity of heritage items.

| Statutory Control - SREP 26 | This Proposal Relates to SREP 26 as follows: |
|--|---|
| <p>SREP 26, Division 6 Heritage conservation, Clause 29 General considerations</p> <p><i>Development of or including a heritage item, in the vicinity of a heritage item, or within a conservation area, must be compatible with the conservation of the heritage significance of the item or the character of the conservation area.</i></p> | <p>The subject site, Glebe Island Wheat Silos (Item 1), is listed as a heritage item in SREP 26, Schedule 4 Heritage items.</p> <p>In addition, the following heritage items are listed in SREP 26, Schedule 4 Heritage items and located in the vicinity of the subject site:</p> <ul style="list-style-type: none"> • Item 4 - Sewerage pumping station, Roberts Street; • Item 5 - Monument, Glebe Island; • Item 7 - Railway Bridge, Railway Parade; • Item 9 - Railway truss bridge, Johnston Street; and • Item 11 - White Bay Power Station complex. <p>The retention of the existing signage which is the subject of this development application does not alter the appreciation, setting or views of these heritage items.</p> |
| <p>SREP 26, Division 6 Heritage conservation, Clause 30 Duty of consent authority</p> <p><i>Before granting consent to any such development, the consent authority must consider:</i></p> <ul style="list-style-type: none"> ▪ <i>the heritage significance of the heritage item or conservation area, and</i> ▪ <i>the impact that the proposed development will have on the heritage significance of the heritage item and its setting or the conservation area, and</i> ▪ <i>the measures proposed to conserve the heritage significance of the heritage item and its setting or the conservation area, and</i> ▪ <i>whether any archaeological site or potential archaeological site would be adversely affected.</i> | <p>The proposed development of a heritage item and within the vicinity of other heritage items, must be in keeping with the heritage significance and character of the respective heritage items.</p> <p>As the advertising signage is well above ground, the development will not impact the significance of the heritage item itself, nor other heritage items in the vicinity.</p> <p>No aspects of the proposal involve sub surface investigations.</p> |

SREP 26, Clause 31 Conservation management plans and heritage impact statements

The consent authority must decline to grant consent for development relating to a heritage item or conservation area unless it has taken into consideration a conservation management plan or heritage impact statement which includes an assessment of the matters listed in clause 30.

This Statement of Heritage Impact (SHI) has been prepared in accordance Clause 31, to determine the positive and negative heritage impacts associated with providing a ten-year consent for the existing signage mounted on the upper structure of the Glebe Island Silos.

5.4 COMPLIANCE WITH THE STATE ENVIRONMENTAL PLANNING POLICY 64

State Environmental Plan Policy No 64 – Advertising and Signage (SEPP 64), Division 3 Particular Advertisements, Clause 21 Roof or Sky Advertisements is the primary environmental planning instrument applicable to signage in NSW. The aims and objectives of SEPP 64 is as follows:

- (1) This Policy aims:
 - (a) to ensure that signage (including advertising):
 - (i) is compatible with the desired amenity and visual character of an area, and
 - (ii) provides effective communication in suitable locations, and
 - (iii) is of high quality design and finish, and
 - (2) This Policy does not regulate the content of signage and does not require consent for a change in the content of signage.

| Statutory Control | This Proposal Relates to SEPP 64 as follows: |
|---|---|
| <p>SEPP 64, Division 3, Clause 21 Roof or Sky Advertisements</p> <p>(1) The consent authority may grant consent to a roof or sky advertisement only if:</p> <p>(a) the consent authority is satisfied:</p> <ul style="list-style-type: none">(i) that the advertisement replaces one or more existing roof or sky advertisements and that the advertisement improves the visual amenity of the locality in which it is displayed, or(ii) that the advertisement improves the finish and appearance of the building and the streetscape, and <p>(b) the advertisement:</p> <ul style="list-style-type: none">(i) is no higher than the highest point of any part of the building that is above the building parapet (including that part of the building (if any) that houses any plant but excluding flag poles, aerials, masts and the like), and(ii) is no wider than any such part, and | <p>The Glebe Island Grain Silos, constructed in 1972, are structures with landmark qualities due to their size and distinctive form.</p> <p>The murals on the South and West Elevations of the former grain silos, although not linked in any way to the significance of the silos themselves, add to their landmark quality and are well maintained.</p> <p>The subject signage is located on the upper portion of the structures on the South and West Elevations and are limited to the dimensions of the former conveyor room, which runs across the top of the silo containers.</p> <p>The signage, together with the structural signage system are designed in a manner that is sympathetic to the character of the former grain silos (currently sugar and cement silos) and the industrial and seaport character of the Port Authority of NSW land at Glebe Island and White Bay.</p> |

The signage is consistent with the Glebe Island Silos Advertising and Signage DCP 2004.

The advertising structure and advertising is lower than the highest part of the former grain silos and no wider than any part of the structure.

| Statutory Control | This Proposal Relates SEPP 64 as follows: |
|--|--|
| <p>SEPP 64, Schedule 1 Assessment criteria</p> <p><i>2 Special areas</i></p> <ul style="list-style-type: none"> • <i>Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?</i> | <p>The scale of the advertising signage on the Glebe Island Silos is compatible with the heritage silos and industrial character of the surrounding port structures and is read as the same scale and proportion of the former conveyor building across the top of the container structures.</p> <p>Half of the Glebe Island Silos structure, the North and East Elevations, has retained the original form and finish of the industrial concrete storage silo structure. This allows readily for the interpretation of the original storage structure. More importantly, the associated activity in the immediate vicinity of the silos is directly related to its current and ongoing use, namely as large-scale containers of cement and sugar.</p> <p>This activity, including shipping and truck movements delivering and distributing these products, is a function of the silo use and most clearly interprets the historic and ongoing significance of the structures.</p> |

5.5 COMPLIANCE WITH THE BAYS WEST PLANNING DOCUMENTS (DRAFT)

In developing The Bays West strategy, NSW DPIE has indicated the importance of providing for the continuation of Glebe Island as a working port as part of a new urban future for Bays West. It is envisaged that this plan, which includes the potential transformation of the silos, will be realised over a 40 year timeframe. The vision for this precinct is contained in the Bays West (Draft)planning documents, which include :-

- Bays West Connecting with Country Framework, prepared by bangawarra
- Bays West Strategic Place Framework, prepared by Terroir
- Bays West Sustainability Framework, prepared by Atelier ten and Integral Group
- Bays West Urban Design Framework, prepared by Terroir, and
- Bays West Place Strategy, prepared by NSW DPIE.

This suite of documents has a stated intention to protect and adapt the heritage aspects on the site in a way that ensure a supportable future and use well into the future.

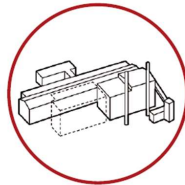
Heritage and culture³

that recognise the importance of the past and how understanding history and culture is critical to creating a place with meaning.

Direction 11 Bring new life to existing diverse assets and uses, integrating rich layers of creativity, heritage and culture across the precinct

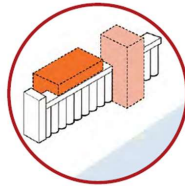
Direction 12 Ensure that future developments recognise, embrace and create opportunities for deeper understanding of our culture and stories

Illustrated within *The Bays West Urban Design Framework*⁴ is the intention to provide for future development of the heritage structures on the site. The goal is to put in place a framework which will assist establishing a future use for the industrial structures alongside the redevelopment across the precinct for a new, less industrially focussed use, integrating urban redevelopment with a growing and evolving port.



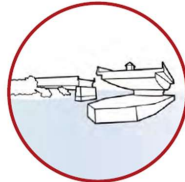
Our White Bay Power Station

The White Bay Power Station anchors one end of the heritage and cultural spine and is one of the most unique and celebrated assets at Bays West. It must be adaptively reused and reimagined as a focal point of the Precinct.



Silo Transformation

Consider maximising the long-term opportunities to transform the Silos into an incredible landmark for the Precinct, still linked to the foreshore and integrated into the public domain network. This includes opportunities to support a variety of uses, including ongoing working harbour requirement, and remaining a signifier of the maritime history of the site.



Re-Building Bridges

The Glebe Island Bridge is perfectly positioned as a signifier of the maritime and transport history and innovation at this site that future site users can engage with as they arrive or leave the site. As a unit with Anzac Bridge it highlights the changes in transport access that has occurred.

Figure 32 - These initiatives contemplate major changes to the way in which the silos will be used and perceived.

The development application for the continued operation of the advertising signage atop the Glebe Island Silos for a period of ten years does not impact the intention of the potential Silo Transformation concept identified in *The Bays West* documents. The suite of documents is currently still in its Draft form and the process of public consultation is still underway. The timeframes around the implementation of the precinct development is considered to be around forty years; and specifically no development of the silos is considered likely in the next ten years.

³ Bays West Place Strategy, prepared by NSW DPIE p

⁴ Bays West Urban Design Framework (Draft for Consultation) , prepared by Terroir for the Department of Industry and Planning p.47

For this reason, the 10 year consent requested is acceptable in terms of future planning for the structures. It should also be noted that a condition of consent is being proposed as part of the application which addresses the issue of development of the silos or the wider precinct being brought forward and offers to seek a fresh approval should this happen within the proposed 10 year approval period.

5.6 COMPLIANCE WITH THE GLEBE ISLAND SILOS ADVERTISING AND SIGNAGE DCP 2004

The Glebe Island Silos Advertising and Signage DCP 2004 aims

- To provide design guidelines for advertising on top of the Glebe Island Silos.
- To encourage advertising signage that is compatible with the heritage silos and the industrial character of the surrounding port.

| Statutory Control – Glebe Island Silos DCP | This Proposal Relates to these Controls as follows: |
|--|--|
| <p>8.2 Heritage</p> <p><i>The silos are identified as a heritage item under the Bays Precinct provisions of SREP 26. The Bays Precinct was incorporated into SREP 26 in November 1997.</i></p> <p><i>The heritage listing of the silos occurred some five years after temporary consent (10 years) has been issued in 1992 for the erection of advertising signs as part of the Olympic Bid.</i></p> <p><i>Under Clause 31 of the SREP 26, consent cannot be granted for development relating to heritage items unless the consent authority has considered a conservation management plan or a heritage impact statement which includes an assessment of the impacts on the heritage item.</i></p> | <p>The retained structures of the Glebe Island Silos were gazetted as a heritage item in 1997, five years after advertising signage was erected on the structure.</p> <p>This SHI has been prepared to accompany a development application for consent for the display of advertising signage on the Signage Zone of the Glebe Island Silos for a period of ten years from 11 April 2022.</p> <p>No physical changes are proposed to the Glebe Island Silos. The approval would be for legal changes only.</p> <p>The works are substantially the same development as the existing and in accordance with the Glebe Island Silos DCP. "Substantially" to mean "essentially or materially having the same essence".</p> |
| <p>9.0 Desired Future Character</p> <p>9.1 Continuation of the Port</p> <p><i>The scale of the silos and the advertising structures are compatible with the oversized machinery, cargo ships and warehouse buildings located in the port area.</i></p> <p><i>The advertising on the top of the silos adds a point of visual interest and enhances the silo role as a landmark and reference point in the city. This is especially the case at night when the signs are illuminated.</i></p> | <p>The Development Application is for the consent for advertising signage on the Signage Zone of the Glebe Island Silos for a period of ten years from 11 April 2022.</p> <p>The development will be substantially the same as the existing and will utilise the existing structure and external lighting.</p> <p>The structure would be reversible without impacting on the silo fabric.</p> <p>It is proposed to maintain the existing mural and to conserve the fabric of the structure.</p> <p>The existing working harbour setting and potentially the use of the Glebe Island Silos is expected to alter with the implementation of</p> |

STATEMENT OF HERITAGE IMPACT - GLEBE ISLAND SILOS – ADVERTISING SIGNAGE DA

[https://nbsarchitecture.sharepoint.com/PROJECTS/21/21177/02_REPORTS/21177_Glebe Island Silos_SHI_Final.docx](https://nbsarchitecture.sharepoint.com/PROJECTS/21/21177/02_REPORTS/21177_Glebe%20Island%20Silos_SHI_Final.docx)

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| | |
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| | <p>The Bays Precinct suite of strategies. The character of the signage structure is in keeping with existing character of the working harbour, up until such time as the potential redevelopment of the silos is undertaken. This is highly unlikely to occur within the next ten years.</p> |
| <p>11.0 Advertising Structure</p> <ul style="list-style-type: none"> • Advertising is to be restricted to the southern and western sides where the decorative treatment relates to the busy, public nature of the main roads. • The signage system is to be a stretched skin with no extraneous structures or fixings in view, apart from the necessary lighting fixtures. • All access to the advertising panels for installation shall be made easily and in accordance with Occupational Health and Safety Guidelines. • The view of the rear of the signs from the Balmain peninsula is to be finished appropriately to screen the working face of the sign panels. | <p>Advertising will be restricted to the southern and western sides of the silos, in line with the current arrangement, and will utilise the existing structure and external down-lighting fixtures and limiting the advertising to the Signage Zone designated in the Glebe Island Silos DCP (the southern and western facades).</p> <p>Existing controls around illumination levels and hours of operation will be retained.</p> <p>The existing signage complies with the Glebe Island Silos DCP by having safe access to the advertising panels in accordance with WH&S Act 2011.</p> <p>In addition, the existing signage structure is designed so as to screen the working face of the sign panels from the Balmain peninsula.</p> |
| <p>11.4 Life of Approval</p> <ul style="list-style-type: none"> • Development consent for advertising is limited to a period of three years, consistent with the provisions of SEPP 64 and the Glebe Island and White Bay Master Plan | <p>The development application is for the retention of the existing advertising signage on the Signage Zone of the Glebe Island Silos for a period of ten years from 11 April 2022.</p> <p>This application is contrary to DCP Control 11.4, however the DCP control fails to take into account the 10-year consent term for sky signs under SEPP64. It should be noted that Section 74C(5)(b) states that a provision of a DCP (whenever made) has no effect to the extent that it is inconsistent or incompatible with a provision of any such instrument.</p> |
| <p>Statutory Control – Glebe Island Silos DCP</p> <p>11.5 Materials and Finishes</p> <ul style="list-style-type: none"> • Materials to be used in the structure are to be durable and of high quality, ensuring the use of non-reflective surfaces suitable for an outdoor industrial location. • Materials are to respect the heritage status of the building. | <p>This Proposal Relates to these Controls as follows:</p> <p>The existing materials and finishes (including static vinyl signs) are in accordance with the Glebe Island Silos DCP and respect the heritage significance of the structure and the heritage items in close proximity. The application proposes no changes to the materials and finishes.</p> |

The signage is consistent with the scale and character of the heritage item and its current maritime, working harbour setting.

12.1 Mural

Although this does not form part of the advertising signage, the maintenance and relevance of the mural remains part of the lease agreement between the lessee and the Sydney Ports.

It is the lessee, oOh!media, who maintain the Olympic Bid murals located on the southern and western facades of the Glebe Island Silos. The murals, completed in 1992, have become an integral part of the structure and recognised as a local landmark appreciated by those who cross the Anzac Bridge and reside in the local area.

This is in accordance with the Glebe Island Silos DCP and consistent with the existing approvals condition. The development will be substantially the same development as the existing approval.

6.0 HERITAGE IMPACT ASSESSMENT

6.1 INTRODUCTION

The following assessment of this application is based on the guidelines set out by the NSW Heritage Office (now Heritage Division of the Office of Environment & Heritage) publication 'Statements of Heritage Impact', 2002. The standard format has been adapted to suit the circumstances of this application.

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

- An approval for the advertising signage atop the Glebe Island Silos does not diminish the significance or appreciation of the distinctive cylindrical form and large scale of the structures as it does not obscure nor damage the distinctive silos.
- The size and proportion of the existing signage is determined by the length and height of the conveyor building that runs across the top of the silos. In this way, the original form and scale of the silos structures is retained.
- There will be no change to the physical and visual relationship between the Anzac Bridge, the Glebe Island Bridge and the White Bay Power Station. All these historic items are contained within the area designated The Bays Precinct and will continue to contribute to the future character of the area.
- Whilst the illuminated signage is clearly a non-historic element of the wider views of the area, it sits alongside other lighting features that allow the illumination of the Anzac Bridge, the roadways and foreshore generally. Currently the Power Station building is unoccupied, and so is not lit as either a feature or as an occupied building.
- The Glebe Island Silos Olympic Mural is not linked in any way to the significance of the silos themselves. However, in its own right it is considered to have historic, social and associational significance, and some rarity value. There are no physical or visual changes to the mural.
- The existing illumination levels and hours of operation will be maintained.

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 consent for advertising signage atop the existing Glebe Island Silos would not diminish the appreciation or understanding of the silo structures.

6.2 NEW SIGNAGE (CONTINUATION OF EXISTING SIGNAGE USE)

How has the impact of the new signage on the heritage significance of the item been minimised?

- In 1917, grain silos were first constructed at Glebe Island. The Grain Silos complex was extended over the years with numerous phases of alteration and modification, including demolition of the original silos in the 1970s. The silos were decommissioned for grain storage in 1984. The use of the silos changed in 1994, when the silos were converted to cement and sugar storage. This would have required to alteration to the design of the silos.
- The existing Glebe Island Silos date to the 1975 phase of development which comprised a multi-million-dollar extension to the system. The works included 30 cylindrical concrete silos 38.4 m high, each having a capacity of 2,400 tonnes.

STATEMENT OF HERITAGE IMPACT - GLEBE ISLAND SILOS – ADVERTISING SIGNAGE DA

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- The physical fabric of the existing Glebe Island Silos is not significant as early fabric, nor are they the same scale, size and overall form as the original complex – the advertising signs do not cover or negatively / detrimentally impact on the fabric of the silos. The machinery tower on the upper section of the north and east elevations of the silo complex remains visible as signage is not located on these facades. This allows continued public appreciation and interpretation of the structures.
- The primary significance of the Glebe Island Grain silos are their historic associations with the Primary Industry and grain production. Over the next ten-year period, the retention of the advertising signage is unlikely to have any impact on the historic significance of the Glebe Island Silos and its setting.
- The development of The Bays West Precinct contemplates significant changes to the setting of the silos, and the other heritage items in the precinct. For this reason, a consent to maintain the existing situation is acceptable.

Have alternative signage forms been considered (eg free standing or shingle signs). Why were they rejected?

- The signage is in accordance with the Glebe Island Silos DCP. The historical significance of the silos is legible as a complete operating structure with distinguishable component parts such as the conveyor arm and eastern tower, with the advertising signage located around the parapet but leaving the eastern tower exposed.
- The form and proportions of the signage is based on the scale of the conveyor room structure and was an acceptable negotiated outcome with the consent authority for the earlier approval.

Is the signage in accordance with Section 6, 'Areas of Heritage Significance', in Outdoor Advertising: An Urban Design-Based Approach?⁵ How?

- The signage structure, external lighting system and operating hours are consistent with the heritage significance of the place. Both physically and legally, the signage will be substantially the same development as currently exists. The development for signage is consistent with the Glebe Island DCP and The Bays West Urban Design Framework (Draft). It should be noted that the development of The Bays Precinct is a long-term project with no significant change to its current land use envisaged in the next ten years which would render the continued display of signage on the silos as unsuitable.

Will the signage visually dominate the heritage item/heritage conservation area or heritage streetscape?

- The silos are visible from residential areas of Balmain, Glebe, Annandale and Pyrmont. The silos are emblematic of the working harbour – a reminder of the working harbour and trading port. The signage is located at the upper section of the structure within the location identified in the Glebe Island Silos DCP. The signage is limited to the southern and western sides of the silo structure facing busy public roadways. The elevations of the silos that retain the “undecorated” industrial character, generally face onto the residential areas of the Balmain peninsula which lie in close proximity to the subject heritage item, heritage conservation areas of Balmain and White Bay Power Station, a State-listed heritage item.

⁵ A joint publication by the Department of Planning (NSW) & Department of Planning and Housing (Vic). Published by the Department of Planning (NSW), Sydney, 1991

Can the sign be remotely illuminated rather than internally illuminated?

- The signage lighting will continue to be an external illumination type in accordance with the current operating approval. The lighting provides time restricted nighttime illumination using discrete structures with light spill only to the face of the signs. The lighting currently complies in full with the relevant requirements of SEPP64 and AS4282.

7.0 CONCLUSION

The retention of the advertising signage for a period of 10 years will have no adverse effect on the identified heritage significance of the Glebe Island Silos and its maritime and industrial setting.

Well over half of the Glebe Island Silos (the northern and eastern elevations) remain in original visual condition, that is “undecorated” and are not impacted by signage or artwork on the structure. Together with the ongoing activity associated with the place, namely shipping and truck movements associated with cement and sugar delivery and distribution, the general public can easily interpret the original and ongoing use of the silos for dry bulk product arriving by ship.

The existing signage structure is a minor addition to the original fabric and is readily reversible. This is in accordance with heritage best practice principles set out in the Australia ICOMOS Burra Charter.

The potential future adaptive re-use of the silo structures is contemplated in The Bays West (Draft) planning framework documents which envisage these purpose-built structures will make an ongoing contribution to the landscape, in a way other than envisaged by their original function. A 10-year consent for the advertising signage will not affect the future plans for the silos.

Based on the analysis contained in this report, it is our recommendation that from a heritage perspective, the proposal is approved.



Samantha Polkinghorne
Director
NBR

SARCHITECTURE