



HERITAGE IMPACT STATEMENT

Glebe Island Silos, Sommerville Road, Glebe Island



February 2025



Cover Image: Subject site as viewed from Glebe Foreshore Parks (Source: NBRS)

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EXECUTIVE SUMMARY

This Heritage Impact Statement has been prepared by Daniel Nabb, Heritage Consultant of **NBRS** to accompany a proposed modification of DA21/13182. The proposal seeks consent for the retention of the existing signage structures on the Glebe Island Silos, and for the ongoing use of the structure for the display of illuminated advertising signage for a period of three years.

The site is located within the Inner West Local Government Area (LGA) and is legally identified as Lot 12 DP1170710 by NSW Land Registry Services (LRS).

State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021 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.

This Heritage Impact Statement assesses the proposal against the relevant heritage provisions of:

- *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*;
- *State Environmental Planning Policy (Industry and Employment) 2021*;
- *Glebe Island Silos Advertising And Signage Development Control Plan 2004*;
- Impact Assessment Criteria guidelines endorsed by the NSW Heritage Division; and
- Existing Bays West planning documents.

The assessment concludes that the proposed modification of DA21/13182 would have no adverse impact on the identified heritage significance of the Glebe Island Silos or their broader maritime and industrial setting. Therefore, from a heritage perspective, the consent authority should have no hesitation in approving this application.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'D. Nabb', with a stylized flourish extending from the end.

NBRS
Daniel Nabb
Heritage Consultant
4 February 2025



HERITAGE IMPACT STATEMENT FOR GLEBE ISLAND SILOS, SOMMERVILLE ROAD, GLEBE ISLAND

1.0 INTRODUCTION

1.1 BACKGROUND

This Heritage Impact Statement has been prepared in accordance with the standard guidelines of the NSW Heritage Division to accompany a Section 4.55(2) application for DA21/13182 to extend the existing signage display on the Glebe Island Silos (the Silos) for a further period of three years.

The proposed modification of DA21/13182 seeks consent for the retention of the existing signage structures on the Glebe Island Silos, and for the ongoing use of the structure for the display of illuminated advertising signage for a period of three years.

The Silos structure is listed as an item of local significance as listed on Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021* as I1 – ‘Glebe Island wheat silos (components A, B and C as identified on Map 4)’.

State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021 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.

Accordingly, this Heritage Impact Statement reviews the proposal in terms of the relevant heritage provisions of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*, *State Environmental Plan Policy (Industry and Employment) 2021*, *Glebe Island Silos Advertising And Signage Development Control Plan 2004* and the Impact Assessment Criteria guidelines endorsed by the NSW Heritage Council.

Additionally, an assessment on the existing Bays West Planning documents has been undertaken.

1.2 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the guidelines set out in the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013, known as The Burra Charter, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, NSW Heritage Manual.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of The Burra Charter. The NSW Heritage Manual explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.3 SITE LOCATION

The subject site, known as Glebe Island Silos, is located at Sommersville Road, Glebe Island. The site is located within the Inner West local government area. It is identified as Lot 12 DP1170710 by the NSW Land Registry Services (LRS).



Figure 1: Aerial map with the subject site indicated in red. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)

1.4 HERITAGE MANAGEMENT FRAMEWORK

The Glebe Island Silos site is identified by its primary address of Sommerville 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 Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021* as I1 – ‘Glebe Island wheat silos (components A, B and C as identified on Map 4)’.
- Glebe Island Silos are listed under Heritage Act - s.170 NSW State agency heritage register - Sydney Ports Corporation (Port Authority of NSW).
- Glebe Island Silos are not listed as a heritage item on the *Leichhardt Local Environmental Plan 2013* (LLEP 2013), Schedule 5 Environmental Heritage; and
- Glebe Island Silos are not listed on the State Heritage Register (SHR) and do not have State heritage significance. Port Authority of NSW nominated the listing of the Glebe Island silos on the State Heritage Register (SHR) in June 2024; however, the Notice of Intention (NOI) to list this item was deferred in August 2024.

The following heritage items, located in close proximity to the subject site, are listed on Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*:

- Item 5 – Monument, Glebe Island (Note: now located at the ‘Monument Lookout’ overlooking Glebe Island on Sommerville Rd);
- Item 11 – White Bay Power Station complex.

The subject site is located in the vicinity of heritage items as listed on the State Heritage Register or listed on the Port Authority of NSW Section 170 Heritage and Conservation Register:

- SHR#01015 – White Bay Power Station, Victoria Road, Rozelle;
- SHR#01914 – Glebe Island Bridge (RMS Bridge No. 61), Bank Street, Victoria Road, Pyrmont;
- SHR#4560012 – Glebe Island World War II Monument;
- SHR#4560013 – Glebe Island Plaque - Opening of Container Terminal;



- SHR#4560014 – Glebe Island Sandstone Quarry Sample; and
- SHR#4560056 – Glebe Island Dyke Exposures.

The subject site is also located in the visual catchment of heritage items as identified on Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012* and *Inner West Local Environmental Plan (LEP) 2022*.

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development, local topography, and roadways, and do not warrant assessment as part of this report.

1.5 AUTHORSHIP

This report was prepared by Daniel Nabb, Heritage Consultant, and reviewed by Samantha Polkinghorne, Director, both of **NBRS**.

1.6 LIMITATIONS

This report is limited to the assessment of potential impacts on the European cultural heritage values of the site and does not include Aboriginal and Archaeological assessment. This report only addresses the relevant planning provisions that relate to heritage.

1.7 COPYRIGHT

Copyright of this report remains with the author, **NBRS**. Unless otherwise noted, all images are by the author.

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 2: 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 3: 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 4: Detail from Map of Sydney / by H.E.C. Robinson Ltd, ca1900. 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.

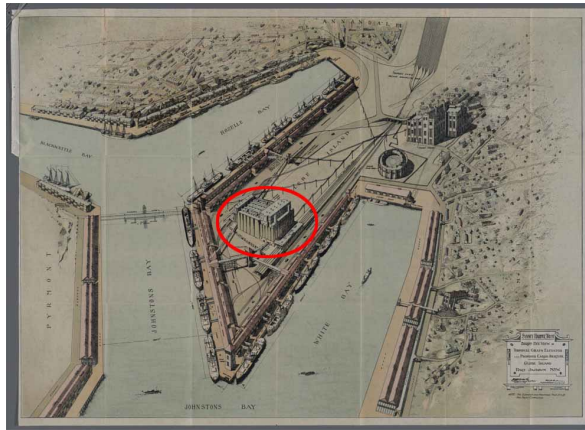


Figure 5: Birds eye view of terminal grain elevator and proposed cargo berths, Glebe Island, Port Jackson, N.S.W. / H.D. Walsh, Engineer-in-Chief; W.E. Adams, Principal Assistant Engineer; drawn by W.H. Withers; T.C. Groom, Chief Engineering Draughtsman, 25/9/1915. (Source: NLA, nla.obj-229933525)

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.

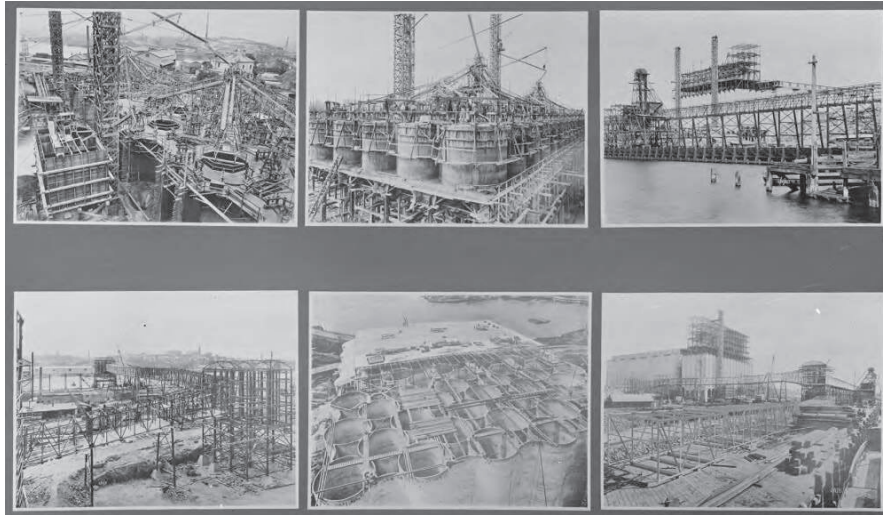


Figure 6: Six photographs of the construction of the grain silos on Glebe Island, New South Wales [picture] / A.G. Foster, 1919-45. (Source: NLA, <http://nla.gov.au/nla.obj-142762061>)

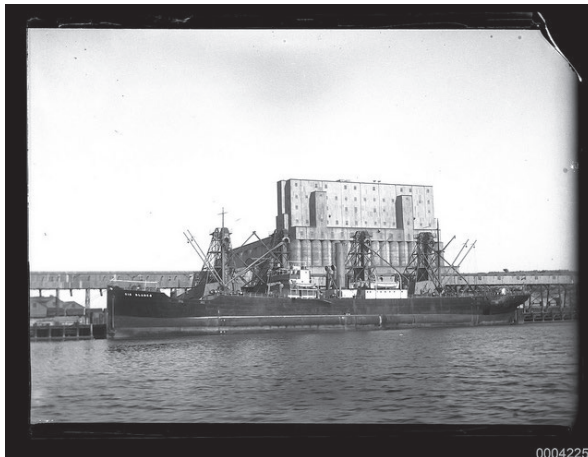


Figure 7: RIO Blanco at the wheat silos, Glebe Island, 26 April 1924 / Frederick Wilkinson. (Source: Australian National Maritime Museum, 00042254)

¹ Sydney Morning Herald, 17 November 1919, p6

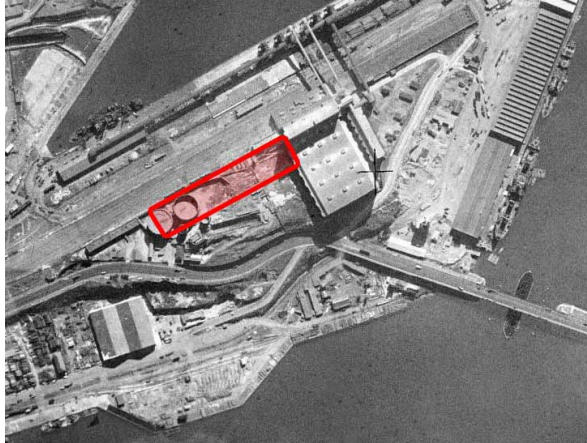


Figure 8: Detail from 1943 aerial survey of Sydney showing original silo configuration. The approximate site of the subject silos outlined and shaded red. (Source: NSW Land & Property Information, SIXMaps)



Figure 9: 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.

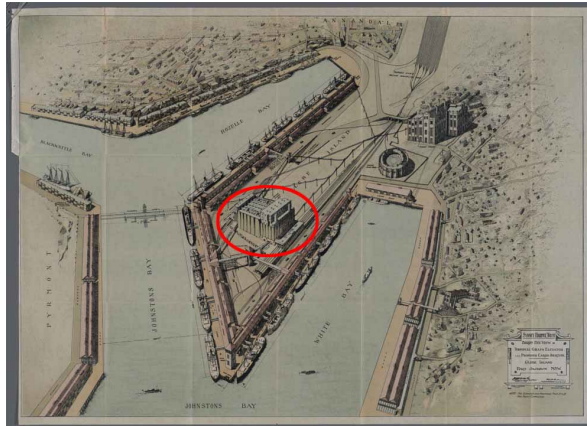


Figure 10: Glebe Island Silos, pre-2000. This view shows the north-eastern elevation of the subject bank of silos at centre right. Note the structure perched on top of the silos and the northern tower. (Source Flickr, <https://www.flickr.com/photos/59203598@N00/14624518444>)



Figure 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, SHFA 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. A subsequent extension was granted in 2021 to April 2022.

The current extension to the signage lease was approved in 2022; and will cease operation on the 8th September 2025.



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 has recently been refurbished with extensive maintenance and conservation works being undertaken, and is currently utilised as an exhibition space for the NSW Government.

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 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 2025.



Figure 13: View toward the Glebe Island Silos, White Bay Power Station, Glebe Island Bridge, White Bay Container Terminal and Anzac Bridge, as viewed from Waterfront Park, Pyrmont. (Source: NBRS January 2025)



Figure 14: View of the northern elevation of the silos, facing south from Buchanan Street. (Source: Google Streetview, July 2024)



Figure 15: 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: Google Streetview, July 2024)



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: NBRS January 2025)

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 north from Sommerville Road showing the southern 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: NBRS January 2025)



Figure 17: 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: NBRS January 2025)



Figure 18: 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: NBRS January 2025)



Figure 19: View of the northern elevation of the silos, facing south from Robert Street. (Source: Google Streetview, July 2024)

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 north west from Waterfront Park in Pyrmont, showing the subject Glebe Island Grain Silos, Anzac Bridge and Glebe Island Bridge. (Source: NBRS January 2025)



Figure 20: View looking north 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: NBRS January 2025)



Figure 21: View looking north east from the intersection of Robert Street and Muller Street Balmain, showing the relationship between, the Silos and the White Bay Power Station (the structure to the very right of the image). (Source: NBRS January 2025)



Figure 22: View north from the recently completed Rozelle Parklands showing the relationship between the new parkland area looking towards the city. The Glebe Island Silos are visible, albeit significantly in the distance, from this view point. (Source: NBRS January 2025)



Figure 23: Close view north from Bicentennial 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: NBRS January 2025)



Figure 24: 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. (Source: NBRS January 2025)



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 Pymont 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.



4.0 HERITAGE MANAGEMENT FRAMEWORK

4.1 HERITAGE STATUS

The Glebe Island Silos site is identified by its primary address of Sommerville 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 Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021* as I1 – ‘Glebe Island wheat silos (components A, B and C as identified on Map 4)’.
- Glebe Island Silos are listed under Heritage Act - s.170 NSW State agency heritage register - Sydney Ports Corporation (Port Authority of NSW).
- Glebe Island Silos are not listed as a heritage item on the *Leichhardt Local Environmental Plan 2013* (LEP 2013), Schedule 5 Environmental Heritage; and
- Glebe Island Silos are not listed on the State Heritage Register (SHR) and do not have State heritage significance. Port Authority of NSW nominated the listing of the Glebe Island silos on the State Heritage Register (SHR) in June 2024; however, the Notice of Intention (NOI) to list this item was deferred in August 2024.

The following heritage items, located in close proximity to the subject site, are listed on Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*:

- Item 5 – Monument, Glebe Island (Note: now located at the ‘Monument Lookout’ overlooking Glebe Island on Sommerville Rd);
- Item 11 – White Bay Power Station complex.

The subject site is located in the vicinity of heritage items as listed on the State Heritage Register or listed on the Port Authority of NSW Section 170 Heritage and Conservation Register:

- SHR#01015 – White Bay Power Station, Victoria Road, Rozelle;
- SHR#01914 – Glebe Island Bridge (RMS Bridge No. 61), Bank Street, Victoria Road, Pyrmont;
- SHR#4560012 – Glebe Island World War II Monument;
- SHR#4560013 – Glebe Island Plaque - Opening of Container Terminal;
- SHR#4560014 – Glebe Island Sandstone Quarry Sample; and
- SHR#4560056 – Glebe Island Dyke Exposures.

The subject site is also located in the visual catchment of heritage items as identified on Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012* and *Inner West Local Environmental Plan (LEP) 2022*.

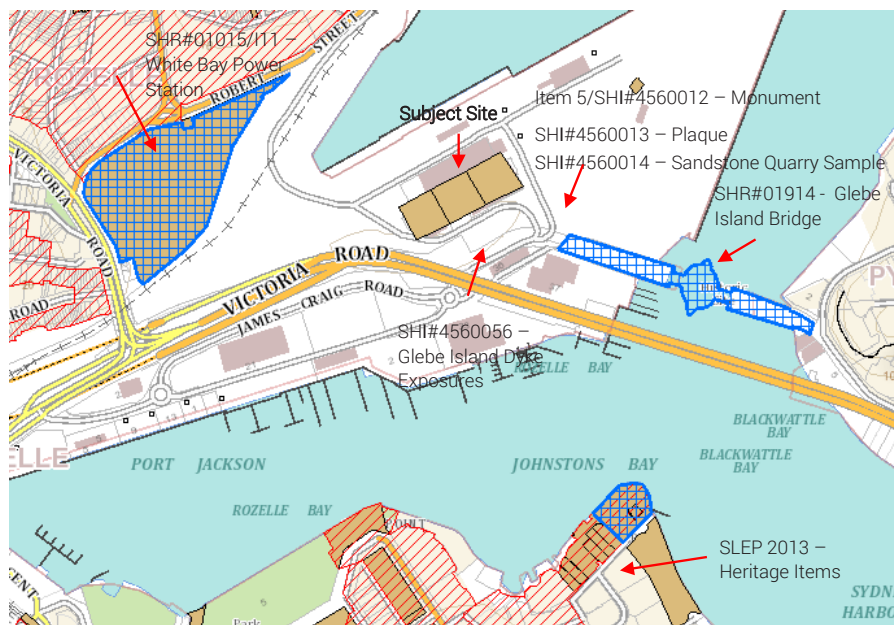


Figure 25: Excerpt from the NSW Planning Portal showing heritage items in the vicinity of the subject site. Heritage items on the State Heritage Register are shown hatched blue, Heritage items listed on the local LEP are shown in brown, and Heritage Conservation Areas listed on the local LEP are hatched red. (Source: NSW Planning Portal, Annotated by NBRS)

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development, local topography, and roadways, and do not warrant assessment as part of this report.

4.2 SIGNIFICANCE OF THE SUBJECT SITE

The following Statement of Significance for the Glebe Island Silos, is sourced from the NSW State Heritage Inventory, Heritage Item ID 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 initiative



4.3 SIGNIFICANCE OF ITEMS IN THE VICINITY

4.3.1 SHR#01015 - WHITE BAY POWER STATION

The following Statement of Significance for the SHR#01015 - White Bay Power Station is sourced from the NSW State Heritage Inventory, Heritage Item ID 5001335:

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.

It is of exceptional structural significance to the State of New South Wales. (Design 5, 2004)

4.3.2 SHR#01914 - GLEBE ISLAND BRIDGE

The following Statement of Significance for the SHR# 01914- Glebe Island Bridge is sourced from the NSW State Heritage Inventory, Heritage Item ID 5051118:

The Glebe Island Bridge, across Johnstons 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.

4.3.3 SHR#4560012/ITEM 5 - GLEBE ISLAND WORLD WAR II MONUMENT

The following Statement of Significance for the SHR#4560012 – Glebe Island World War II Monument/Item 5 – Monument, Glebe Island is sourced from the NSW State Heritage Inventory, Heritage Item ID 4560012:

The monument commemorating the first landing of the United States armed forces at Glebe Island and the subsequent role of the Port authorities in moving personnel and supplies as part of the War effort is of local significance. It is a physical reminder of a brief but important period in the history of Glebe Island. It provides a reminder of the role that the Port of Sydney and the NSW rail network played in the disembarkation and distribution of personnel and equipment during World War II.

4.3.4 SHR#4560013 - GLEBE ISLAND PLAQUE - OPENING OF CONTAINER TERMINAL

The following Statement of Significance for the SHR#4560013 – Glebe Island Plaque - Opening of Container Terminal is sourced from the Port Authority of NSW heritage inventory sheet:

The plaque is of local historical significance as it commemorates the opening of the Container Terminal at Glebe Island. The Container Terminal was an important innovation in the operation of the port and was a direct response to changes in international shipping.

4.3.5 SHR#4560014 - GLEBE ISLAND SANDSTONE QUARRY SAMPLE

The following Statement of Significance for the SHR#44560014 – Glebe Island Sandstone Quarry Sample is sourced from the Port Authority of NSW heritage inventory sheet:

Of local significance in illustrating the range of early industries that once occupied Glebe Island and surrounding areas, especially sandstone quarrying, which was an important local industry.

4.3.6 SHI#4560056 – GLEBE ISLAND DYKE EXPOSURES

The following Statement of Significance for the SHI#4560056 – Glebe Island Dyke Exposures is sourced from the Port Authority of NSW heritage inventory sheet:

The Great Sydney Dyke, although extensive with a length exceeding 10km, has only been sampled in the subsurface part as a part of geotechnical investigations for engineering projects. The exposures at Glebe Island provide a rare opportunity to examine the dyke at the surface level.



5.0 THE PROPOSAL

The modification 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 3 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.



6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Heritage Impact Statement has been prepared in relation to the following impact assessment criteria: the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*, *State Environmental Plan Policy (Industry and Employment) 2021*, *Glebe Island Silos Advertising And Signage Development Control Plan 2004*, and the guidelines prepared by Environment and Heritage – Department of Planning and Environment NSW in their document, 'Guidelines for preparing a statement of heritage impact' published in June 2023. Additionally, an assessment on the existing Bays West Planning documents has been undertaken.

6.2 SUMMARY OF HERITAGE IMPACT

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.
- The Glebe Island Silos Olympic Mural is not linked in any way to the significance of the silos themselves. 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 and would not impact the heritage significance of the site.

6.3 NSW HERITAGE GUIDELINES

6.3.1 NEW SIGNAGE (EXISTING)

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

Comment:

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.

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 (e.g. free-standing)? Why were these alternatives rejected?*

Comment:

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.

There are no changes proposed to the proportion or location of the existing signage.

- *Is the signage in accordance with required local planning provisions?*

Comment:

The proposed modification to the DA would not seek to alter any aspect of the signage structure, external lighting system or operating hours. As such there would be no alteration to the current approval.

The proposal is compliant from a heritage perspective with the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*, *State Environmental Plan Policy (Industry and Employment) 2021* and *Glebe Island Silos Advertising And Signage Development Control Plan 2004*, which is addressed in Section 6.4, Section 6.5 and Section 6.6 below.

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 prior to the 2030s which would render the continued display of signage on the silos as unsuitable.



- *Will the signage visually dominate or obscure the heritage item or streetscape of a heritage area?*

Comment:

No, the signage will not dominate or obscure heritage items or streetscapes in the vicinity. Whilst the silos are visible from residential areas of Balmain, Glebe, Annandale and Pyrmont they do not alter the appreciation of any aspects of heritage significance. 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.

- *Can the signage be externally illuminated rather than internally illuminated?*

Comment:

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 *SEPP (Industry and Employment) 2021* and *AS4282*. Refer to the lighting report prepared by Electrolight for full details of the lighting analysis.

6.3.2 WORKS ADJACENT TO A HERITAGE ITEM OR WITHIN A HERITAGE CONSERVATION AREA

- *Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?*
- *Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?*
- *Will the proposed works impact on the integrity or the streetscape of the heritage conservation area?*

Comment:

As shown in Section 4.0, the subject site is located in the vicinity of heritage items listed on the State Heritage Register and listed on the Schedule 4, Part 3 - Items in the Bays Precinct of the *State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021*. Additionally, the proposal is in the visual catchment of heritage listed items and heritage conservation areas (HCA) listed in Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012* and *Inner West Local Environmental Plan 2022*.

The proposed modification to the DA does not involve changes to any fabric associated with the heritage items in the vicinity of the site. The physical fabric, overall form and setting of the heritage items will therefore be retained.

Any concerns regarding views and light intrusion from heritage items and the HCAs area are addressed in a separate report as these are issues of amenity rather than heritage.



SHR#01015 - White Bay Power Station

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. As such, the proposed extension of the use of the signage would be acceptable from a heritage perspective.

SHR#01914 - Glebe Island Bridge

The existing 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. As such, the proposed extension of the use of the signage would be acceptable from a heritage perspective.

SHR#4560012 – Glebe Island World War II Monument, SHR#4560013 – Glebe Island Plaque - Opening of Container Terminal, SHR#4560014 – Glebe Island Sandstone Quarry Sample and SHR#4560056 – Glebe Island Dyke Exposures

As the heritage items are located within the port facilities public access is limited. However, the proposed extension of the use of the signage would not alter any views of the item, nor does it change the appreciation of the items. As such, the proposed modification would be acceptable from a heritage perspective.

SLEP 2012 and IWLEP 2022 - Heritage Items and Heritage Conservation Areas

The subject site is also located in the visual catchment of heritage items as identified on Schedule 5 of the Sydney LEP 2012 and Inner West LEP 2022.

The Glebe Island Silos are visible from heritage items and Heritage Conservation Areas (HCAs) in Glebe, Pyrmont, and Rozelle, where they form part of a broader visual context alongside the White Bay Power Station, the Anzac Bridge, and the industrial-scale development along Rozelle Bay.

While the signage remains visible from these heritage items and HCAs, its scale is compatible with both the silos and the surrounding port structures. As the proposed modification does not alter the existing signage structure, it will continue to align with the industrial character of the site and remain consistent with the heritage values of the silos.

Notably, as the proposed modifications to the approved DA do not alter the existing signage structure, the distinctive cylindrical form of the silos remains unobscured. Therefore, the architectural character and historic use of the structure would remain clearly legible in all views.

The proposed modification to extend the use of the advertising signage would not impact any appreciation of the scale or character of these items and spaces as they are located well beyond the boundaries of these areas.

Views from the heritage items and HCAs to the north and northwest of the subject site do not currently include the existing signage. As the proposal does not alter this condition, it will continue to have no visual impact on these heritage items or HCAs.



6.4 COMPLIANCE WITH STATE ENVIRONMENTAL PLANNING POLICY (PRECINCTS—EASTERN HARBOUR CITY) 2021

State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021 establishes that the land use of signage is a permissible use on the site. The *SEPP (Precincts—Eastern Harbour City) 2001* zones the land as Port and Employment Lands. Signage is a permissible use on the land with consent.

Part 4.3 Precincts	
Division 6 Heritage conservation	
4.37 General considerations	Comment
<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 Schedule 4, Part 3 - Items in the Bays Precinct of the <i>SEPP (Precincts—Eastern Harbour City) 2021</i>.</p> <p>In addition, the following heritage items are listed in the <i>SEPP (Precincts—Eastern Harbour City) 2021</i> and located in the vicinity of the subject site:</p> <ul style="list-style-type: none"> Item 5 - Monument, Glebe Island; and Item 11 - White Bay Power Station complex. <p>The retention of the existing signage which is the subject of this modification of the approved development application does not alter the appreciation, setting or views of these heritage items.</p>
4.38 Duty of consent authority	Comment
<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 modification proposal involve sub surface investigations.</p>
4.39 Conservation management plans and heritage impact statements	Comment



<i>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 section 4.38.</i>	This Statement of Heritage Impact (SHI) has been prepared in accordance Clause 4.39, to determine the positive and negative heritage impacts associated with the proposed modification of the DA to extend the consent of the existing signage mounted on the upper structure of the Glebe Island Silos for an additional 3 year period.
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For the reasons established in the assessment in Section 6.0, the modification proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *SEPP (Precincts–Eastern Harbour City) 2021*, which are:

Appendix 8 - Stage 1 Bays West Precinct

Part 5 Heritage conservation

13 Objectives of Part

The objectives of this Part are as follows—

- (a) to conserve the environmental heritage of the Stage 1 Bays West Precinct, including the White Bay Power Station and heritage curtilage,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

6.5 COMPLIANCE WITH THE STATE ENVIRONMENTAL PLANNING POLICY (INDUSTRY AND EMPLOYMENT) 2021

State Environmental Planning Policy (Industry and Employment) 2021, Division 3 Particular Advertisements, Clause 19 Roof or Sky Advertisements is the primary environmental planning instrument applicable to signage in NSW. The aims and objectives of SEPP (Industry and Employment) 2021 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*
- (b) to regulate signage (but not content) under Part 4 of the Act, and*
- (c) to provide time-limited consents for the display of certain advertisements, and*
- (d) to regulate the display of advertisements in transport corridors, and*
- (e) to ensure that public benefits may be derived from advertising in and adjacent to transport corridors.*

(2) *This Chapter does not regulate the content of signage and does not require consent for a change in the content of signage.*

State Environmental Planning Policy (Industry and Employment) 2021	
3.19 Roof or sky advertisements	Comment
(1) <i>The consent authority may grant consent to a roof or sky advertisement only if:</i>	The Glebe Island Grain Silos, constructed in 1972, are structures with landmark qualities due to their size and distinctive form.
(a) <i>the consent authority is satisfied:</i>	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,
(i) <i>that the advertisement replaces one or more existing roof or sky</i>	



<p><i>advertisements and that the advertisement improves the visual amenity of the locality in which it is displayed, or</i></p> <p><i>(ii) that the advertisement improves the finish and appearance of the building and the streetscape, and</i></p> <p><i>(b) the advertisement:</i></p> <p><i>(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</i></p> <p><i>(ii) is no wider than any such part, and</i></p>	<p>add to their landmark quality and are well maintained.</p> <p>The subject signage structures are located on the upper portion of the silos 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 existing structural support system for the signage is 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> <p>The advertising structure is lower than the highest part of the former grain silos and no wider than any part of the structure.</p> <p>As the proposed modification to the DA would not alter the structure, it would continue to be acceptable from a heritage perspective.</p>
<i>Schedule 5 Assessment Criteria</i>	<i>Comment</i>
<p>2 Special areas</p> <ul style="list-style-type: none"> • 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? 	<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> <p>As the proposed modification to the DA would not alter the structure, it would continue to be acceptable from a heritage perspective.</p>



6.6 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 report has been prepared to accompany the proposed modification of DA21/13182, which seeks consent for the retention of the existing signage structures on the Glebe Island Silos, and for the ongoing use of the structure for the display of illuminated advertising signage for a period of three years.</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>Statutory Control – Glebe Island Silos DCP</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>This Proposal Relates to these Controls as follows:</p> <p>The Development Application is for the consent for advertising signage on the Signage Zone of the Glebe Island Silos for an additional three-year period.</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 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</p>

	the silos is undertaken. This is highly unlikely to occur within the next ten years.
<p>11.0 Advertising Structure</p> <p><i>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.</i></p> <p><i>The signage system is to be a stretched skin with no extraneous structures or fixings in view, apart from the necessary lighting fixtures.</i></p> <p><i>All access to the advertising panels for installation shall be made easily and in accordance with Occupational Health and Safety Guidelines.</i></p> <p><i>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.</i></p>	<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> <p><i>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</i></p>	<p>The development application is for the retention of the existing advertising signage on the Signage Zone of the Glebe Island Silos for an additional three year period.</p>
<p>Statutory Control – Glebe Island Silos DCP</p>	<p>This Proposal Relates to these Controls as follows:</p>
<p>11.5 Materials and Finishes</p> <p><i>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.</i></p> <p><i>Materials are to respect the heritage status of the building.</i></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> <p>The signage is consistent with the scale and character of the heritage item and its current maritime, working harbour setting.</p>
<p>12.1 Mural</p> <p><i>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.</i></p>	<p>It is the lessee, 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.</p> <p>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.</p>



6.7 COMPLIANCE WITH THE BAYS WEST PLANNING DOCUMENTS

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 culture²

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

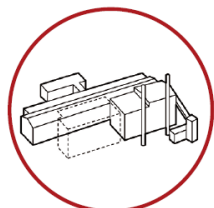
Direction 11 Bring new life to existing diverse assets and uses, integrating rich layers of creativity, heritage and culture across the precinct

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 Framework³* 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.

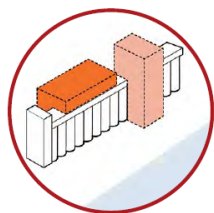
² Bays West Place Strategy, prepared by NSW DPIE

³ Bays West Urban Design Framework (Draft for Consultation), prepared by Terroir for the Department of Industry and Planning p.47



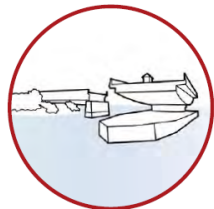
Our White Bay Power Station

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

The modification application for the continued operation of the advertising signage atop the Glebe Island Silos for a period of three 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.

For this reason, the 3 year consent extension requested is acceptable in terms of future planning for the structures.



7.0 CONCLUSION

The retention of the advertising signage structure and use for a period of 3 years will have no adverse effect on the identified heritage significance of the Glebe Island Silos or 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. The proposed 3 year extension for consent of 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.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'D. Nabb', written over a horizontal line.

NBRS
Daniel Nabb
Heritage Consultant
4 February 2025