

HERITAGE IMPACT STATEMENT



Planning Proposal

No. 52 Alfred Street South, Milsons Point

February 2019 | J2792

**Weir
Phillips**
Heritage
and Planning

Level 19, 100 William Street, Woolloomooloo NSW 2011
Phone: (02) 8076 5317

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1.0 INTRODUCTION

1.1 Preamble

This Heritage Impact Statement (HIS) accompanies a Planning Proposal for the formal amendment of the height limit in the *North Sydney Local Environmental Plan 2013 (LEP 2013)* at No. 52 Alfred Street South, Milsons Point New South Wales.

The Planning Proposal relates to the broader site redevelopment plan which includes the demolition of the existing commercial tower and a future mixed-use development comprising commercial, retail and residential uses. A separate detailed design will be prepared by Koichi Takada Architects which will deal with detailed design and interface issues. Therefore, this HIS focuses on the scope and impacts of the Planning Proposal, which relates to proposed changes to planning controls only (no physical works are proposed).

The site is located within the Municipality of North Sydney. The principal planning instrument for the site is *North Sydney LEP 2013*. The site is not listed as a heritage item but is located within the vicinity of a number of heritage items identified by Schedule 5 of the *North Sydney LEP 2013*. As well as items listed on the State Heritage Register (SHR) under the auspices of the *NSW Heritage Act 1977* and *Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)*.

In order to assess the heritage impact of the proposed change to the planning controls on heritage items in the vicinity of the site, a heritage management document must be submitted with the Planning Proposal. The appropriate heritage management document in this instance is a HIS.

Assessment and referral to the Minister is only required under the *Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)* if there are works proposed which are deemed to have a significant impact on a matter of national environmental significance. Whilst no works are proposed with the Planning Proposal, the assessment contained in Section 7.0 as well as the 'Self-Assessment' contained on the Department of Environment and Energy website indicates the future works will not have a significant impact on a matter of Commonwealth environmental significance. As such no referral to Minister under the *EPBC Act 1999* is required.

This report has been prepared at the request of the request of the owners of the site, Element Property Australia, and accompanies concept plans prepared by Koichi Takada Architects.

1.2 Authorship

This statement has been prepared by Anna McLaurin, B.Envs. (Arch.), M.Herit.Cons., and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage.

1.3 Limitations

A detailed history of the site and a full assessment of significance to NSW Heritage Division standards were not provided for. The history contained in this statement was compiled from readily available sources listed under Section 1.5 below.

An Aboriginal history and assessment was not provided for. No historical archaeology was carried out on the site.

1.4 Methodology

This HIS has been prepared with reference to the NSW Heritage Division publication *Statements of Heritage Impact* (2002 update) and with reference to the Council planning documents listed under Section 1.5 below.

A site visit was undertaken in September 2017 and January 2019.

1.5 Documentary Evidence

1.5.1 General References

- Apperly, Richard et al, *A Pictorial Guide to Identifying Australian Architecture*, Sydney, Angus and Robertson, 1989.
- Attenbrow, Val, *Sydney Aboriginal Past: investigating the archaeological and historical records*, NSW, University of New South Wales Press Ltd, 2002.
- Brodsky, Isadore, *North Sydney 1788-1962*, NSW, Municipal Council of North Sydney, 1963.
- The Cyclopaedia of New South Wales: An Historical and Commercial Review, NSW, McCarron, Stewart and Co., 1907.
- Fraser, H., and Joyce, R., *The Federation House: Australia's Own Style*, NSW, Lansdown Press, 1986.
- 'The Future of Australian Architecture-IV. Character in Architecture. A Review of the Work of Burcham Clamp, of Sydney', *Building*, 12 April, 1910.
- 'John Burcham Clamp: A Successful Career Ended', *Building*, 13 July, 1931.
- Nairn, Bede (gen.ed.), *Australian Dictionary of Biography, Volume 6*, Victoria, Melbourne University Press, 1976.
- Nairn, B. and Serle, G. (gen.ed.), *Australian Dictionary of Biography, Volume 8*, Victoria, Melbourne University Press, 1981.
- North Sydney Heritage Leaflet Series 29: Cremorne Point, 1996. North Sydney Heritage Centre.
- Russell, Eric, *The Opposite Shore: North Sydney and Its People*, NSW, The North Shore Historical Society and the Council of the Municipality of North Sydney, 1982.
- Pike, Douglas (gen.ed.), *Australian Dictionary of Biography, Volume 2*, Victoria, Melbourne University Press, 1967.

1.5.2 Heritage Listing Sheets

- *Sydney Harbour Bridge approach viaducts, arches and bays under Warringah Freeway*. State Heritage Inventory Database No.: 5045703
- *Luna Park, I Olympic Drive, Milsons Point*. State Heritage Inventory Database No.: 5055827
- *Milsons Point Railway Station Group*, Milsons Point. State Heritage Inventory Database No.: 5012106
- *Camden House*, 48-56 Alfred Street South, Milsons Point. State Heritage Inventory Database No.: 2180036
- *Bradfield Park* (including northern section), Alfred Street South. State Heritage Inventory Database No.: 2180028
- *Alfred Street (entrance to Luna Park)*, Alfred Street South. State Heritage Inventory Database No.: 2180296
- *Commercial Building*, 2-2A Glen Street, Milsons Point, Milsons Point. State Heritage Inventory Database No.: 2181327

1.5.3 Planning Documents

- *North Sydney Development Control Plan 2013.*
- *North Sydney Local Environmental Plan 2013.*
- *Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)*
- *NSW Heritage Act 1977*

1.6 Site Location

No. 52 Alfred Street South, Milsons Point is located on the western side of Alfred Street South, between Dind Street to the south, Burton Lane to the north and Glen Street to the west (Figure 1). The site is identified as Lot 1 of DP 738322.

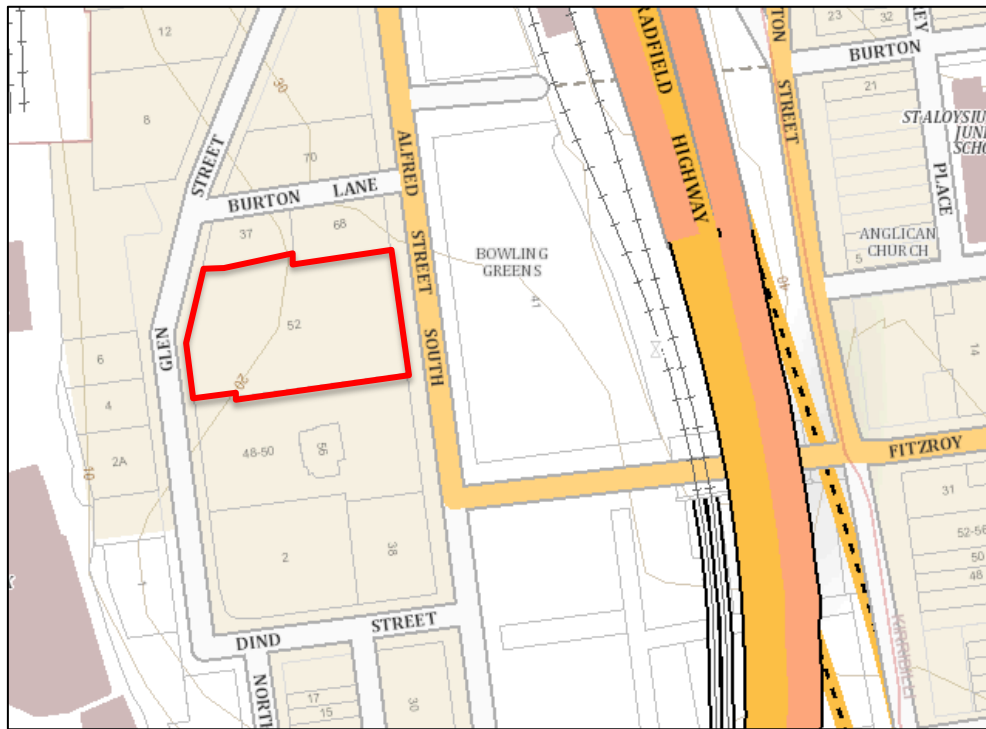


Figure 1: The location of the subject site.

SIX Maps 2018

2.0 HERITAGE MANAGEMENT FRAMEWORK

2.1 The Site

The site is not subject to any statutory heritage listings. It is not listed as a heritage item on the National or Commonwealth Heritage List, State Heritage Register, Schedule 5 of the *North Sydney LEP 2013*.

The site is not located in a heritage conservation area as defined by Schedule 5 Part 2 of the *North Sydney LEP 2013*.

2.2 The Surrounding Area

The site is also located within the vicinity of both the National Heritage List and State Heritage Register curtilages for the Sydney Harbour Bridge and Pylons under the auspices of the *Environmental Protection and Biodiversity Conservation Act 1999* and the *NSW Heritage Act 1977*.

The site is located within the vicinity of a number of heritage items listed on both the NSW State Heritage Register, under the auspices of the *NSW Heritage Act 1977* and by Schedule 5 Part 1 of the *North Sydney LEP 2013*. The abovementioned items also contain these listings. The significance of these items is discussed in greater detail in Section 5.2. A complete list of items is provided below:

- Sydney Harbour Bridge approach viaducts, arches and bays under Warringah Freeway (I0530) SHR No. 00781. National Heritage List under the auspices of the *Environmental Protection and Biodiversity Conservation Act 1999*.
- *Luna Park*, 1 Olympic Drive, Milsons Point (I0536). SHR No. 01811
- *Milsons Point Railway Station Group*, Milsons Point (I0539) SHR. No. 01194.
- *Brett Whiteley House and Visual Curtilage* 1 Walker Street, Lavender Bay SHR. No. 01949
- *Camden House*, 48-56 Alfred Street South, Milsons Point (I0527)
- Bradfield Park (including northern section), Alfred Street South (I0538)
- Alfred Street (entrance to Luna Park), Alfred Street South (I0529)
- *Commercial Building*, 2-2A Glen Street, Milsons Point, Milsons Point (I0531)

Figure 2 provides detail from the *North Sydney LEP 2013* Heritage Map 002, which identifies heritage items, listed by Schedule 5 Part 1 of the *LEP 2013*, in the vicinity of the site. Heritage items are coloured brown and numbered, heritage conservation areas are hatched red. Landscape heritage conservation areas are coloured green. The site is outlined in blue.

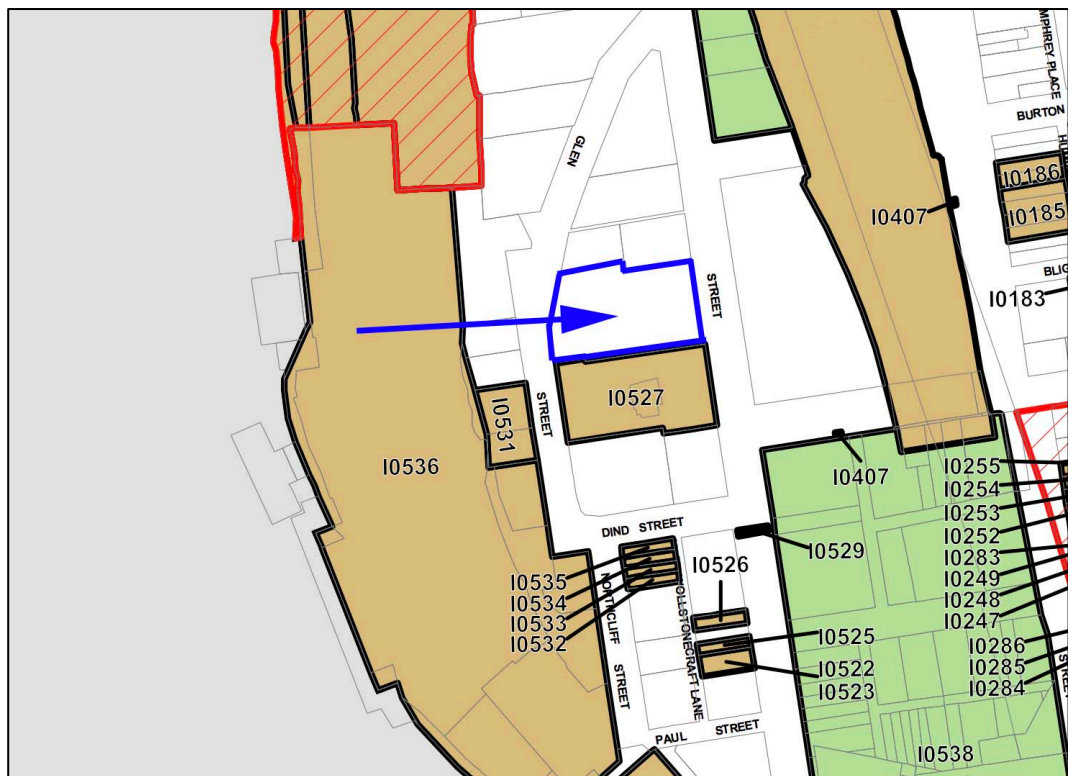


Figure 2: Heritage Map 002, North Sydney LEP 2013. The blue outline identifies the site..

2.3 Relevant Heritage Legislation

In Australia and NSW, heritage listings give rise to statutory requirements to consider the heritage impact of any proposed works on a heritage item. The following requirements are relevant to any works being proposed to the subject site. Environmental Protection and Biodiversity Conservation Act 1999.

2.3.1 Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act) is the Australian Government's environment and heritage legislation. The EPBC Act enables the Australian Government to join with the states and territories in providing a truly national scheme of environment and heritage protection and biodiversity conservation. The EPBC Act focuses Australian Government interests on the protection of matters of national environmental significance, with the states and territories having responsibility for matters of state and local significance. This Act is the statutory instrument for implementing Australia's obligations under a number of multilateral environmental agreements including the World Heritage Convention. Note that Part 1 (4) states that The Act binds the crown. As such, North Sydney Council is subject to the requirements set out herein.

The National Heritage List and the Commonwealth Heritage List is created under the *EPBC Act* and the Australian items listed on the World Heritage List are protected under the Act.

- **The subject site is located within vicinity of the Sydney Harbour Bridge approach viaducts, arches and bays under Warringah Freeway (I0530) SHR No. 00781. National Heritage List Place ID: 105888.**

This act is triggered by developments or actions that will have a significant impact on matters of National environmental significance (NES), including world heritage areas and national heritage sites, and nationally threatened species and communities (among others). The EPBC Act includes a process for assessment of proposed actions that have, or are likely to have, a significant impact on matters of national environmental significance. These actions require referral and approval from the Commonwealth Minister, Environment and Heritage.

A referral must be made for actions that are likely to have a significant impact on the following matters protected by Part 3 of the EPBC Act:

- World Heritage properties (sections 12 and 15A)
- National Heritage places (sections 15B and 15C)
- Commonwealth Heritage Places
- Wetlands of international importance (sections 16 and 17B)
- Listed threatened species and communities (sections 18 and 18A)

An action that needs Commonwealth approval is known as a 'controlled action'. A significant impact is regarded as being:

important, notable, or of consequence, having regard to its context or intensity and depends upon the sensitivity, value, and quality of the environment which is impacted and upon the duration, magnitude, and geographical extent of the impacts. A significant impact is likely when it is a real or not a remote chance or possibility.

The requirement for referral to the Minister under the EPBC Act is subject to self-assessment. The onus is on the proponent to make the application and not on the Council or other consent authorities to make any referral. Substantial penalties apply for taking such an action without approval.

Assessment and referral to the Minister is only required under the under Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act) if there are proposed works which are deemed to have a significant impact on a matter of national environmental significance. Whilst no works are proposed with the Planning Proposal, the assessment contained in Section 7.0 as well as the 'Self-Assessment' contained on the Department of Environment and Energy website indicates that the future works will not have a significant impact on a matter of Commonwealth

environmental significance. As such no referral to the Minister under the EPBC Act 1999 is required.

2.3.2 NSW Heritage Act 1977

The *NSW Heritage Act 1977* provides statutory obligations for the conservation of items of heritage significance in NSW. Places, buildings, works, relics, movable objects or precincts considered to be of significance for the whole of NSW are listed on the State Heritage Register (SHR). The SHR is administered by the Heritage Division of the Office of Environment and Heritage (OEH) and includes a diverse range of over 1500 items. Any alterations to these assets is governed by heritage guidelines and works cannot be carried out without prior approval from the Heritage Council of NSW.

The proposal does not require assessment under the *NSW Heritage Act 1977* as no part of the site is listed within curtilage of the heritage items listed in the vicinity of items contained on the NSW State Heritage Register. Consideration of the impact of the proposal has been included in Section 5.2 of the report below.

2.3.3 Local Environmental Plan

In NSW, the *Environmental Planning and Assessment Act, 1979 (EP&A Act)* sets out statutory obligations for local governments to take into consideration the impacts to the environment and the community of any proposed development or land-use change. Under the *EP&A Act*, local government must prepare and implement a Local Environmental Plan (LEP) to regulate development within their respective Local Government Area (LGA).

The proposal is assessed with regard to heritage under Section 5.10 of the *North Sydney LEP 2013* (refer to Section 8.0 of this report).

2.3.4 Development Control Plan

Development Control Plans (DCP) provide detailed planning and design guidelines to support the planning controls in the Local Environmental Plan (LEP). The *North Sydney Development Control Plan* was prepared and adopted in 2013 by North Sydney Council. It identifies Council's requirements for new works on land to which the *North Sydney LEP 2013* applies. Due to the triple listing of the Sydney Harbour Bridge to the south east of the on the National, State and Local heritage registers, any development application or planning proposal prepared for the subject site will need to be assessed to determine the potential impacts on levels of heritage significance.

The *Section 13 of the North Sydney DCP 2013* identifies the following objectives for the preservation of the heritage values of North Sydney Municipal Council Area:

The general objectives of this Section of the DCP are to:

- 01 establish a framework for detailed heritage and conservation planning in North Sydney;*
- 02 ensure that Aboriginal heritage and archaeology are taken into consideration;*
- 03 ensure that the assessment of applications for works on or in heritage items, heritage conservation areas and in the vicinity of heritage, are based on the identified heritage significance of the heritage item, conservation area, property, location or place;*
- 04 ensure that supporting documentation is appropriate to the scale of the proposed works and heritage significance of the heritage item, conservation area, property, location or place;*
- 05 facilitate opportunities to improve the understanding and/or appreciation of the heritage significance of any heritage item, conservation area, property, location or place; and*

06 *encourage sustainable development practices through the reuse and recycling of the existing building stock as appropriate.*

3.0 HISTORICAL DEVELOPMENT

3.1 Original Occupation

While an Aboriginal history has not been provided for, it is acknowledged that the northern shores of Sydney Harbour were inhabited by a number of Aboriginal groups at the time of the arrival of the First Fleet in 1788. The Cammeraigal and the Wallumedegal, part of the larger Ku-ring-gai speaking group, who occupied an area from North Head inland to the Hawkesbury River and north to Lake Macquarie, are recognised as the original occupants of the present-day North Sydney and Mosman Municipalities.

3.2 North Sydney Before 1850

The Colony of New South Wales was formally established on the southern side of Sydney Harbour in January 1788. In his *An Account of the English Colony in New South Wales*, published at the end of the eighteenth century, David Collins refers to the North Shore of Sydney Harbour, a designation that remains to this day.

From 16 January, 1793 successive colonial governors granted land outside the declared boundaries of the Township of Sydney in order to open up the land and augment the Colony's food supplies. The northern shores of Sydney Harbour were located well outside the first township boundaries. Whether occupied or not, most of the land within the present-day North Sydney Council area had been granted by the end of the 1830s.

The subject site stands 120 acres originally granted to Robert Ryan in 1800. By 1805, this land had passed into the ownership of the merchant Robert Campbell. James Milson, for whom Milsons Point is named, leased part of the original grant from Campbell. Milson later, unsuccessfully, disputed Campbell's ownership of the land.

The first township on the North Shore, the Township of St. Leonards, was laid out in 1836 on Crown land to the north of Hulk Bay, later Lavender Bay. By 1838, the basic road structure of the township was laid out in a traditional 10-chain grid, with Berry, Mount, Blue and Lavender Streets running east-west and Miller and Walker Streets running north-south.

Robert Campbell offered leases on Ryan's grant in the 1840s. Figure 2 provides a detail of a map of these leases, showing present-day Milsons Point. In 1842, Millers Point was declared a public landing place. A regular wharf and ferry man's service was already operating from a site in what is now Luna Park.



Figure 3: Detail of (Robert) Campbell's Estate (Milsons Point and Kirribilli, Sydney), 1840-1849.

National Library of Australia

3.3 North Sydney Grows 1850-1890

The Township of St. Leonards prospered. By 1851, it supported a population of 737 people. A second township, North Sydney, was established in 1854. Over the ensuing 30 years, a pattern of harbour-side House estates developed as substantial residences were constructed outside the Township at Neutral Bay, Kirribilli, Milsons Point and Lavender Bay to take advantage of the spectacular harbour views. Among the residents were prominent merchants or colonial administrators. Alongside these Houses was a pattern of more modest dwellings occupied by people able to obtain local or independent employment. By 1860, a regular ferry service was operating between Milsons Point and Fort Macquarie on the southern side of the Harbour.

The decades between 1860 and 1890 were ones of general economic and urban expansion across Sydney. Between 1881 and 1895, the population of the North Shore grew from 7,000 people to 25,000 people, an increase brought about by the numerous subdivisions that occurred during these years and by improved transportation and services. The development of North Sydney had received a significant boost when the North Shore Railway line opened between Hornsby and St. Leonards in January 1890. The line was extended to Milsons Point in 1893.¹ From 1886, a double-track cable tramway ran from the original Milsons Point Ferry wharf, located where the north pylon of the Harbour Bridge is now, via Alfred St (now Alfred Street South), Junction St (now Pacific Highway), Blue St and Miller Streets to the engine house and depot in Ridge St. The railway station and tram terminus made the tip of Milsons Point a significant local transport hub.

Sydney was divided into municipalities during this era. The area now the Municipality of North Sydney was initially divided into two, and later three, separate council areas.

¹ Godden Mackay, *North Sydney Heritage Study*. Unpublished report for North Sydney Council, 1993. North Sydney Heritage Collection, Stanton Library.

The first to be established was the Borough of East St. Leonards, declared in 1860; it would not be until 1868, however, that the first Council was elected. It is within this Borough that the subject property was located. The Borough of St. Leonards was declared in 1867. Four years later, however, it split, creating the Borough of Victoria. The three boroughs would eventually combine to create the Municipality of North Sydney in 1890.

3.4 Alfred Street South

By 1846, Ryan's original grant had passed into the ownership of John Campbell. Subdivision commenced in 1854. Alfred Street has undergone a number of different name changes, being known as Milsons Point Road, Mr. Milsons Road and Lane Cove Road. The southern end of the street, adjoining the harbour was known as West Wharf Road. In the 1960s, the northern part of Alfred Street was resumed to make way for the Warringah Expressway.

The site was subdivided in around 1895 into a series of shops and reconsolidated in the 1980s to make way for the current building.

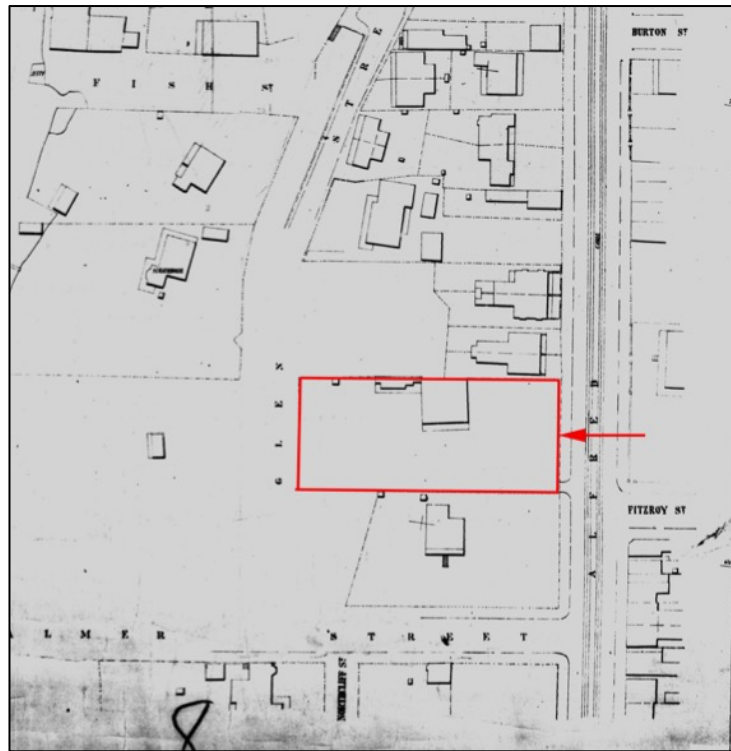


Figure 4: NSW Lands Department, North Sydney Block Plans, No. 6, 8 October, 1891.

North Sydney Heritage Centre.

By the time that the last *Sands' Directory* was published, North Sydney was approaching its limits with regard to suburban development. With the last major subdivision (in the Cammeray area) during World War I, the essential character of each area was established. The population of the area reached 52,000 people in 1925 and remained fairly stable for the following fifty years.²

The character of the area immediately surrounding the subject site changed significantly when work began on the construction of the Harbour Bridge in 1925. The construction of the Bridge and its approaches lead to the widespread demolition of buildings on Milsons Point and changes to the street pattern. Further change came when Luna Park opened on the Harbour foreshore, below Northcliff Street, in 1935.

² Godden Mackay, *North Sydney Heritage Study*. Unpublished report for North Sydney Council, 1993. North Sydney Heritage Collection, Stanton Library.

Figure 4 provides a photograph taken from the Sydney Harbour Bridge c.1939, showing Luna Park and the terraces on Northcliff Street. Figure 5 provides an aerial photograph over the same area from 1943.



Figure 5: View of Milsons Point from the Sydney Harbour Bridge, c.1939.
North Sydney Heritage Centre.



Figure 6: Aerial photograph over the site and the surrounding area in 1943.
NSW Lands Department 1943.

Considerable change has taken place in Milsons Point since 1943, not the least of through the demolition of Victorian and Federation period buildings and the construction of high-rise buildings. Figure 6 provides a photograph of Alfred Street South taken in 1980. A number of the earlier terraces had already been demolished and

replaced with buildings of a larger massing and scale.³ Figure 6 – 8 illustrate the changes in development patterns in Milsons Point.



Figure 7: Terraces and shopfronts at the subject site before their demolition to make way for the current building on site.

North Sydney Heritage Centre.



Figure 8: Camden House in 1987 during the construction of high rise development surrounding.

North Sydney Heritage Centre.

³ North Sydney Heritage Inventory *Alfred Street Terraces Group*



Figure 9: View south along Alfred Street showing the higher density development in the vicinity of the subject site.

North Sydney Heritage Centre.

4.0 SITE ASSESSMENT

4.1 The Site

For the following, refer to Figure 10, an aerial photograph over the site.

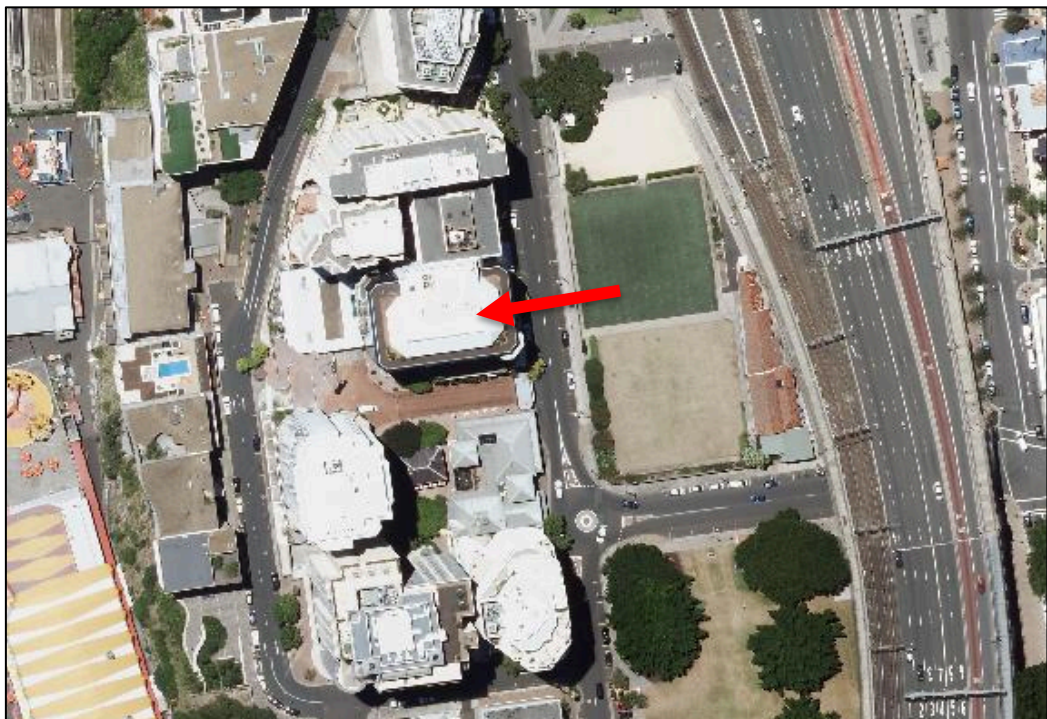


Figure 10: An aerial photograph showing the subject site and its surrounds.

SIX Maps 2016

The subject building is a 13 storey contemporary office building constructed c.1990. The principle elevation is the western elevation which faces Alfred Street South. The elevation is characterised by a series of concrete wrap around balconies, of varying sizes at the chamfered corner of the eastern and northern elevation. At ground level there is a double height marble clad lobby.

To the north of the lot is a driveway providing access to an underground carpark. There is also secondary access to the building along Glen Street.

Figures 11 – 14 illustrate the subject site.



Figure 11: The eastern elevation of the subject building as viewed from the reserve outside Milsons Point Station.



Figure 12: The masonry balconies at the chamfered corner eastern and northern elevation of the subject building.



Figure 13: The masonry balconies at the chamfered corner eastern and northern elevation of the subject building.



Figure 14: The masonry balconies at the chamfered corner eastern and northern elevation of the subject building.

4.2 The General Area

For the following, refer to Figure 15, an aerial photograph over the site and the surrounding area. The site is located within a mixed-use precinct. Lot sizes vary, as do the massing, scale and sizes of buildings

Alfred Street runs is a wide thoroughfare with a mixture of commercial and residential buildings on the western side and Bradfield Park and the Sydney Harbour Bridge to the eastern side. Luna Park and North Sydney Pool are located to the south west of the site.

Glen Street runs parallel to Alfred Street. It is narrow and falls to the south. There are narrow concrete footpaths along parts of the lane and some street trees. The street is characterised by the rear elevations of buildings and entries to apartment complexes fronting Alfred Street. Building heights and styles vary but a generally limited to the ten-plus storey building types.

Figure 16– 19 illustrate the surrounding area.



Figure 15: The subject site and the surrounds.

SIX Maps 2017



Figure 16: Looking along Alfred Street towards the high density commercial and residential towers.



Figure 17: Looking along Alfred Street towards the high density commercial and residential towers.



Figure 18: Looking north along Glen Street towards the site and surrounding high density commercial and residential towers.



Figure 19: Looking south along Glen Street towards the site and surrounding high density commercial and residential towers.

5.0 ASSESSMENT OF SIGNIFICANCE

5.1 Summary of Existing Citations and Listings for the Site

No. 52 Alfred Street South, Milsons Point:

- Is not listed as a heritage item by Schedule 5 Part 1 of the *North Sydney LEP 2013*.
- Is located within the vicinity of local heritage items by Schedule 5 Part 1 of *North Sydney LEP 2013*.
- Is located within the vicinity of heritage items listed on the State Heritage Register under the auspices of the *NSW Heritage Act 1977* and *Environmental Protection and Biodiversity Conservation Act 1999*.

It is noted that the site is:

- Is not located within a Heritage Conservation Area by Schedule 5 Part 2 of *North Sydney LEP 2013*.
- Is not listed as a heritage item on the State Heritage Register under the auspices of the *NSW Heritage Act 1977*.

5.2 Heritage Items in the Vicinity of the Site

For the following, 'in the vicinity' has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

There are three heritage items listed on the State Heritage Register, under the auspices of the *NSW Heritage Act 1977*, in the vicinity of the site:

- Sydney Harbour Bridge approach viaducts, arches and bays under Warringah Freeway (I0530) SHR No. 00781

The NSW State Heritage Inventory provides the following statement of significance for the item:⁴

The bridge is one of the most remarkable feats of bridge construction. At the time of construction and until recently it was the longest single span steel arch bridge in the world and is still in a general sense the largest. The bridge, its pylons and its approaches are all important elements in townscape of areas both near and distant from it. The curved northern approach gives a grand sweeping entrance to the bridge with continually changing views of the bridge and harbour. The bridge has been an important factor in the pattern of growth of metropolitan Sydney, particularly in residential development in post World War II years. In the 1960s and 1970s the Central Business District had extended to the northern side of the bridge at North Sydney which has been due in part to the easy access provided by the bridge and also to the increasing traffic problems associated with the bridge



Figure 20: Sydney Harbour Bridge approach viaducts, arches and bays under Warringah Freeway located to the east and south of the site.

- *Luna Park*, 1 Olympic Drive, Milsons Point (I0536). SHR No. 01811

The NSW State Heritage Inventory provides the following statement of significance for the item:⁵

The site now known as Luna Park Precinct is historically significant as the site of the first regular ferry transport between Sydney and the North Shore, and later the busiest ferry wharf on the Harbour, with the exception of Circular Quay. The Milsons Point site was a major

⁴ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045703>

⁵ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5055827>

transport interchange during the later part of the 19th Century connecting ferry, train and trams. The site later became crucial to the construction of the Sydney Harbour Bridge. Fabrication and assembly of steel components for the bridge was done on site at the 1925 Dorman Long and Company workshops.

After removal of the workshops the Luna Park amusement park was constructed on the site in 1935 and became a centre for recreation for generations of Sydney residents and visitors. Luna Park has strong association with former park artists Rupert Browne, Peter Kingston, Gary Shead, Sam Lipson, Arthur Barton, Richard Liney and Martin Sharp. Martin Sharp is an important Sydney artist with an international reputation who was influential in the Australian Pop Art movement in the 1960's and 70's.

The Luna Park Precinct has important aesthetic values in its own right, a celebration of colour and fantasy originally in the art deco style, and as a landmark on Sydney Harbour. Luna Park occupies an important and prominent location on the northern foreshore of Sydney Harbour and is highly visible from Circular Quay and the Opera House and other key harbour vantage points. Luna Park is one of Sydney's most recognisable and popular icons, the Luna Park face in particular is an instantly recognisable symbol of Sydney. The prominence of Luna Park is enhanced by the high quarried cliff face and the fig trees which provide a landscaped backdrop together with the way it is framed by the Harbour Bridge when viewed from the east.

Luna Park includes a rare collection of murals and amusements that demonstrate mid 20th century popular and traditional technologies. These have been complemented by the art works of Martin Sharp, Richard Liney, Gary Shead and Peter Kingston some of which survive as moveable items associated with the park and stored at other locations such as the Powerhouse Museum.

Luna Park is important as a place of significance to generations of the Australian Public, in particular Sydney residents who have strong memories and associations with the place. Its landmark location at the centre of Sydney Harbour together with its recognisable character has endowed it with a far wider sense of ownership, granting it an iconic status. Luna Park received considerable attention following the tragic Ghost Train fire of 1979 and the ensuing short term closure of the park. It became the focus of considerable public action when it was threatened with redevelopment and remains a subject of high public interest. Luna Park Precinct has very high potential as an archaeological resource that is likely to yield information about all phases of occupation of the site. In particular evidence of the Dorman Long wharf and the railway.

Luna Park is unique as a rare example of an amusement park and fantasy architecture constructed in the 1930s art deco style. The original murals and design of Luna Park demonstrate an amusement park aesthetic that was originally inherited from America and reinterpreted in an Australian context.

The Luna Park precinct includes many individual elements of significance. The most significant elements are the Entrance Face and Towers; Midway; the Rotor; Coney Island; Crystal Palace; Wild Mouse; the Cliff Face and the Fig Trees.



Figure 21: An aerial photograph of Luna Park located to the west and south of the site.
Fairfaxsyndication.com. N. p., 2017. Web. 23 Oct. 2017.

- *Milsons Point Railway Station Group*, Milsons Point (I0539) SHR. No. 01194

Milsons Point station has state historical significance as an essential component of the northern approaches to the Sydney Harbour Bridge. The form and detail of the subway and tunnels in particular are significant as part of the overall design and specifications for the bridge as set down by Chief Engineer JJC Bradfield. The Milsons Point station retains a number of original features and decorative elements from its original construction phase including the platform building and entrance way awning from the Alfred Street side.



Figure 22: Milsons Point Railway Station to the east of the site.

Media-cdn.tripadvisor.com. N. p., 2017. Web. 23 Oct. 2017.

Figure 21 shows the location of heritage items, listed by Schedule 5 Part 1 of the *North Sydney LEP 2013*. Heritage items are coloured brown and numbered. Landscape heritage items are coloured green and numbered. The arrow marks the site.

- *Camden House*, 48-56 Alfred Street South, Milsons Point (I0527)

One of the earliest surviving houses on the North Shore and one with important associations to prominent Sydney Merchants. A rare surviving example of a two-storey early Victorian Regency house, which, with restoration, is an excellent example of its type. Relic of the earliest phase of development of the North Shore. Although now obscured, it was once a prominent local landmark and commanded extensive views. The interior and landscape setting are also of significance.



Figure 23: Camden House, located adjacent to the site to the south.

- Bradfield Park (including northern section), Alfred Street South (I0538)

Important local park with extensive views of Sydney harbour and the city skyline. Important locale for the historic icon of the Bow of the H.M.A.S. Sydney, a significant ship in Australian history. Associated with the harbour bridge construction and named for J.J.C. Bradfield. Formerly central township of Milsons Point and historically a most significant area for the North Shore.



Figure 24: Bradfield Park to the south east of the site.

Media.timeout.com. N. p., 2017. Web. 23 Oct. 2017.

- Alfred Street (entrance to Luna Park), Alfred Street South (I0529)

Important physical and historical relationship to Luna Park. Unusual and attractive streetscape element in terms of scale, character and art deco ornamentation.



Figure 25: The Luna Park entrance, located to the south of the site.

- *Commercial Building, 2-2A Glen Street, Milsons Point, Milsons Point (I0531)*

An example of a well detailed 20th Century office tower with interesting concrete detailing to the facades. An elegantly urbane civic ensemble of appropriate scale and form. Of historic and scientific interest for its pioneering made of construction. Associated with noted architect Harry Seidler as his residence and office as well as being his design.



Figure 26: Harry Seidler's commercial building located to the west of the site on Glen Street.

"Commercial Building | NSW Environment & Heritage." Environment.nsw.gov.au. N. p., 2017. Web. 23 Oct. 2017.

6.0 PLANNING PROPOSAL

The Planning Proposal relates to the broader site redevelopment plan which includes a future mixed-use development comprising commercial and retail uses.

A separated detailed design will be prepared for the site at a later stage which will deal with detailed design and interface issues. Therefore, this HIS focuses on the scope and impacts of the Planning Proposal, which relates to proposed changes to planning controls only (no physical works are proposed).

In order to facilitate the above, the Planning Proposal seeks to additional height allowances above the 40m LEP height limit.

7.0 METHOD OF ASSESSMENT

The following considers heritage related issues only. It does not consider compliance or otherwise with numerical controls unless non-compliance will result in an adverse heritage impact.

The proposed *LEP 2013* amendment is assessed against the relevant controls with a full understanding of the requirements for Heritage Impact Statements provided by the NSW Heritage Branch publication *Statements of Heritage Impact* (2002 update).

The proposed *LEP 2013* amendment is assessed with an understanding of the objectives and controls for new works within the vicinity of heritage items set out in Part 3 of the North Sydney DCP 2013.

The recommended management provisions on the heritage inventory listing sheet for the heritage items in the vicinity have been read and understood.

8.0 EFFECT OF WORK

8.1 Effect of *LEP 2013* Amendment on the Site

Changes to the height controls will facilitate a tower which will require the demolition of the building on site. The building on site are not considered to be of heritage significance, either through the assessment of North Sydney Municipal Council or by the authors of this statement.

8.2 Effect of work on Heritage Items in the vicinity

The subject site is not listed as a heritage item. The proposed works are a permitted use for the site. The Planning Proposal is in keeping with Council's objectives for this area and similar in character to recently constructed buildings. In providing controls that encourage high density development, it is implied that Council have accepted that there will be a level of impact on heritage items in the area. This is evident with the recent development to the north and south of the site. The existing tower on site is a 13 storey, commercial tower. A portion of the proposed development fronting Alfred Street South is of a similar height bulk and scale to the existing built form, but seeks to expand the floorplate to accommodate apartments.

An indicative concept scheme produced to illustrate the proposed future tower as a result of the LEP amendment has a modest design. At ground level, the proposal uses heavier massing materials including sandstone, which relate directly to the adjacent heritage item, while in the upper levels steel and glass is utilised. Utilising finer grain details at eye level helps to ease the visual impact of the surrounding development and allow it to fit better contextually within the site. The indicative proposal will not have undue prominence within its setting.

The below assesses the individual impact of the proposed development on the heritage items in the vicinity:

Camden House

Camden House adjoins the subject site to the south. The proposed LEP amendments will result in a tower that will have no additional impact on Camden House. It is surrounded by modern high rise apartment buildings. Although the proposed LEP amendment will constitute a slightly larger form, Camden House will still continue to remain obscured and overshadowed by other buildings in the immediate vicinity. The curtilage of Camden House was significantly reduced in 1986/87 when apartment complexes were constructed (Refer to Figure 7 above. This illustrates Camden House perched on a 20 meters high rock pinnacle when the apartment complex basement was being excavated).

The indicative building envelope has proposed a three storey podium to allow give a more comfortable scale to Camden House. The proposed building envelope podium corresponds to the height of the apex of the hipped roof of Camden House and creates a transition between the two buildings. By incorporating a podium within the proposed taller building envelope, the height of which reflects the height of bulk and proportions of Camden House, draws attention away from the tower above. Allowing the visual impact of the tower remains constant regardless of its height.

The proposed LEP amendment which will facilitate the construction of larger tower has incorporated a larger setback to the podium on the southern elevation. The increased separation provides for an increased curtilage surrounding the item. This enhances the setting of the item which is essential for retaining and interpreting its heritage significance. This, combined with the proposed podium, adds to the mitigating impact of the proposal.

The indicative scheme has the potential to incorporate a sandstone as the principal building material of the podium. This material utilised in the podium has been indicated as an option in the Planning Proposal as it is sympathetic to Camden House. Employing a corresponding material, central to the construction of Camden House creates a relationship between the two buildings and the wider streetscape.

Sydney Harbour Bridge approach viaducts, arches and bays

The proposed LEP amendment which will facilitate the construction of larger tower will have a minor and acceptable impact on the setting of the Sydney Harbour Bridge approach, viaducts, arches and bays because it will not constitute an overtly different from the structure currently residing on site.

The principal view corridors towards this site are attained from Sydney Harbour, the north bound approaches and from Bradfield Park.

Luna Park

The proposed LEP amendment which will facilitate the construction of larger tower will be partially visible from Luna Park when viewed from the south. The proposed works are acceptable for the following reasons:

- The proposed works will have no impact on the ability to understand significance of Luna Park.
- The proposed works will have no impact on the ability to understand the historic and social significance of this site.
- The proposed works do not impact on significant view corridors into and out of the site.

Milsons Point Railway Station Group

The proposed LEP amendment which will facilitate the construction of larger tower will have no impact on the significance of the Milsons Point Railway Station Group.

The proposed development is situated to the south of this item and will not cause any overshadowing. No significant fabric or view corridors will be blocked by the proposal.

Commercial Building (Harry Seidler)

The Harry Seidler designed 'Commercial Building' is located to the west of the proposed new tower. As a result of the topography of Milsons Point the apartment complexes to the east of the site form a solid wall against the eastern elevation of the site. Views from the west remain generally unobstructed. The impact on this item will be minimal and the general form of the podium and driveway entrances will remain unchanged.

Other items in the vicinity

The proposed works will have no impact on the ability to understand the historic, social and aesthetic significance of other items in the vicinity. The proposed works will not block any significant view corridors to/from these items or cast any significant shadows over them.

The proposed development lies outside the Sydney Opera House buffer zone curtilage.

9.0 CONCLUSIONS

The changes to the planning controls relating to No. 52 Alfred Street, South, Milsons Point will have an acceptable impact on heritage items in the vicinity of the site for the following reasons:

- No view corridors to the heritage items will be impeded or blocked by a future proposal built to the controls.
- When considered in the context of the current (and future) skyline which includes a similar built form and consistent scale, there will be a negligible heritage impact on the heritage items in the vicinity and its visual setting either from a building built to the current controls or the future (proposed) controls.
- The impact of a future tower form will be mitigated by the use of a podium level of appropriate height. The podium will mitigate the impact of the tower on the adjacent Camden House by providing a podium of equivalent scale to the item.
- The separation between the Camden House and the site remains unchanged for the impact to be acceptable, particularly in light of the acceptability of apartments constructed in its immediate vicinity.
- The proposed incorporation of a an improved through-site link for the potential future public activation of Luna Park will have a positive impact.
- A future building will not have undue prominence in the city skyline when viewed from Sydney Harbour Bridge approach viaducts, arches and bays and the Sydney Opera House and will not impact its significance.
- Change to the controls will still facilitate a tower which will require the demolition of the buildings on site. The buildings on site are not considered to be of heritage significance, either through the assessment of North Sydney Municipal Council or by the authors of this statement.