

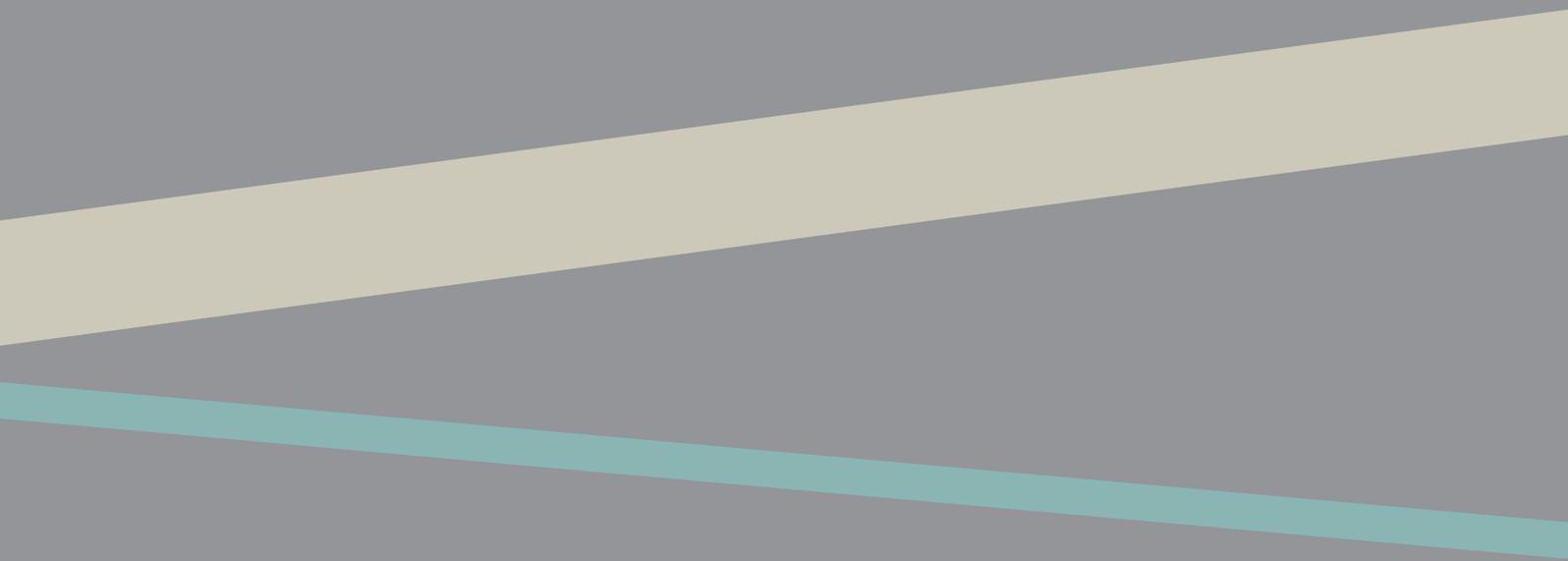
The Rocks Heritage Management Plan

Volume 1

April 2010

SYDNEY
HARBOUR
FORESHORE
AUTHORITY

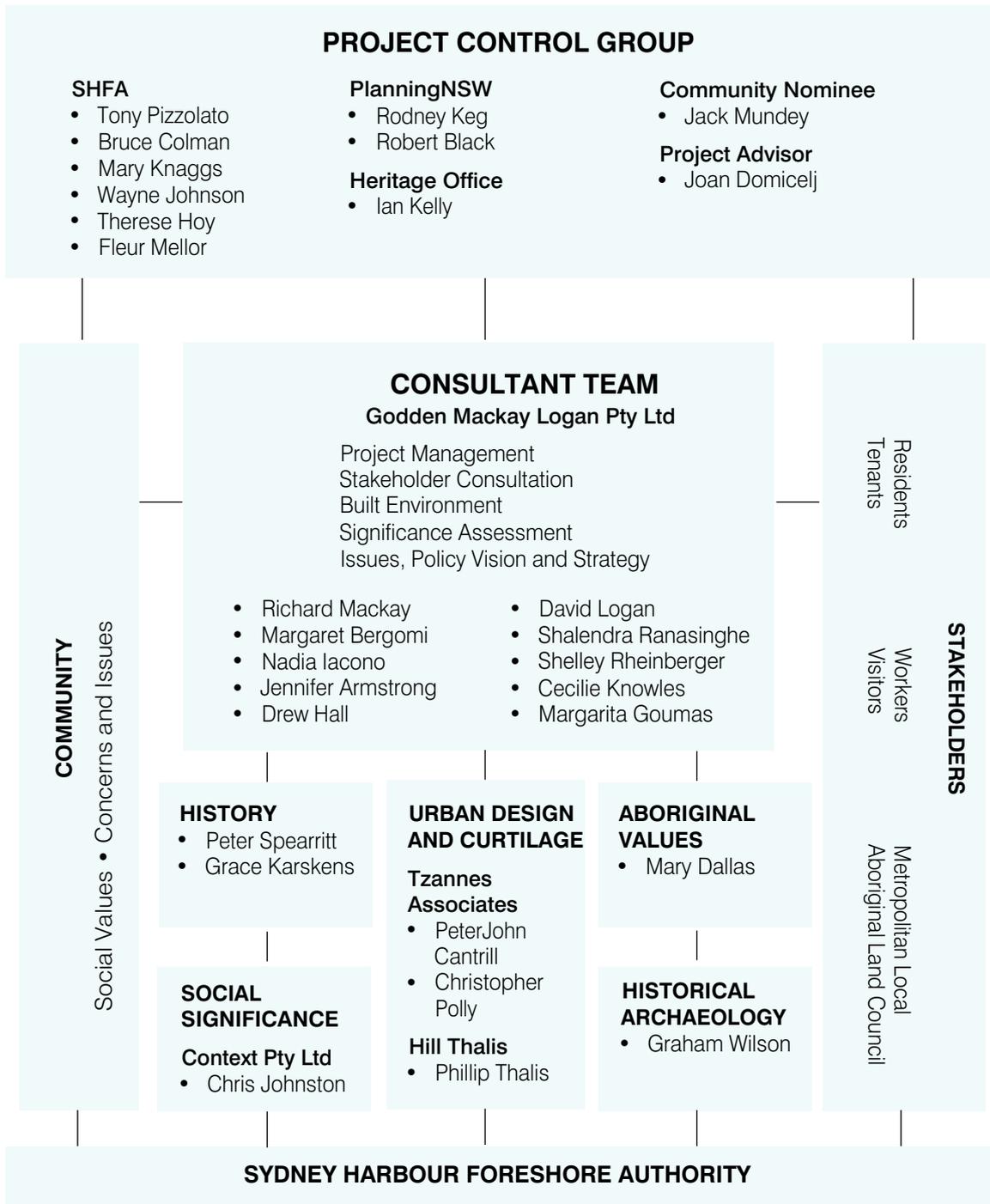




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Study Team (2002)



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The Rocks Heritage Management Plan is not a statutory planning document, however it has been adopted by Sydney Harbour Foreshore Authority Board for the purpose of providing a firm understanding of the heritage value of The Rocks and to guide the Authority in the conservation and management of the place.

1.0 The Rocks Heritage Management Plan

1.1 Preamble

Approaching Circular Quay by ferry, both locals and visitors see the Opera House, high-rise office blocks and an extraordinary landscape of unusual structures behind and above the Overseas Passenger Terminal. Tiny terrace houses, sandstone bond stores, and a panoply of roofing styles confront the eye. Few cities in either the old or the new world provide such a stark contrast, of past and present, of traditional and modern building materials, of human and corporate scale, as does The Rocks in its Sydney setting, in what has been grandly termed 'the chief theatre of Australian life'.

Societies vary in the way they value their past and what they choose to preserve of it. Attitudes to preservation and conservation vary over time, from one group to another, and are often influenced by political, educational and religious beliefs.

Australian historical societies, universities, and the town planning and architectural professions saw Australia, until the 1950s, as a new European society with an Aboriginal past and a remnant Aboriginal population. Scholars, writers and artists showed little interest in the country's prehistory, let alone its growth in the nineteenth century. Many continued to be embarrassed about the convict past of some of the early settlements, and few could see any point in preserving remnants of that era. Most of convict-built Sydney was redeveloped in the latter half of the nineteenth century, as urban land became more valuable and new structures were required for different purposes. A handful of substantial buildings, in The Rocks and in the central city area, managed to survive until the 1930s, when almost all were slated for demolition. Some small stone cottages, terrace houses, and the occasional merchant's house, dating from 1816 to the 1850s, managed to survive, especially in The Rocks.

While the physical fabric of central Sydney underwent redevelopment – and on some sites that meant a brand new structure every twenty to thirty years – the written record of the society was assiduously collected and preserved. The Royal Australian Historical Society, the Mitchell Library and the University of Sydney started preserving newspapers and periodicals, and actively began to collect manuscripts, books, even architectural drawings from the nineteenth century. Government authorities, meanwhile, created archives of their own. The records of Sydney Harbour Trust, the Maritime Services Board, Sydney Cove Redevelopment Authority and Sydney Harbour Foreshore Authority are now vital sources for understanding The Rocks.

The Rocks first came to public prominence as a heritage issue in the mid-1960s when its proposed redevelopment, to be supervised by a new body, Sydney Cove Redevelopment Authority (SCRA), dramatically raised the issue of whether all of 'old Sydney' was about to disappear.



Figure 1.1 The Rocks viewed from Circular Quay (Cahill Expressway, above) and the Opera House (below). The Rocks' northern skyline contrasts with the high-rises in the southern section beyond.

Few areas in Australia are so rich in pointers to the nature and impact of European settlement, from the small terraces and merchants' houses of the 1840s and 1850s to the high-rise apartment blocks and offices of the 1990s. In The Rocks successive layers of urban development confront Sydney's past. Some stories of this past — the life of convict households, publicans' expansion plans, the habits of sailors and wharf labourers, the changing alignment of the waterfront — can still be read from archaeological evidence, written and oral testimony, and the very fabric and setting of many of the buildings.

Artists, historians, town planners, and older members of the general public who could remember Sydney before the Bridge, started to regret the coming demolition of an area so redolent of Sydney's colourful, some said troubled, past. While The Rocks had had earlier devotees, not least the generations of people who had lived there, the particular conjunction of events in the mid-1960s led to fervent rhetoric and ensuing street battles which paralleled and exceeded similar processes in Glebe and Woolloomooloo, leading to the advent of the Green Ban as a new twentieth-century conservation mechanism.

The Rocks saw the most protracted debate about redevelopment versus heritage of any site in Australia. The real estate was already valuable, the development industry in Sydney was running out of large sites on which to build new office towers, and most people who grew up in Sydney between the 1920s and the 1960s were schooled to believe that new was better. Against this pervasive conventional wisdom, various professional groups, even including architects and town planners who stood to gain from unending redevelopment, began to consider the desirable characteristics of good, let alone great, cities. The Harbour Bridge had given Sydney a taste of international recognition and as the sails rose on Bennelong Point for the Opera House, even some parliamentarians started to believe their own rhetoric about Sydney becoming a great city on the world stage.

Most great cities of the old world had their old towns, often built around mosques or cathedrals or in the more mercantile settlements, the market places. Every trained architect, town planner and historian knew this. Australian school textbooks waxed eloquent on the cities of the old world, so no one could be completely ignorant of the claims of London, Berlin, Vienna or Paris to greatness.

The preservation movement for The Rocks, both within and outside government instrumentalities, began in this intellectual climate. In the 1960s there were still many people alive, not least in The Rocks, who could remember Sydney before the Bridge. Despite massive demolition for the Bridge approaches, The Rocks maintained a residential community based on traditional maritime industries, from bond stores to the water police. As to be expected in such a predominantly working class community hotels remained a vital part of the fabric of the society. The SCRA demolitions threatened that fabric and the residents, including The Rocks Resident's Action group, led by Nita McCrae, made The Rocks an environmental and heritage cause celebre well beyond Australia. Green Bans were instigated by Jack Munday and his Builders Labourers Federation to prevent demolition from actually occurring. They proved a novel, politically brilliant move to undermine the crassly pro-development culture of the Liberal Askin government and its ALP predecessors. The bans also gave the residents an effective voice, exerting a level of influence previously the preserve of wealthy property owners with political connections. The subsequent change of government and introduction of State heritage legislation made heritage conservation a requirement.



Figure 1.2 Circular Quay, and The Rocks foreshore c1925. This postcard captures Circular Quay and The Rocks when woolstores and bond stores still dominated the skyline. The towers of the GPO and the Town Hall can clearly be seen, as can the just completed Astor Flats in Macquarie Street, top left of picture, (Images of Sydney collection).



Figure 1.3 The 1964 Wallace Scheme for The Rocks.

Once key officials in the SCRA understood at least some of the issues raised by residents and heritage conservationists, The Rocks became the most ambitious site of heritage conservation in Australia and a star in a growing constellation that included Glebe and Woolloomooloo in Sydney, the City of Fremantle and parts of Adelaide, Hobart and Melbourne waterfront. That process is itself now history. For over thirty years The Rocks has seen meticulous restoration work, active interpretation by the Authority, guides and local residents, as well as policies to control signage, paving influenced by the emerging profession of urban design, and the rise of archaeologists as a profession taking, even if a little belatedly, its own backyard as seriously as digs in Greece and Egypt.

The Rocks Heritage Management Plan attempts to traverse intellectual and physical territory. It brings together an array of professional perspectives, from pre-contact archaeology and contemporary history, to urban design and retail management. The challenge in The Rocks today is to preserve the significant remaining eighteenth, nineteenth and twentieth-century fabric, further research the human experience and varied histories of the place, while retaining a sense of both a residential and a working community.

The nature of that community has changed dramatically in the last forty years. Most of the working-class residents in The Rocks (but not in neighbouring Millers Point) have been displaced by new office and retail uses. The bulk of The Rocks residential population today is accounted for by domestic and overseas tourists on relatively short stays, with some upper middle-class permanent housing. The Rocks community is a mix of non-resident workers (many of whom, nonetheless, feel passionately about the place) school groups, adult day visitors, evening bar and restaurant trade visitors, and the traditional community which continues to decline. Some public housing also remains.

The history, the feel and the significant fabric of the place has to be maintained against a backdrop of commercial pressure for good rental returns on office, retail and entertainment spaces. While adaptation for compatible uses provides for economic viability and long-term conservation, the incremental, individual changes need to be considered in relation to their cumulative heritage impact. Active historical and heritage interpretation of The Rocks is currently confined to specific sites, isolated archaeological features and built elements such as The Rocks Discovery Museum, Susannah Place, and the range of plaques to be found about the place. This is augmented by guided tours, a variable standard of commentary from tour bus operators, and the books and pamphlets on The Rocks which vary from the scholarly and readable works of Grace Karskens and Max Kelly to coffee table photographic 'portraits' which are often misleading.

The principal item on display in The Rocks is the place itself. Its lanes, modest and grand structures, its variety of building materials and fabrics, and its vistas, both inwards and outwards, mark it out as a special place of life and contemplation. Some visitors will readily imagine what living in The Rocks might have been like in the 1860s or even the 1960s. Others won't see much beyond the swanky restaurants and noisy, intimate drinking establishments. But whatever their predisposition, The Rocks provides, in a city now predominantly the product of twentieth-century urban redevelopment, the opportunity to enter an environment where elements of eighteenth, nineteenth and early twentieth-century landscapes remain.



Figure 1.4 Bethel Steps.



Figure 1.5 The Rocks Centre

The Argyle Cut may not be as threatening today as it was to lone walkers for much of the nineteenth century, but what a delight to escape the commercialism of modern Sydney. In the buildings, lanes and streets the experiences of previous generations of residents, workers, and visitors to The Rocks can be imagined. The Rocks allows residents and visitors to experience and reflect upon both the past and the present.

1.2 The Place

Situated on a rocky promontory projecting into Sydney Harbour on the western side of Sydney Cove, The Rocks is bounded by the Harbour foreshore, the southern approaches to the Harbour Bridge, the edge of Dawes Point Park and Grosvenor Street to the south.

From a high ridge along the precinct's western boundary, the ground falls to the east in a series of sandstone escarpments, providing sweeping harbour views. The topography and street pattern provide the setting for a diverse array of buildings and open space. Historic warehouses, bondstores and residences create a distinctive maritime/worker character, overlain by some more recent developments.

The Rocks is a major symbol of Australian history. The history of The Rocks, in its spectacular Harbour setting, is reflected in a rich array of landscape features, built elements, stories and memories. As a waterfront historic precinct in the heart of Sydney, The Rocks continues to be one of the most visited places in Australia.

1.3 Management Context

Management of The Rocks is vested in Sydney Harbour Foreshore Authority under the Sydney Harbour Foreshore Authority Act 1998. The Authority's functions as stated in the Act are:

- (a) to protect and enhance the natural and cultural heritage of the foreshore area;
- (b) to promote, co-ordinate, manage, undertake and secure the orderly and economic development and use of the foreshore area, including the provision of infrastructure;
- (c) to promote, co-ordinate, organise, manage, undertake, secure, provide and conduct cultural, educational, commercial, tourist, recreational, entertainment and transport activities and facilities.

The Vision Statement of the Authority, as expressed in its 2007/08 Annual Report:

To make unique places in Sydney that the world talks about

recognises the unique sense of place of The Rocks. The Authority's Statement of Purpose:

To create and sustain living places and great experiences

identifies the need for balance in the manner in which the Authority's functions are pursued, and also highlights the Authority's role as custodians of natural and cultural heritage:

Managing Places profitably and socially to deliver excellence in our role as manager for Sydney's significant waterfront and other precincts, balancing visitor, community and commercial expectations. As custodian, to ensure the preservation and interpretation of our natural and cultural heritage.



Figure 1.6 Hickson Road looking south showing the Park Hyatt (left) and the former Mining Museum building (right).

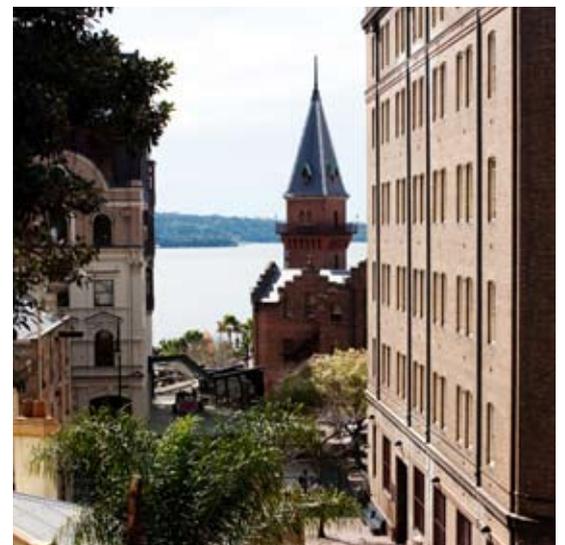


Figure 1.7 View east from Gloucester Walk towards the ASN Co building tower and the Bushells Building and Place, subject of adaptive re-use, the first State Heritage listed building to attain a 5 star rating.

Careful management is required to meet objectives of the various functions set out in the Sydney Harbour Foreshore Act, to ensure that these at times competing aims can be achieved without conflict. For example, the challenge of providing acceptable and reasonable standards of health and safety whilst retaining the significance of heritage items requires a sound understanding both of the significance of the item and the intent of the relevant legislation, which may lead innovative solutions and negotiated outcomes.

Since 2005 The Rocks has been subject to the planning and development consent provisions of State Environmental Planning Policy (Major Development) 2005 and the Sydney Regional Environmental Plan (SREP) – Sydney Harbour Catchment 2005. SEPP (Major Development) 2005 lists The Rocks as a place of State Significance and the Minister for Planning as the consent authority for all developments over \$5 million. The Minister for Planning has transferred planning consent functions under the Environmental Planning and Assessment Act, 1979 to the City of Sydney for development in The Rocks with a capital investment value of under \$5 million. Any permanent changes to the significant fabric of buildings listed on the State Heritage Register also requires an application to the Heritage Branch, NSW Department of Planning under the Heritage Act 1977.

In recognition of the importance of heritage conservation in The Rocks, the Authority commissioned the preparation of a Heritage Management Plan by Godden Mackay Logan Pty Ltd (adopted February 2002). The Plan has been reviewed to update statutory details (changes in legislation and organisational names). The strategies and recommendations (formerly in Volume 1) are now located in a separate document : (The Rocks Heritage Management Plan: Strategies and Action Plan). The Rocks Heritage Management Plan has formed the basis for a succinct conservation policy document (The Rocks Heritage Policy).

1.4 This Plan

The Rocks Heritage Management Plan is not a statutory planning document, however it has been adopted by Sydney Harbour Foreshore Authority Board for the purpose of providing a firm understanding of the heritage value of The Rocks and to guide the Authority in the conservation and management of the place. This Volume provides the Heritage Management Plan itself. Supporting volumes provide the background research papers, analysis and supporting data.

The Rocks Heritage Management Plan has been prepared by a multi disciplinary project team co-ordinated by Godden Mackay Logan under the guidance of a broadly drawn Project Control Group managed by the Authority. The team structure is provided as an Appendix.

A Glossary of Terms used is provided at the rear of this volume.



Figure 1.8 View north along George Street.



Figure 1.9 Dawes Point, The Rocks, looking southwest.

Study Area:

The Study area for The Rocks Heritage Management Plan comprises two elements:

- > The Rocks precinct ('The Rocks'), as illustrated in Figure 1.10; and
- > the curtilage and wider visual setting of The Rocks, as determined through this study process.

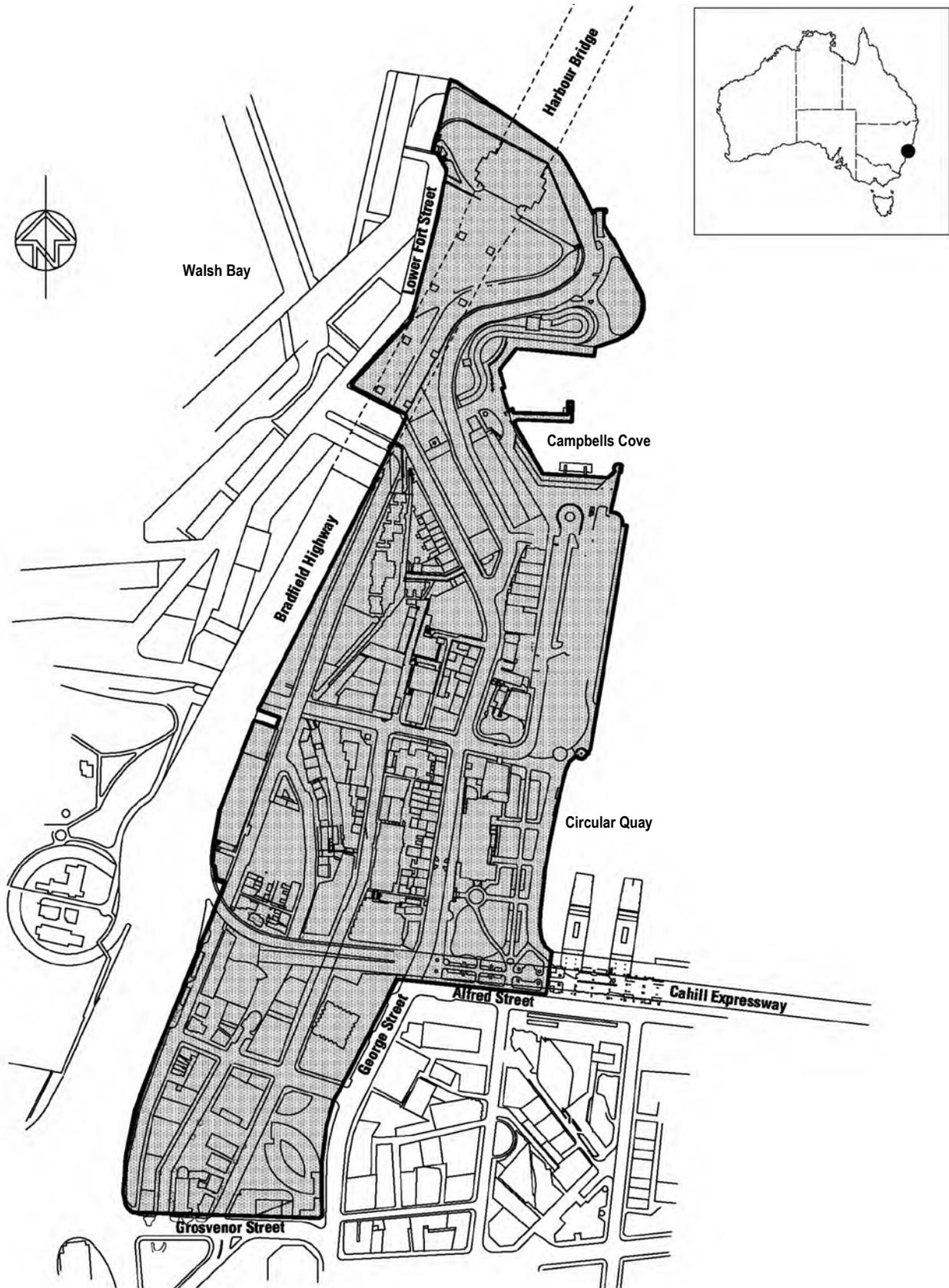


Figure 1.10 The Rocks Heritage Management Plan - Study Area

2.0 Understanding The Rocks

2.1 Aboriginal Context

Our knowledge of the prehistoric Aboriginal heritage of The Rocks has been severely limited as a result of the early, concentrated European development of the area. Original land surfaces, contours and foreshore features have been greatly altered by development following European Settlement. While we have some early accounts of Aboriginal occupation and culture in the Sydney area, archaeological data, from pre-historic sites, has been largely destroyed. In particular, shell middens were destroyed as a consequence of early lime-burning for the building industry. Sandstone quarrying for the building industry is likely to have destroyed sheltered occupation sites, axe-grinding grooves and engraving sites.

The detection of Aboriginal sites within The Rocks precinct has been largely the result of relatively recent historical excavations of early historic sites. It is unlikely that substantial or intact remains relating to Aboriginal culture and history will have survived. Nevertheless disturbed and truncated remains of this history have survived the massive impacts of the development of the area.

An engraving site, assumed to have been destroyed by the construction of the Dawes Point Battery or the Harbour Bridge, was reported to have been located in the area known as Dawes Point Park. The only surviving evidence of this engraving is an early sketch of a whale.¹

There are two known Aboriginal shell midden sites within The Rocks area. These sites were located following the excavation of two historic sites. The midden at Moores Wharf overlays post-contact material remains, suggesting that Aboriginal use of the site commenced and continued after European settlement. An Aboriginal midden found at the Lilyvale historic site on Cumberland Street was dated to about 350 years before European settlement.² It has since been destroyed by the redevelopment of the site.

Other historical archaeological excavations in the wider CBD have shown the survival of Aboriginal archaeological deposits from both the prehistoric and historic periods. There is a potential for other Aboriginal sites to have survived below existing structures.



Figure 2.1 The overlaying of activities and projects that results from more than 200 years of history is fundamental to the heritage value of The Rocks, and hence a vision for its heritage management.

The Rocks is part of the place of first sustained contact between Aboriginal people and European colonists. Most of the places and sites demonstrating Aboriginal occupation were destroyed by the ensuing swift and concentrated development of Sydney. Potential physical remains and associated evidence for the continued Aboriginal experience of and association with The Rocks are a powerful symbol of endurance for the Aboriginal Community.

Aboriginal archaeology can be important even in very disturbed urban contexts.

Mary Dallas, Prehistorian

Such remains, as may be unearthed in the future, would be of major importance to the Aboriginal community of Sydney as a symbol of their survival. They would represent extremely rare items of Aboriginal occupation of the area prior to invasion and the intensive development that followed. These items may yield information about the prior owners' history, the early contact period and the interaction of the Aboriginal people and the first European settlers. As the first place to sustain concentrated and swift invasion impacts, the City and the southern foreshores of the Harbour are seen as a symbol of the destructive process ensuing from European settlement. Sites that may have survived this process are a potent symbol of the survival of Aboriginal culture against the magnitude of such impacts.

The continued association of Aboriginal people with the place is evident in records of Aboriginal people sharing European houses and food, and making use of the range of material items brought to or made in the settlement. Aboriginal families worked alongside other waterside workers throughout the twentieth century. These later histories and experiences are poorly understood and little researched but contribute to the value placed on the area by the Aboriginal community by exemplifying their adaptability, maintenance of cultural identity and association with the place.

2.2 Historical Outline and Context³

The prehistory of The Rocks, as established to date, indicates that Aborigines, while using the area, did not find it as hospitable as nearby harbour bays and rivers. While the new colonisers chose a spectacular harbour to settle in, they nonetheless had to carve, as they saw it, a settlement out of the bush. One of the best ways to start understanding this settlement is with a map of Sydney Cove in 1788, with the modern road system and shoreline superimposed upon it.

The colonisation of Australia which began at Sydney Cove and The Rocks is significant in the history of European exploration and colonisation of the seventeenth and eighteenth centuries. Though the primary focus for the British colony was a place for the housing of convict overspill, agricultural and whaling opportunities were soon exploited. Wool exports and, later, gold discoveries, underpinned the growth of local manufacturing.

The First Fleet anchored off The Rocks at what is now the foot of Argyle Street, one of the only viable landing places in Sydney Cove. The Rocks was given its name by working parties of convicts who, on 26 January, 1788, were landed on the rocky peninsula on the western side of Sydney Cove. This was the site of the first convict encampment, military camp, bakehouse and hospital. As the colony grew, the land close to the water's edge was used for government purposes: hospital, gaol, Government Dockyard (1797) and Commissariat Stores (1809). Later, merchants established private wharfage facilities, starting with Robert Campbell at Campbells Cove, and the High Street (later named George Street by Governor Macquarie) became the hub of Sydney's wharfside trading life.

The rugged slope overlooking the cove defied orderly settlement. The sandstone bedrock was quarried for building material and houses clustered along the cuttings catering for convicts and emancipists, as well as seamen from all parts of the world. Construction of proper roads and drainage proved difficult. Vehicular routes tended to run parallel with the ridge while narrow lanes and steep stairs provided pedestrian ways between the ridge and the water. Land tenure was in the form of grants, leases and (most often) unofficial occupancy.



Figure 2.2 Sydney Cove in 1788, with the modern road system and shoreline superimposed as at 1985.

It's about time people recognised the enduring association of Aboriginal people with places like The Rocks.

Alan Madden, Metropolitan Aboriginal Land Council

Most of The Rocks came into public ownership in 1900 following an epidemic of bubonic plague, when lands were resumed by the government and large areas of housing were demolished. An advisory board consisting of Messrs Hickson, Davis and Vernon submitted a scheme for the replanning of the area in 1903, which was the basis for the realignment of streets and redevelopment with terrace housing and residential flat buildings. However, it was only prior to the First World War that a limited redevelopment program for housing in the area commenced and continued into the 1920s.

The construction of Sydney Harbour Bridge (1925—1932) swept away many streets and houses and split the peninsula along its spine. The area west of the Bridge became known as Millers Point. In the late 1950s, the construction of the Cahill Expressway across Circular Quay caused further evictions and extensive demolition to the point where over one third of the area was vacant, mainly that south of the Cahill. With talk of redevelopment, little effort was exerted in maintaining the buildings in public ownership.

During the early 1960s, redevelopment proposals for the area were canvassed by the Government, which had already run a competition for an 'Opera House' on the site of the Bennelong Point tram terminus. The redevelopment assumed high-rise residential and office accommodation.

The Sydney Cove Redevelopment Authority (SCRA) Act, 1968 established the Authority to plan, redevelop and manage the area. Most of the land in the area was handed over to the Authority under its Act and a few blocks in private ownership were purchased. Today, the only privately-owned land is the St Patricks Church property.

The Authority's original scheme, made public in February 1971, was for broad scale high-rise development, with accompanying wind-swept plazas. Only nine historic buildings were to be retained, including Cadman's Cottage, St Patricks Church, Science House, Argyle Bond Store, the Ordnance Stores (ASN Co Building) and Campbell's Storehouse. Other historic buildings were marked for 'sympathetic redevelopment', but really a form of facadism. Everything else was to be demolished and replaced with multi-storey office and residential buildings and hotels.

In the early 1970s, public opinion about large-scale redevelopment of areas including The Rocks began to change. Local residents and key opinion makers wanted to maintain local communities, and there was a growing awareness of the need to preserve historic places. The NSW Government at the time did not reflect these changes in attitude and activists resorted to other means to achieve their aims. After a year of lobbying the government, residents appealed to the building unions who imposed 'green bans' (union bans on construction work for environmental reasons). The Rocks became one of the most publicised areas of confrontation between the resident/union coalition and the State Government.

All redevelopment plans were effectively halted for a period of years in The Rocks and the Authority tentatively began to carry out some minor developments itself and began the refurbishment of some of the buildings. The Argyle Centre was established as a crafts and retail venue and work began on 'restoring' the frontages of the buildings in George Street to provide a shopping centre. Local, interstate and international tourists began to be attracted to the area.

Approaching Circular Quay by ferry, both locals and visitors see the Opera House, high-rise office blocks and an extraordinary landscape of unusual structures behind and above the Overseas Passenger Terminal. Tiny terrace houses, sandstone bondstores, and a panoply of roofing styles confront the eye. Few cities in either the old or the new world provide such a stark contrast, of past and present, of traditional and modern building materials, of human and corporate scale, as does The Rocks in its Sydney setting, in what has been grandly termed 'the chief theatre of Australian life'.

Governments of all persuasions should give an iron-clad guarantee that the threats which faced The Rocks in the 1960s will not be repeated and that the unique heritage of The Rocks will be maintained.

Jack Munday

State heritage legislation in 1977 and a further review of the Authority's operations in 1978 led to general agreement that although most existing buildings in this northern area were to be retained and refurbished, the area to the south of the Expressway could be redeveloped. In the late 1970s, sites were leased for the first private developments in the area. In 1982—83 the original scheme was changed to reflect the community attitudes and new, more modest proposals were exhibited.

From the late 1980s SCRA was known as Sydney Cove Authority (SCA). The Sydney Harbour Foreshore Authority replaced SCRA as the place manager of The Rocks in February 1999. At the same time, planning powers for The Rocks moved to the NSW Minister for Planning.

While The Rocks is generally regarded by the Australian public as one of our most 'historic' places, even in the short span of its European history it has seen an enormous amount of demolition and rebuilding. This demolition and rebuilding is a major theme in its two hundred years of European history.

The Rocks – which houses archaeological and above-ground evidence from every decade in the past two centuries – has seen great change in landscape, built form, and a range and turnover of activities take place on this narrow peninsula. There have only been a couple of decades of little change, notably the 1940s and 1950s.

While there was a huge surge in interest in The Rocks following the 1960s threat of demolition, it had long been regarded as historic; depicted in sepia and coloured postcards from the end of the nineteenth century. In the first instance, this historical consciousness called for the retention of just a handful of buildings, most notably Cadman's Cottage. With the upsurge of interest in The Rocks from the mid 1960s, however, the whole area began to take on the persona of a historic precinct. This much contested persona, culminating in the green bans of the mid 1970s, has produced a variety of responses from the government—from Sydney Cove Redevelopment Authority to Sydney Harbour Foreshore Authority. Enormous effort has gone into the approval and heritage conservation processes on the site, underpinned (literally) by some of the most elaborate archaeological excavations ever carried out on an urban site in Australia.

The presentation and interpretation of the area's rich history will always be a topic for debate. Particular attention needs to be paid to reinforcing knowledge of the maritime history of the site, while acknowledging that many activities in the area, not least drinking and talking in pubs, do convey a sense of continuity, even if most of the drinkers now work elsewhere. Few have any connection with the ships that once crowded Circular Quay, the bond stores, the manufacturing plants, the trams, the morgue or other long departed activities.

2.3 Urban Design

The Rocks is characterised by an accentuated landform, mature parks, legible street hierarchy and outstanding works of engineering and architecture. Bounded by the Harbour and the Harbour Bridge viaduct, the area features many restored buildings and the topographically and historically important vantage points of Dawes Point and around Circular Quay and the foreshore.



Figure 2.3 The former Sailors Home with Cadman's Cottage in foreground.



Figure 2.4 Argyle Terrace, Playfair Street

Few areas in Australia are so rich in pointers to the nature and impact of European settlement, from the small terraces and merchants' houses of the 1840s and 1850s to the high-rise apartment blocks and offices of the 1990s. In The Rocks successive layers of urban development confront Sydney's past. Some stories of this past — the life of convict households, publicans' expansion plans, the habits of sailors and wharf labourers, the changing alignment of the waterfront — can still be read from archaeological evidence, written and oral testimony, and the very fabric and setting of many of the buildings.

The area's stable image today belies a turbulent history, where both incremental growth and dramatic intervention have caused an unusual amount of change for part of an Australian city. The area has been a testing ground for urban development and as such offers an understanding of processes of future change for other more homogeneous parts of the city.

In The Rocks, development since 1788 could be characterised not so much as evolution as an accumulation of elements and projects over time – a 'sedimentary city'⁴ – which Bruno Fortier has described as the 'making of the city upon itself since its foundation'.⁵

The history of this process could be summarised as a series of key periods. In the first years of the Colony, the early government institutions, such as the observatory, forts, signals, flagstaff and hospitals, were established. At the same time, convicts occupied the area.

Between 1815 and 1835, pre-existing tracks giving access became formalised as a street layout. The first subdivisions were established and merchant villas constructed. Early maritime industry and windmills were also established. Throughout the nineteenth century, the quarter continued to be further subdivided. The intensification of housing and industry accelerated during the boom and bust periods of the 1880s and 1890s

The plague scare of 1900 launched an intense period of resumption, urban reform and large-scale urban projects. These resulted in the reconstruction of the entire waterfront and wharves, numerous street realignments, new housing and facilities, and culminated in the construction of Sydney Harbour Bridge and its approaches.

After the opening of the Bridge in 1932, the area enjoyed a rare period of stability, excepting the construction of the Cahill Expressway in the 1950s.

In the 1960s, the area was again portrayed as neglected and under-utilised, initiating another period of intense urban renewal. Although little of the radical redevelopment was carried through, extensive change occurred in the southern part of The Rocks. Today the area continues to experience incremental change in its building stock.

The significant urban projects of The Rocks can be classified by period and by type helping to reveal their contribution to the physical formation of the place. Many of these urban projects are of heritage significance in the context of the region's and State's development, and already have statutory protection as heritage items.

Chronologically, the significant periods of urban projects are classified as at the late eighteenth century, the nineteenth century, the early twentieth century, mid twentieth century and late twentieth century.

By type, the urban projects can be classified into five groups. There are extant projects that require protection or conservation; incomplete or unfinished projects that require completion and interpretation; demolished projects that require repair or reconstruction; hidden projects that require uncovering or interpretation; unrealised projects that require realisation; and disruptive projects that require change and renewal.



Figure 2.5 Circular Quay West, c. 1930, with longshore wharves and Commissariat Store in the foreground (SHFA Archives).



Figure 2.6 View north down Cumberland Street.

The Rocks is a rich accumulation of urban projects; successive changes that have occurred that underlie the place that we experience today. These interventions have transformed the place from its natural condition to a cultural place. Placed one on top of the other through agglomeration and juxtaposition, they have produced a rich urban form.

2.4 Curtilage and Setting

The Rocks displays a remarkable persistence of boundary location which, although defined by different elements over time, generally remains in a similar position.

There are three exceptions to this pattern. In the early twentieth century the continuity of Millers Point and The Rocks was stronger than their separation defined by the ridgeline and other elements; however, the construction of Sydney Harbour Bridge severed this continuity and again clearly defined the curtilage boundary of The Rocks.

The Cahill Expressway is a strong physical barrier that may be interpreted as redefining The Rocks as a smaller area to the north of it. However, this would ignore: the closely shared history of development of the two areas; the integration of the two areas provided by the existing street connections; and, the Cahill Expressway may not be a permanent element and its removal would clearly reunite the areas to its north and south.

Observatory Hill was originally viewed as part of The Rocks area. However, the strong physical form and the permanence of the Harbour Bridge have separated it from The Rocks, although it remains part of its setting.

The original boundary elements are contiguous with elements today. The ridge line has been replaced by the Harbour Bridge, the small stream and Phillip’s Street and square have been replaced by George and Grosvenor Streets and Sydney Cove shoreline has been modified.

Three boundary conditions are defined. The first is a heritage curtilage boundary. This defines The Rocks as an integral entity with a clearly defined boundary and fully contains the areas of significance that characterise The Rocks (see Figure 2.9).

The second boundary condition comprises two areas of influence that define the setting of The Rocks. These are elements that overlap or form buffer zones with The Rocks, such as George Street and Observatory Hill. These areas influence the significance of The Rocks (see Figures 2.8 and 2.11).

In the third, a visual catchment area is described that, although not part of The Rocks and not influencing the significance of The Rocks, is visible from The Rocks and vice versa and within which the visual effects of change need to be considered (see Figure 2.12).

The Rocks heritage curtilage boundary encompasses the significance of The Rocks and should be considered as the potential boundary for The Rocks as a conservation area. (This boundary differs from both the boundary of land owned by the Authority and the SEPP (Major Projects) 2005 statutory planning boundary which includes the Circular Quay foreshore).

Any changes considered to these overlapping elements beyond the heritage curtilage of The Rocks would affect the significance of The Rocks and the effect of these changes would need to be considered in relation to the significance of The Rocks. Conversely, any change to these elements inside The Rocks would have effects beyond The Rocks that require consideration (see Figure 2.8).

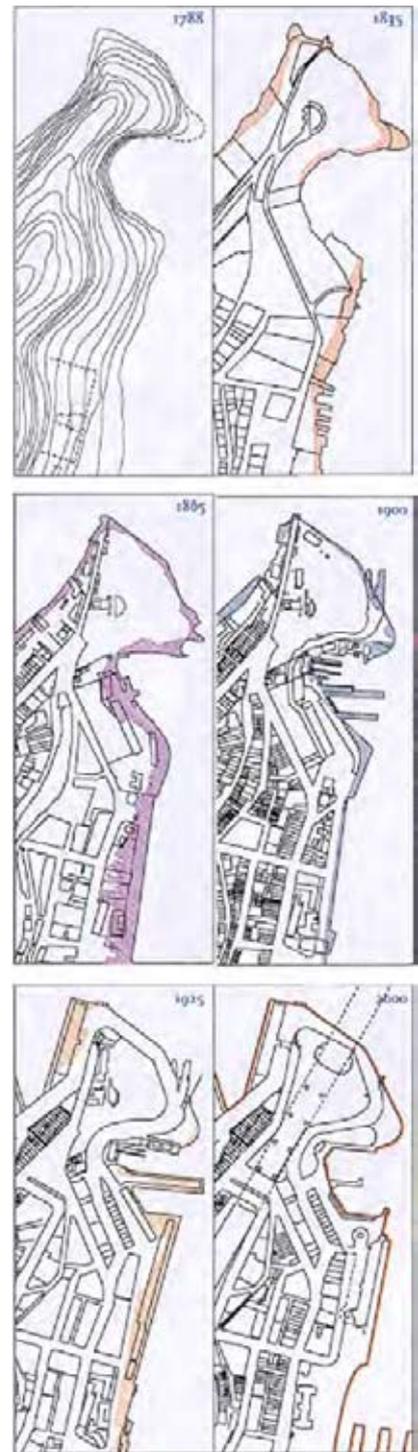


Figure 2.7 Progressive changes to the shoreline and infilling of the harbour characterise the history of the area.

Projects for these overlapping elements should not decrease the continuity of these elements across the heritage curtilage boundary. Indeed, the extension of the integrity of these elements should be encouraged. For example, the extension of Argyle Street to the foreshore should remain free of building and the continuation of the foreshore promenade around Walsh Bay to Darling Harbour should be pursued.

The adjoining elements are not within the heritage curtilage of The Rocks, however; changes to them would influence The Rocks and vice versa. Like the overlapping areas, they are within an area of influence of The Rocks.

Changes to adjoining areas would affect the significance of The Rocks and therefore any changes to these areas should be assessed in regard to their effect on The Rocks.

The areas of visual catchment have visual connections to The Rocks; however, changes in these areas are unlikely to affect the significance of The Rocks. Whilst these areas are outside the area of influence, changes within The Rocks will require consideration of any change made to this visual setting and vice versa.

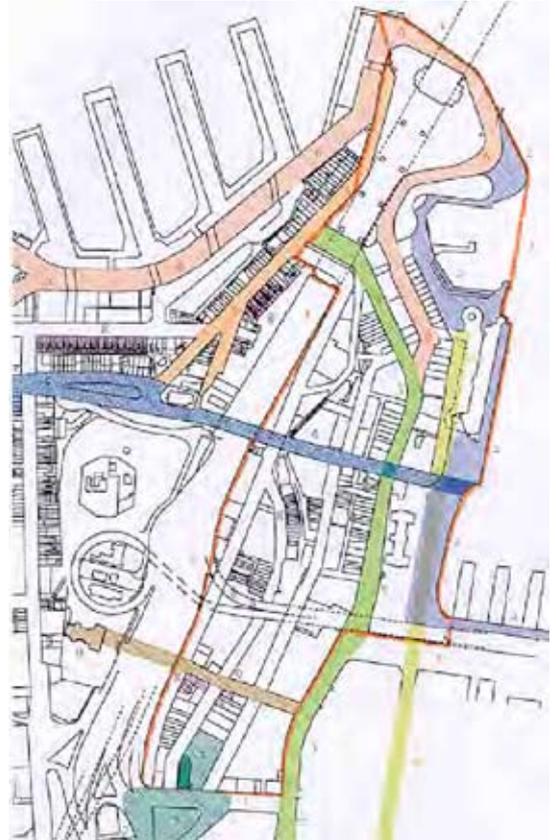


Figure 2.8 Setting (overlapping curtilage) – These elements contribute to the significance of The Rocks and extend beyond its recognised boundaries.

Growing outward from its original perch on rocky slopes, The Rocks now encompasses the western shore of Sydney Cove and Dawes Point. Strong barriers like the Harbour Bridge approaches and Cahill Expressway define physical boundaries which contrast with visual links through Argyle Cut or along George Street and expansive harbour views. The scale and overt historic fabric of The Rocks juxtaposes with the stark modern form and appearance of the Central Business District to the south.



Figure 2.9 Heritage Curtilage.



Figure 2.10 View looking southeast to Gloucester Street



Figure 2.11 The visual catchment of The Rocks includes: the inner harbour, including Lavender Bay, Kirribilli, Cremorne Point, Garden Island, the Opera House, East Circular Quay, Government House and the Outer Domain, and a limited number of street vistas.

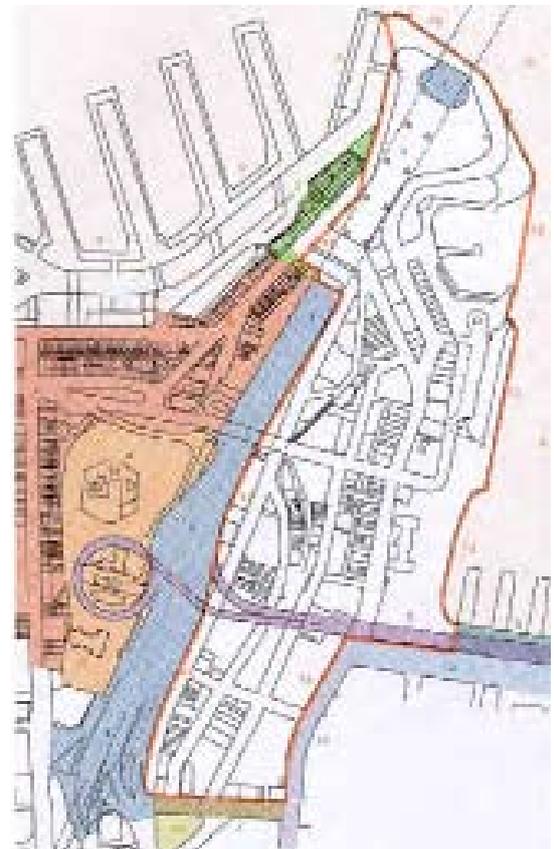


Figure 2.12 Setting (Buffer Zones) these elements adjoin The Rocks and are a part of its influence.

2.5 Built Environment

The existing built form of The Rocks reflects changes and adaptation that have taken place in the area throughout the nineteenth and twentieth centuries. The period of resumption, demolition and street realignments that followed the outbreak of plague in the early 1900s and the construction of Sydney Harbour Bridge wrought the most dramatic changes to The Rocks. The construction of the Cahill Expressway in the 1950s further changed the character of the area, creating a physical and visual boundary which influenced the subsequent management and development of the precincts to the north and south.

Despite these significant changes, the earlier landform and development pattern can be understood. The siting and design of the early surviving buildings, the bent alignments of streets, the narrow laneways, rock-hewn staircases, and glimpses of cut sandstone and natural rockface serve as continuous reminders of the original dramatic topography of the peninsula. The existing built environment with its human scale historic streetscapes, visual and physical links to the harbour, exposed archaeological features and diversity of late nineteenth and early twentieth-century architectural styles is of enormous aesthetic appeal. It is not the newer developments with their regular facade modulation and production-line finishes that people cherish within The Rocks, but rather the irregularity, richness, variety and hand-crafted textures of the historic fabric.

Almost nothing survives (above ground level) of the earliest wave (pre-1840) of structures in The Rocks – the original canvas tents, bark, timber slab and wattle and daub huts and, later, the locally quarried stone cottages. Most of the extant buildings date from the 1860s to 1920s period and are now meticulously conserved. The built form nevertheless still reflects the many layers of residential, industrial and commercial activities that have occurred in the area since 1788.

The buildings adjacent to Circular Quay exemplify the maritime focus of The Rocks, particularly during the nineteenth century. Former warehouses such as Campbell's Stores and the Australasian Steam Navigation Company Building, the Sailor's Home evidence this activity. Cadman's Cottage (the Governor's coxswains cottage, the oldest surviving building in The Rocks dating from 1816), the former Maritime Services Board building (now the MCA) and the Overseas Passenger Terminal (still in use) further demonstrate the varied nature and continuity of maritime functions within The Rocks since settlement.

The buildings located along the western side of George Street were constructed largely in response to the maritime activities nearby, with combined residences and businesses strategically positioned to capitalise on the mercantile activity and the steady flow of visitors and sailors to the colony.

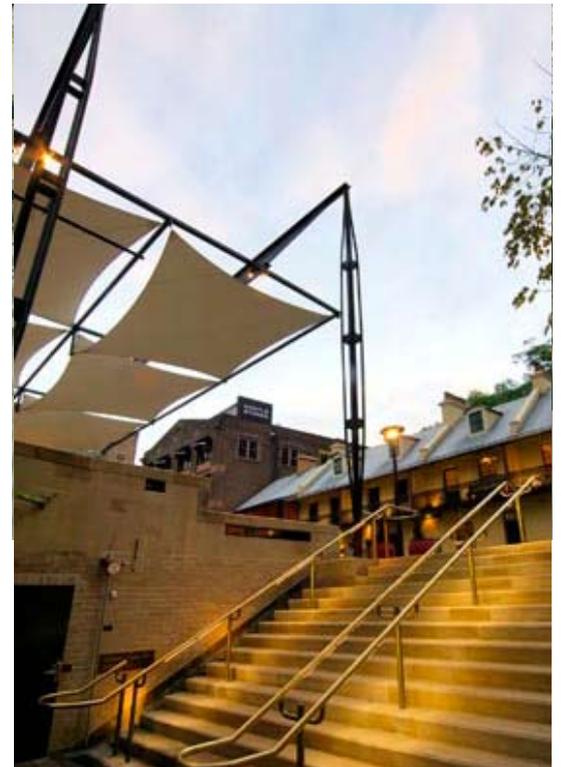


Figure 2.13 Layers of history demonstrated through the built environment surrounding Rocks Square.



Figure 2.14 View looking west along Long's Lane.

Former hotels, pubs and shops dominate this streetscape. Further west up the ridge towards Cumberland Street, there are still hotels, but the buildings are predominantly residential in both function and scale, Lilyvale Cottage evidencing the villas built on the higher ground.

The Rocks also contains buildings from the late 1960s and early 1970s, some relating to the original proposals for total redevelopment of the area during the 1960s. The Sirius apartment block, constructed to house displaced residents in The Rocks, stands as a prominent reminder of this period. The Green Bans, enforced in response to the proposed redevelopment, resulted in the retention of much of the historic fabric that can be seen today.

Landscaped parks, enclosed courtyards, laneways, memorials, and other historic fabric such as early lighting fixtures, original signs, woodblock paving and cobblestones add to the variety of detail and rich texture of The Rocks, and are most fully appreciated as a pedestrian.

Overall, the built form of the area is characterised by its variety of architecture and smaller-scale buildings and streetscapes. The historic built elements in The Rocks provide a tangible link to different periods and past events. The smaller scale and historic character provides a distinct contrast to East Circular Quay and the central business district of Sydney, reminding the city of its beginnings.

The high-rise apartment blocks and offices of the 1990s in the area south of the Cahill Expressway are the latest in the successive layers of development within The Rocks. While late nineteenth and early twentieth-century warehouses, church and commercial buildings still have a strong historic presence, the newer high-rise structures predominate. This grouping of newer developments has, somewhat ironically, funded the extensive conservation program in the lower-scaled area to the north. While on the one hand, this should be celebrated as an example of successful urban planning, enabling the northern section of The Rocks to remain as the low-scaled 'historic precinct', it has also irrevocably altered the character of the southern precinct to the extent that it now appears largely as a continuation of the City Centre to its north and east.

Even within the precinct north of the Cahill Expressway, some of the infill development that has occurred has challenged the scale and character of the historic streetscapes. Portions of Harrington Street, for example, no longer retain the streetscape value for which the area is renowned, due to the form and character of some of the larger developments, including the Clocktower. Faux historical elements on some of these buildings also detract from the historical authenticity of the place

The built environment reflects layers of change and adaptation. Some changes respect and retain the authentic character and historic form of the place. Others, through poorly considered physical alteration, or, in some cases, inappropriate use, only reduce long-term heritage values for short-term rental return. Overall, 'real' history still predominates although, in some precincts, somewhat tenuously. The challenge for future planning is to ensure that new development does not further tip this balance.



Figure 2.15 Sirius Apartments, Cumberland Street.



Figure 2.16 The former Maritime Services Board building, now housing the Museum of Contemporary Art.

The built form of The Rocks reflects the many layers of residential, industrial, maritime and commercial activities that have occurred in the area since 1788. The historic streetscapes of human scale, visual and physical links to the harbour, exposed sandstone rockface and archaeological features, narrow laneways, rock-hewn staircases and diversity of late nineteenth and early twentieth-century architecture contribute to its fine grain and rich texture.

2.6 Archaeological Resources

The historical archaeological resources in The Rocks are amongst the most extensive in Australia in terms of their chronology and the range of possibilities that they present. They are the product of more than two centuries of continuous, intensive European occupation; encompassing activities associated with domestic occupation, mercantilism, industry, defence, religion, transport, education, welfare, migration and the convict system.

Information regarding these, and other aspects of the development of Australian society, may be recovered from a number of sources, including documentary history, oral history and the archaeological record. However, in conducting an investigation into the history of a site, the archaeological evidence has the potential to yield information unavailable from other sources and, in some cases, information which results in revision to traditional documentary-based history.

Over recent years, major archaeological investigations at sites like Lilyvale (Shangri-La Hotel) and 'Big Dig' (Cumberland/Gloucester Street) have provided opportunities for integrated consideration of archaeological documentary and oral evidence. The results cast new light on previously held perceptions about major themes like convict consumerism and stereotypes of late nineteenth-century slums.

The opportunity to participate in archaeological 'digs' also provides a chance for people to connect directly with Australian history and the processes involved in its research and investigation.

The archaeological resource contained within The Rocks takes many forms, extending from the visible and obvious to the microscopic. Standing structures in all stages of integrity include buildings, boundary walls, sea walls, roads, bridges, wharves, cuttings and scarps. All of these may be examined by archaeological methods, particularly through analysis of materials, techniques and the establishment of relative and absolute chronologies. The Rocks contains a significant number of features of this type that have not been subject to rigorous analysis.

The more familiar form of archaeological evidence is that contained within the ground and only made visible through excavation, both archaeological and otherwise. The evidence may take the form of substantial structural remains such as footings, piers, cellars, privies, service lines and revetments. Some structural features, when excavated, provide important opportunities for understanding and experiencing historical events and processes. The Dawes Point Battery remains are an example. Other structural elements are more ephemeral, particularly those associated with the earliest period of European occupation. These include rotted timber posts or post-holes, and staining of the soil associated with the decomposition of timber or clay floors and walls.

Deposits enveloping and abutting these features also provide information about specific site development and broader, regional changes. Such deposits include levelling fills that may be derived locally or carried from a considerable distance. Occupation deposits associated with the accumulation of material on a site also provide a source of considerable information. The accumulation of this material, such as domestic or industrial refuse, may be incidental, accidental or deliberate. In many cases, deposits are sealed by the subsequent demolition, thus providing a finite cut-off date for the deposition.



Figure 2.17 The Cumberland Street 'Dig' site, illustrating The Rocks' rich archaeological resource.

The BIG DIG connected people with The Rocks and exposed some long held myths about convicts and so-called 'slums'. The Dig Site and its stories bridge the past and the present, linking academic and community approaches to history.

Richard Mackay, Archaeologist

Refuse may also enter the archaeological record through burial in pits or broadcast disposal across a yard. The use of different forms of surfacing for external spaces may also provide an insight into methods of coping with problems of drainage and access resulting from both environmental and cultural changes in the immediate environs of a site.

Matrices formed by 'soft' deposits are often the source of artefact material; the analysis of which may extend the significance of an isolated archaeological resource beyond its local area and provide an insight into prevailing cultural patterns or traditions of a much broader nature. The artefacts may include objects that have survived deposition and have been fashioned, modified or used by humans. Their disposal may be accidental or deliberate and include objects of all but the most ephemeral in form, including glass, metal, ceramic, stone, shell and animal bones.

Investigation of all of these features and the information they contain is at the heart of the scientific value or 'research potential' of archaeological sites.

Perhaps the most confronting form of evidence recovered from the archaeological record is that formed by human skeletal remains. The Rocks, as part of the earliest area of European life in Australia, was also the earliest site of European death. Records associated with burials in the period before 1793 are remarkably imprecise when describing location. There was no officially designated burial ground before this date and only equivocal descriptions survive that refer to places of internment in The Rocks. A number of locations within The Rocks may contain human remains.

The archaeological resources of The Rocks that are not readily apparent are the various forms of microscopic evidence that survive intact, often in conditions that may have resulted in the loss of many other forms of more durable evidence. Pollen, when deposited under suitable conditions, will survive and retain its integrity to the extent that it can be identified and counted. Such evidence provides information regarding the pre-European vegetation cover on both a regional and extremely local scale, as well as providing information regarding the introduction of new species. Parasites may also survive intact under favourable circumstances and provide an insight into the health and way of life of a site's inhabitants.

The position of The Rocks – in proximity to the first point of European settlement on the continent, and to a history of development that has been favourable for the preservation of the resource – gives added importance to what remains of the archaeological resource. The physical remains contained within this resource are the tangible evidence of past behaviour, and the interpretation of this evidence contributes to a more comprehensive understanding of the human condition and the development of society in The Rocks and Australian society as a whole.



Figure 2.18 Dawes Point Battery Archaeological remains.

By putting together archaeology, family history and oral testimony, the standard histories created about The Rocks by outsiders can be inverted. We can turn them over to see what The Rocks was like from the inside.

Grace Karskens, Historian

Archaeological features provide a physical chronicle of more than 200 years of intensive human activity in The Rocks. Archaeology allows new insight and, sometimes, a different perspective on the past. Archaeology's window into history is framed by evidence as diverse as buildings, deposits and single relics. Archaeological resources also provide a tangible connection to people, history and stories that may otherwise be forgotten.

2.7 Contemporary Community Esteem

What is Social Significance?

Recognising social significance is based on acknowledging that a place may be of heritage value to people with direct experience and knowledge of it, and that this significance transcends utilitarian or amenity values.

Social significance is a value held by today's community. Assessing social significance is therefore not the same as doing a social history of a place.

In The Rocks, it was recognised that understanding social significance is closely linked to:

- > local identity;
- > contemporary sense of place; and
- > iconic status and symbolic meanings of the place.

Framework for Assessment

Based on the relevant NSW heritage assessment criterion, the following checklist was used to assess social significance.

Community esteem: Items that are esteemed by the community for their cultural values. This would include places representing any cultural value held in high esteem by the community.

Sense of loss: Items which if damaged or destroyed would cause the community a sense of loss.

Community identity: Items which contribute to a community's sense of identity, including places that are important to a community as landmark, marker or signature, as a reference point in a community's identity, or where strong or special attachment has developed from long use and/or association.

The assessment of social significance involved questionnaires, focus groups and interviews, supplemented by analysis of published materials. The specific communities recognised included: local residents; traders; past and present managers of The Rocks area; the wider Sydney community; and visitors from elsewhere in Australia and overseas.

The Rocks is highly esteemed for its cultural values by all of the surveyed communities; primarily because of its importance in the foundation of the colony and the story of European colonisation of the Sydney region and Australia. The urban form and architecture of The Rocks is valued as evidence of the many stages in the history of this area, from the earliest days through to the Green Bans. The Rocks is also valued as a place to visit and enjoy.

There are some differences between the groups surveyed. For example, for local residents the complexity of The Rocks' story and the richness of the surviving evidence is highly valued; while past and present managers value The Rocks for the evidence it provides of best practice urban planning and heritage conservation practice.



Figure 2.19 Green Bans Interpretation in Kendall Lane, The Rocks.



Figure 2.20 Busking at Circular Quay West.

The Rocks, along with Millers and Dawes Points, is a special place. Here people have lived and worked, and communities have formed. It has been a place of struggle and perseverance, and is valued as the birthplace of Australia by many. At The Rocks, people's love for the place and its community resulted in the Green Bans and, ultimately, its conservation.

The second aspect of social significance examined through consultation is the 'sense of loss' experienced when items are damaged or destroyed. Residents, tenants and managers expressed a strong sense of loss and a fear that more of the valued qualities of this place could be lost in the future. The identified losses were the loss of people – especially a residential community within The Rocks – and some of the qualities of the place.

The final aspect of social significance examined was the importance of The Rocks as a contributor to a sense of community identity. For residents, The Rocks embodies a deeply felt sense of connection to the past and to past communities. Most of the other communities surveyed recognised the importance of a continuing residential community to help keep the link between the past and present in The Rocks. The other important aspect of identity is the past community defence of The Rocks from development and its continued community (government) ownership and management.

While many specific features are recognised as important, it is The Rocks as a whole that is most highly valued. Across all groups surveyed, The Rocks study area is recognised as part of a broader geographic, historical and cultural landscape, and that the significance of The Rocks is integrally interwoven with that of the adjoining areas.

2.8 Endnotes

- 1 Sadlier 1888, 'Aborigines of Australia', in *Journal of the Anthropological Institute of Great Britain and Ireland*, 1980.
- 2 Attenbrow, VJ 1992, Port Jackson Archaeological Project — Stage II. Report to the Australian Institute of Aboriginal and Torres Strait Islander Studies.
- 3 The historical outline presented here is adapted from the Authority's Draft Heritage Register entry for The Rocks.
- 4 Fortier, Bruno, *The Atlas of Paris: 2 Strategies of Memory*, Casabella 518, see also companion article Bruno Fortier, *The Atlas of Paris:1 Casabella* 517.
- 5 *ibid.*



Figure 2.21 The Rocks Square.



Figure 2.22 The Rocks Markets.

The Rocks provides evidence of our history and is an important part of our common heritage.
Hazel Hawke, AO, former Chair, NSW Heritage Council

3.0 Why is The Rocks Important?

3.1 What is Heritage Value?

The terms 'heritage value' and 'cultural significance' embrace the concept that a place or item has an intrinsic value which can be expressed in other than financial terms. Cultural significance may be embodied in the fabric of a place (including its setting and relationship to other items), the records associated with the place, its current or former uses, associations and the meanings that the place may have for people to whom it is important.

3.2 The Heritage Value of The Rocks

3.2.1 Aesthetic

Assessing aesthetic values involves considering whether items have distinctive aesthetic attributes that are held in esteem by the community, or demonstrative creative or technical excellence, innovation or achievement.

The Rocks is a visual element of Sydney Harbour, Circular Quay and edges the City of Sydney itself. The distinctive low-rise scale and fine grain of The Rocks contrasts with and complements the imposing built forms and overt modern architecture of the Central Business District to the south.

Located at the narrowest point in the Harbour, The Rocks provides a focal point of historical interest in the Harbour landscape. The prominence of The Rocks within this dramatic setting creates views and vistas to and from the precinct. Other less tangible aspects such as harbour sounds and breezes are also crucial to The Rocks' sense of place on the foreshore.

The Rocks presents layers of history, founded on the sandstone topography which gives the area its name. Its urban form and subdivision demonstrate the ad hoc pattern embodied in land first appropriated and later formally owned and developed. The result is an accumulation of features that illustrate Australian history from 1788 until the present.

While it is the precinct as a whole that embodies the distinctive aesthetic qualities of 'The Rocks', there are also fine individual buildings and structures that display innovative design or technology. These reflect the process of construction and contemporary 'best practice' in major public works and buildings; a number of which have received architectural or engineering excellence awards.

The beauty of The Rocks extends to individual buildings and features. High-quality design, picturesque ruins and the gritty fine detail or texture are evident in both large- and small-scale elements. The diversity evident in townscape and building style, form and technology is remarkable in such a small area and creates the visual richness and sense of surprise that defines the distinctive character of the place.



Figure 3.1 Topographical Reconstruction of Sydney Cove and surrounds. Reproduced from Aplin, G (ed) 1988, *A Difficult Infant Sydney before Macquarie*, New South Wales University Press, Sydney.



Figure 3.2 Cadman's Cottage looking west towards George Street. Note the layering of levels of streets and buildings.

3.2.2 Historic

Assessing historic value involves considering whether a place is significant because it demonstrates past customs, philosophies or systems which are important in understanding historical evolution at a Local, State, National or even International level. The item or place may be associated with a significant historic event and/or it may have the ability to demonstrate overlays of patterns of human use and occupation.

The Rocks is part of the place of first major contact between Aboriginal people and European colonists. As an element in the story of Aboriginal impact, the current developed form of The Rocks is regarded as a symbol of the destructive processes that ensued from European invasion.

The Rocks provides a physical chronicle of Australian history from the time before European settlement, throughout the late eighteenth, nineteenth and twentieth centuries into the present. The historic layers cover major phases and events, ranging from Governor Phillip's town, through convict and emancipist occupation, slums, plague clearances and early public housing, to major twentieth-century public works and conservation action.

The Rocks has been important as a foreshore port settlement and historic focus of social and economic activity since Australia's colonial period. The Rocks provides a rare physical glimpse of pre-Macquarie Sydney and, along with Norfolk Island, Maria Island, the Tasman Peninsula and the City of Fremantle, is one of few places in Australia where authentic early convict evidence is accessible to the public.

The Rocks was the venue for the colony's first wharf, first hospital and first sailor's home. The precinct saw early public housing and Sydney's first baby health clinic. Owned and managed in the public interest for a century, The Rocks has repeatedly been the stage for Government innovation in public works, town planning and social engineering. Projects such as the Argyle Cut, plague clearances, Sydney Harbour Bridge, Cahill Expressway, Overseas Passenger Terminal and the work of Sydney Cove Redevelopment Authority, were all implemented at a large scale.

Historically, The Rocks has performed a pivotal role in the economic development of Sydney and New South Wales as a focus of arrival, departure and exchange. Operationally, The Rocks was a point of connection between the colony and the world, as well as an integral part of the growing importance of the commercial role of the port of Sydney.

The Rocks has been the hub for historic and contemporary events such as slum clearances, community celebrations and the Green Bans. The Green Bans have national and international importance as the genesis of the use of unions as a strike force for community action. In more recent times, The Rocks has become a showcase for conservation practice and an example of public land ownership and sustainable urban management under a single Government agency. It represents the most intense and sustained urban conservation program anywhere in Australia. The Rocks has deep associational values and links. It is a significant contact place for Aboriginal people; a recognised convict period site; and an important commercial and trading centre, linked with colonial entrepreneurs such as Robert Campbell, Mary Reiby and Samuel Terry. The Rocks is identified with the achievements of noteworthy historic figures including William Dawes, Edmund Barton, Arthur Payne (first plague victim), WJC Bradfield and contemporary campaigners such as Jack Mundey and Nita McCrae.



Figure 3.3 Aboriginal stone artefacts from Sydney CBD. Reproduced from Angel Place Archaeological Excavation, Godden Mackay Logan, 1998.



Figure 3.4 Plaque on 127–129 George Street.

The built form of The Rocks reflects the many layers of residential, industrial, maritime and commercial activities that have occurred in the area since 1788. The historic streetscapes of human scale, visual and physical links to the harbour, exposed sandstone rockface and archaeological features, narrow laneways, rock-hewn staircases and diversity of late nineteenth and early twentieth-century architecture contribute to its fine grain and rich texture.

The Rocks has strong associations with a wide range of groups, communities and organisations, including the Catholic Church, Chinese immigrants, sailors, The 'Rocks Push', squatters and artists, but particularly, with waterfront workers. It demonstrates a contrast in lifestyle between the very rich and the very poor.

3.2.3 Scientific

Scientific significance (often referred to as 'research potential') is embodied in the fabric of a place and in associated records, and it is often the combination of documents and physical evidence which provides the key to unravelling a complex story. Scientific significance is not limited to below-ground archaeological potential. Archaeological features include ruins, standing structures, engineering relics, plans and landform. Records, artefacts and collections also have the ability to yield information.

The Rocks landscape, urban form, built structures and subsurface archaeological features, in conjunction with extensive documentary records, provides a physical chronicle of outstanding research potential.

The Rocks landscape itself is an important artefact which provides evidence of change over time. The landform has been modified and is layered with a rich complex of standing and subsurface architecture. This resource, which is much less disturbed or destroyed than comparable areas of Sydney's Central Business District, covers virtually the entire period of European settlement and includes extensive archaeological sites and complexes. While remains on Norfolk Island relate to a similar period, there is no other urban area in Australia which includes archaeological remains that cover a similar timespan and physical extent.

Physical evidence of pre-European Aboriginal culture at The Rocks has been largely lost. The lack of evidence now remaining is, itself, a poignant reminder to future generations. Any Aboriginal sites which were to be unearthed within The Rocks are unlikely to be intact or to represent a significant proportion of the original resource. Nevertheless, any Aboriginal sites which do survive would be of significance for their ability to demonstrate Aboriginal use of their land.

Historical artefacts and other archaeological data (such as pollen) available from excavated (and presumably unexcavated) sites in The Rocks provide a major opportunity for comparative study and meaningful contribution to wider historical theory and knowledge. Buildings and structures contain evidence of technology and use. Recent major excavations at sites like Lilyvale and the 'Big Dig' show that there can be a high survival rate of subsurface archaeological features.

The potential of the physical record is heightened by a diverse set of oral and documentary historical sources which provide opportunities for synergy in research programs. On the other hand, there are some notable gaps in historical information, especially during the convict and early colonial period. The value of the combination of oral tradition, documentary records and physical evidence, is its ability to respond to people visiting or enquiring about The Rocks.

The nature and extent of archaeological resources in The Rocks provides an outstanding opportunity for investigation and interpretation of Australian history.

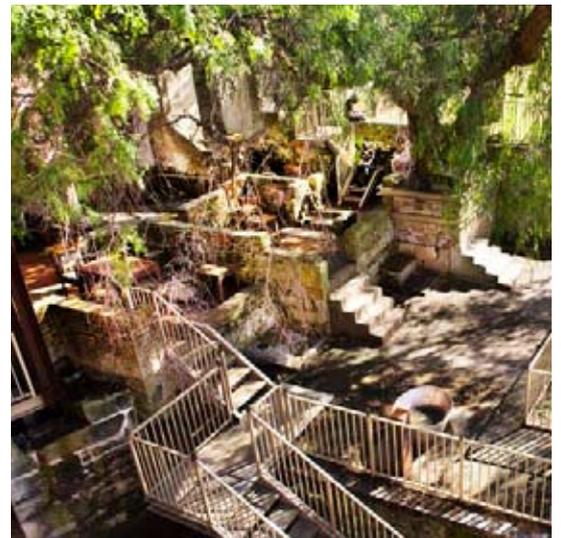


Figure 3.5 Foundation Park, off Gloucester Walk

Few areas in Australia are so rich in pointers to the nature and impact of European settlement, from the small terraces and merchants' houses of the 1840s and 1850s to the high-rise apartment blocks and offices of the 1990s. In The Rocks successive layers of urban development confront Sydney's past. Some stories of this past — the life of convict households, publicans' expansion plans, the habits of sailors and wharf labourers, the changing alignment of the waterfront — can still be read from archaeological evidence, written and oral testimony, and the very fabric and setting of many of the buildings.



Figure 3.6 Entry to Science House, 157–169 Gloucester Street.

3.2.4 Social Significance

Recognising social significance is based on an acknowledgment that places may have importance to people with direct experience and knowledge of a place, and that this significance transcends utilitarian values. Social significance is seen as a value held by an identifiable present-day community.

Assessing social significance involves identifying and consulting with communities or groups of people to understand their social, spiritual or cultural association with a place; to appreciate its significance to them; and to understand whether significance resides in the fabric of the place, or in other aspects such as its use or accessibility.

The Rocks and adjacent areas of Millers and Dawes Points are symbols of the survival of a local resident community. These associated local resident communities represent and remain connected to the processes of struggle, perseverance and change that have shaped The Rocks. For these groups The Rocks embodies a deeply felt sense of connection to the past and to past communities.

Since before 1788, The Rocks has been a place in which communities have formed; the precinct is therefore special to them. Specific groups include Aboriginal people, convict descendants, the Chinese, Maoris, artists, sailors, those involved in the Green Bans and people who contributed to subsequent conservation work.

For some people, The Rocks stands as testimony to the achievement of direct action and the people's defence of 'our history'. It is symbolic of the cultural and governmental change that prevented redevelopment and paved the way for conservation.

The Rocks is now an important tourist destination, presented as the birthplace of modern Australia. The precinct represents a national storyline and has taken on a 'must see' dimension for many visitors. It is a place where history can be experienced and enjoyed.

The social significance of The Rocks to Aboriginal people derives from the potential for physical presence of Aboriginal resources and the association of the place with the first phase of European invasion and settlement and continued associations.

If physical evidence or sites of Aboriginal occupation of The Rocks were to be discovered, they would be of significance to the Aboriginal community of Sydney as powerful symbols of the survival of Aboriginal culture. Such elements have importance to Aboriginal people because they provide a tangible link with the land and have capacity to contribute to the education of future generations about Aboriginal links with the land and past practices of the Aboriginal owners of the land.

The continued presence of Aboriginal people in The Rocks either as residents, workers or visitors also attest to this link and later histories and Aboriginal experiences as may be researched will elaborate our understanding of their continued association.

The Aboriginal heritage of The Rocks (as part of Sydney's Central Business District) – associational and physical – is important to the Metropolitan Local Aboriginal Land Council, the Cadigal Native Title Claimant Corporation, the Daruk Tribal Aboriginal Corporation and the Daruk Custodial Aboriginal Corporation.

The Rocks is recognised as important to the Australian community, symbolising a powerful statement about who we are as Australians because of its importance in the story of early European colonisation of Australia, and the survival of urban form and architecture that express history.



Figure 3.7 Visitors on George Street.

Archaeological features provide a physical chronicle of more than two hundred years of intensive human activities in The Rocks. Archaeology allows new insight and, sometimes, a different perspective on the past. Archaeology's window into history is framed by evidence as diverse as buildings, deposits and single relics. Archaeological resources also provide a tangible connection to people, history and stories that may otherwise be forgotten.

The Rocks is part of the place of first sustained contact between Aboriginal people and European invaders. Most of the places and sites demonstrating Aboriginal occupation were destroyed by the ensuing swift and concentrated development of Sydney. Potential physical remains and associated evidence for the continued Aboriginal experience of and association with The Rocks are a powerful symbol of endurance for the Aboriginal community.

The Rocks, along with Millers and Dawes Points, is a special place. Here people have lived and worked, and communities have formed. It has been a place of struggle and perseverance, and is valued as the birthplace of Australia by many. At The Rocks, people's love for the place and its community resulted in the Green Bans and, ultimately, its conservation.

3.3 Statement of Significance

The heritage significance of The Rocks is summarised in the Statement of Significance on the following two pages.

Statement of Significance

- > The Rocks, with its complex layering of significant fabric, uses and associations, is a precinct of national cultural significance.
- > The Rocks is valued as a place of major social history, reflecting more than two centuries of significant activity; including European invasion, early contact between Aboriginal people and European settlers, and colonial settlement.
- > The drama of cross-cultural encounters reflects The Rocks' focal location as a place linking continental, colonial, city and maritime histories.
- > The Rocks was saved through fierce battles for its conservation, and by government ownership.
- > Despite ongoing incremental change in The Rocks, continuity and authenticity remain major themes, manifest in increasingly rare and fragile relics of original topography and built fabric, remnants of history and a living community.



Figure 3.8 The Rocks is an area of layered history. Evidence of Indigenous occupation of the land appears amongst the European record. (Photograph by Ionas Kaltenbach).

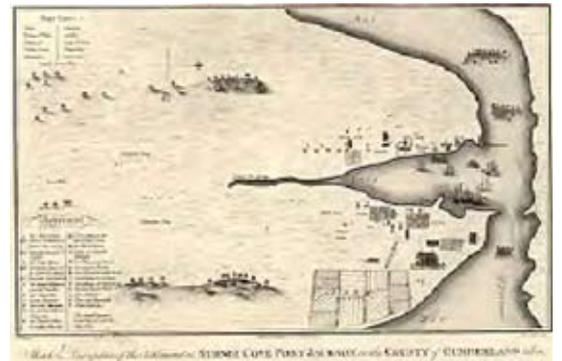


Figure 7.9 Francis Fowkes Plan, 1788.



Figure 3.10 Former Mining Museum Building, 36–64 George Street

Statement of Significance

The Rocks is a major element of Sydney Harbour and Circular Quay, with a dramatic setting at the narrowest point in the Harbour. Visible layers of change appear on the sandstone topography which gives the precinct its name. Less tangible aspects, such as harbour sounds and breezes and water views, are crucial to The Rocks' sense of place on the foreshore.

The Rocks is important as a foreshore port settlement and historic focus of social and economic activity, commencing in Australia's colonial period. The Rocks is a place where authentic early convict evidence is accessible to the public.

The Rocks is part of the place of first sustained contact between Aboriginal people and European settlers on the continent. Physical evidence of pre-European Aboriginal culture in The Rocks has been largely destroyed. The lack of such evidence is a poignant reminder of loss. Aboriginal cultural sites which may have survived such impacts are of great significance to the Aboriginal community of Sydney who consider their continued experience and association with The Rocks as symbols of endurance.

The Rocks contains a rich accumulation of features that demonstrate layers of Australian history from 1788 until the present. The precinct displays diversity in townscape and building style, form and texture. Distinctive low-rise scale and fine grain textures in The Rocks contrast with, yet complement, the imposing built forms and modern architecture of the city centre beyond.

The Rocks landscape, urban form, built structures and subsurface archaeological features, together with extensive documentary records, provide a chronicle of outstanding research potential.

The Rocks and adjacent areas of Millers Point and Dawes Point are symbols of community survival, with the associated present-day communities representing and connected to the processes of struggle, perseverance and change that have shaped these places.

Owned and managed in the public interest for a century, The Rocks has been the stage for Government innovation in public works, town planning and social engineering. It is known for historic events such as the 1901 plague, slum clearances and Green Bans. It has become a showcase for conservation practice and is an example of public land ownership and sustainable urban management under one Government agency.

The Rocks is an important Australian tourist destination – presented as the birthplace of colonial Australia and representing significant storylines.

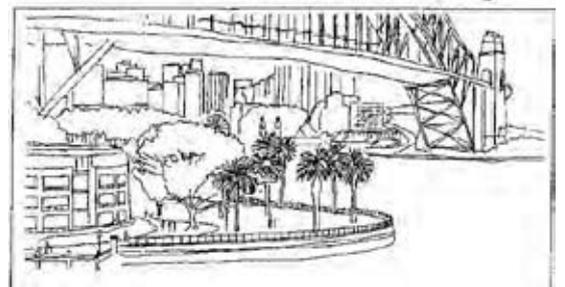


Figure 3.11 The overlaying of activities and projects that results from more than 200 years of history is fundamental to the heritage value of The Rocks, and hence a vision for its heritage management.



Figure 3.12 The Rocks Markets



Figure 3.13 Green Bans were instrumental in saving The Rocks.

4.0 What are the Key Factors?

4.1 Heritage Requirements

Were it not for the Green Bans of the 1970s, The Rocks as we know it today would not exist. The historic buildings and streetscapes that we now value were slated for demolition and redevelopment and it was only through the actions of community-minded citizens with the support of the Builders Labourers Federation that The Rocks was saved.

The most fundamental obligation that arises from the heritage significance of The Rocks is the need to ensure that it is cared for and passed on to future generations. The work undertaken in preparing The Rocks Heritage Management Plan has identified a series of principles to be followed in meeting this obligation.

4.1.1 Conservation Objective

In order to achieve the long-term conservation of The Rocks and retention of identified cultural significance, the need for conservation to underpin other management objectives must be recognised. This is not to say that other factors, such as tourism, visitor experience, retailing and commercial activities are not important. However, the principal long-term value of The Rocks, either as part of our collective heritage or even in purely economic terms, vests in retention of its authenticity as an Australian historic place.

Principle: Heritage conservation is a primary management objective in The Rocks precinct

4.1.2 Total Resource Management

The Rocks includes its visual catchment (curtilage), the urban form, built elements, cultural deposits, artefacts, records, memories and associations, along with significant uses and activities. Heritage management and conservation of The Rocks must extend to all of these elements and attributes, as well as to the connections between them, if the cultural significance of the place is to be retained in the long term.

Principle: Conservation of The Rocks must extend to the total resource, respecting all identified heritage values and their inter-relationships

4.1.3 Understand Significance

All management decisions which have potential to affect the heritage values of The Rocks should be founded on a clear understanding of those values. The heritage impact of decisions should be stated and evaluated as part of the decision-making process.

Principle: Decision making must be based upon a proper understanding of heritage significance

4.1.4 Respect Authenticity

A primary value of The Rocks is that it contains genuine physical, documentary and associational evidence covering Sydney's and Australia's history from before the time of first European settlement until the present. It is a real place which relies on authenticity for its longevity and future attractiveness. The physical and philosophical approach to any proposals for change, even regular maintenance, should at all times be founded on an overarching requirement that authenticity be maintained.

Principle: The authenticity of The Rocks' form, built elements, details and historic associations must be retained

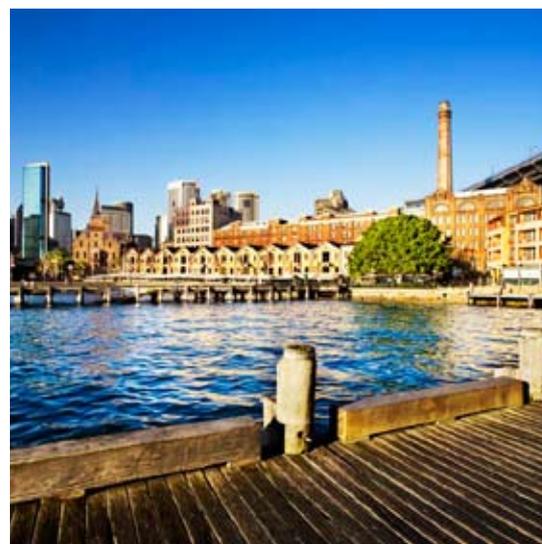


Figure 4.1 The Rocks from Sydney Harbour looking southwest, with high-rise buildings in its southern section and city centre beyond.

Growing outward from its original perch on rocky slopes, The Rocks now encompasses the western shore of Sydney Cove and Dawes Point. Strong barriers like the Harbour Bridge approaches and Cahill Expressway define physical boundaries which contrast with visual links through Argyle Cut or along George Street and expansive harbour views. The scale and overt historic fabric of The Rocks juxtaposes with the stark modern form and appearance of the Central Business District to the south.

4.1.5 Minimise Heritage Impacts

Where management actions or decisions may result in a loss of cultural significance, these actions should be reversible, or at the very least should adopt a cautious approach. No action which is known to have an adverse heritage impact should proceed until and unless alternative options have been identified and considered and a conclusion has been reached that the action proposed has the least heritage impact, or is the only prudent and feasible alternative.

Principle: Activities which have an adverse impact on the heritage value of The Rocks should be actively managed to avoid or minimise such impacts

4.1.6 Excellence in Heritage Management

As a national and international heritage icon, The Rocks warrants conservation of the highest calibre. This can be reflected in application of traditional skills, innovation, multi-disciplinary approaches and well-documented systems. An important principle in best practice heritage management is adherence to national and international guidelines. For some years, the heritage management in The Rocks has followed the principles and guidelines of the Burra Charter of Australia ICOMOS. The Burra Charter remains relevant and its application should continue, in conjunction with other relevant guideline documents including the ICAHM Charter for the Protection and Management of Archaeological Heritage (1990) and the Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places. Management of the place should also comply with Australia's international obligations for ecological sustainability (including social significance and cultural heritage, as well as biodiversity) and conservation of places with world heritage values.

Principle: The Rocks should display excellence in heritage management through compliance with well-accepted conservation guidelines

4.1.7 Resident Community

The authenticity of The Rocks and its perception as a real place, rather than an artificial tourist destination, relies in part on the continuing presence of residents. As well as engendering community spirit, residents provide an outward and visible sign that The Rocks is a living community and, through their very presence, provide connections between past, present and future.

Principle: A resident community is important to The Rocks' sense of place

4.1.8 Inclusion and Consultation

There is a large constituency of involved people and organisations who have potential to contribute to the heritage management of The Rocks. These include the the Authority Board and staff, residents, tenants, regular visitors and those who have worked in The Rocks before, as well as institutions such as the Australian Heritage Council, the National Trust of Australia (NSW) and City of Sydney Council. The involvement of these people/organisations has potential for wide-ranging benefits to the heritage management in The Rocks. It is therefore desirable that mechanisms be put in place for communicating information to this wide constituency and incorporating provisions for consultation and feedback in decision making.

Principles: Suitable opportunities should be provided for interested persons and organisations to be involved in heritage management decisions



Figure 4.2 Horse Ferry Dock, Dawes Point.



Figure 4.3 Dawes Point seawall and Cable Hut.

The Rocks is a rich accumulation of urban projects; successive changes that have occurred that underlie the place that we experience today. These interventions have transformed the place from its natural condition to a cultural place. Placed one on top of the other through agglomeration and juxtaposition, they have produced a rich urban form.

4.1.9 Interpretation

Visitation, education and interpretation are integral elements of best practice heritage management. Provision of a positive, informative and interactive experience for visitors to The Rocks, particularly those who come to learn about its history, must continue to be a fundamental aim. The importance of a conceptual as well as a practical link between the commercial promotional activities of the Authority and the need to tell visitors and the Australian community about the history and significance of The Rocks can not be overemphasised.

Principle: The history and significance of The Rocks should be communicated

4.1.10 Sustainability

The Authority acknowledges its responsibility to protect heritage buildings and their cultural significance whilst, aiming to improve amenity in ways that are sustainable and support heritage outcomes. The principles of sustainability and conservation are interlinked. In 2009 the Authority adopted a Sustainability Policy with commitments to reduce the carbon footprint of our precincts by 80% by 2020 from a 2000 baseline, with a 20% reduction by 2012. The policy aims to achieve the carbon emission reduction targets through efficiencies, renewables and offsets and reuse of buildings.

Principle: Sustainability must be a core consideration in the ongoing conservation of The Rocks, and will further ensure the integrity, significance and viability of our heritage places.



Figure 4.4 'Kids dig' at the Rocks Discovery Museum.

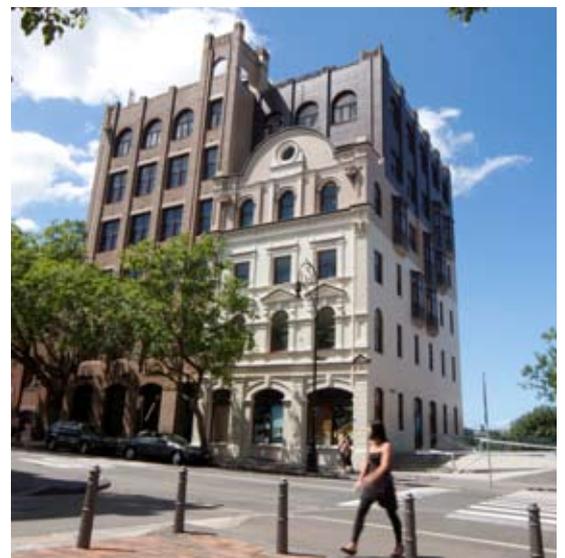


Figure 4.5 88 George Street, the first state Heritage listed building in NSW to receive a 5 star Green Star (design), by the Green Building Council.

4.2 Sydney Harbour Foreshore Authority

The Rocks is managed by Sydney Harbour Foreshore Authority, which was constituted on 1 February 1999 under the Sydney Harbour Foreshore Act, 1998.

The Act merged the City West Development Corporation (which managed Ultimo/Pymont) with Sydney Cove Redevelopment Authority (SCRA), and also provided for the amalgamation with the Darling Harbour Authority, which took place in early 2001. The Authority has the responsibility of managing certain lands between Garden Island, to the east of The Rocks, and White Bay to the west, with the exception of the Royal Botanic Gardens and the Opera House and its immediate environs.

The principal functions of the Authority are stated in its Act as follows:

- > to protect and enhance the natural and cultural heritage of the foreshore area;
- > to promote, co-ordinate, manage, undertake and secure the orderly and economic development and use of the foreshore area, including the provision of infrastructure;
- > to promote, co-ordinate, organise, manage, undertake, secure, provide and conduct cultural, educational, commercial, tourist, recreational, entertainment and transport activities and facilities.

The Authority's first Annual Report (1998-99) indicates that its:

operations are underpinned by the need to balance environmental, economic, financial and social considerations, as well as to consider commercial and leisure demands and public and private requirements for Harbour foreshores.

The Authority's Property and Asset Management division has the charter of preserving, enhancing and promoting the diverse culture, heritage and physical environment of Sydney Harbour foreshore. In relation to this role, this report states:

The Authority intends that The Rocks Heritage Management Plan will be:

the first stage in the Authority's rationalisation of place management policies in The Rocks, with the plan to provide a better understanding of heritage values for the precinct as a whole and in the context of individual heritage buildings and sites within The Rocks. The study will also assist the Dept. of Planning in its consideration of new planning guidelines, consultants and the Authority itself, in preparing individual Conservation Management Plans.

A challenge for the Authority's achievement of heritage objectives is the (at times competing) objective for financial return on its assets. The most recent (2007/08) Annual Report describes the Authority's need:

...to capitalise on the economic and cultural worth of our places....

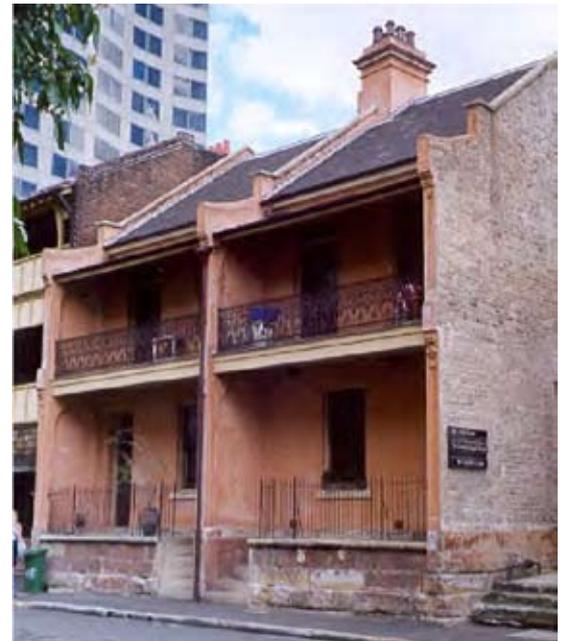


Figure 4.6 Terraces, Gloucester Street. The continuing presence of residents supports the perception of The Rocks as a real place.

The commerce should remain, because The Rocks has always been a working area, but retail and commercial pressures must not be allowed to turn the area into a kind of historic theme park, because then The Rocks will lose both its authenticity and its uniqueness.

Peter Spearritt, Historian

One can still sense its layers of social history.

Visitor Survey

There is, therefore, a need to seek balance between the desire to optimise financial returns to the Government on the one hand and the need to protect the heritage value of the same assets on the other.

4.3 Existing Heritage Planning Framework

4.3.1 Controls

The key statutory controls which currently control development, including development of heritage properties, in The Rocks are as follows:

- > State Environmental Planning Policy (Major Development) 2005
- > Sydney Regional Environmental Plan (SREP) – Sydney Harbour Catchment 2005.
- > Sydney Cove Redevelopment Authority (SCRA) Scheme
- > NSW Heritage Act, 1977

The Sydney Cove Redevelopment Authority Scheme, prepared under the former Sydney Cove Redevelopment Authority Act, 1968, has current validity under savings provisions included in the Environmental Planning and Assessment Act.

4.3.2 Development Consent Roles

Whilst Sydney Harbour Foreshore Authority is the Place Manager for The Rocks, the Minister of Planning is the consent Authority for all development. The consent role for development under \$5 million has been delegated to the City of Sydney.

Major Applications for The Rocks over \$5 million are classified as a Part 3A application under the EPA Act.

In addition, heritage buildings listed on the State Heritage Register require a Section 60 application to the NSW Heritage Council. The Foreshore Authority has delegation from the NSW Heritage Council to assess proposals for certain works under Section 60 and Section 57 of the NSW Heritage Act; this delegation is vested in the Executive Director, Property and Asset Management. These processes under the Environmental Planning and Assessment Act and the NSW Heritage Act ensure that any permanent changes to heritage fabric in The Rocks are determined independently of the Foreshore Authority. Advertising requirements under these Acts also ensure that community consultation occurs prior to the Minister determining an application.

Minor development applications for signage, internal commercial fitouts and events in the public domain are carefully assessed by in-house heritage staff to ensure that new elements are appropriately located next to heritage items and are designed to respect Burra Charter principles. The Authority has a range of Board adopted policies to guide the determination of applications. These policies include signage, lighting, outdoor seating, the staging of events and the design of the Public Domain.

State Environmental Planning Policy 56 has been replaced by Sydney Regional Environmental Plan – Sydney Harbour Catchment 2005. This SREP applies to the harbour foreshore as well as The Rocks and Darling Harbour.

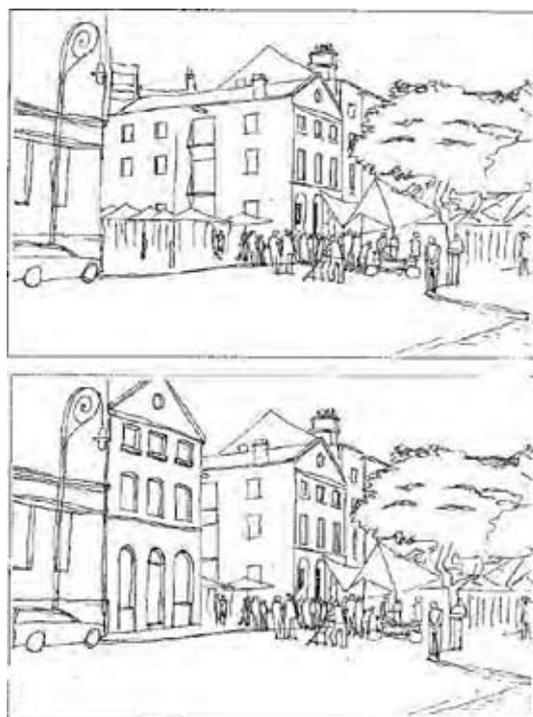


Figure 4.7 The pair of warehouses by Bibb at Playfair Street could be completed by reconstructing the demolished southern building. The remaining building requires its missing half and the street between to properly interpret its significance. In this case the form and the material of the original should be closely followed.

4.3.3 NSW Heritage Act

Heritage and Conservation Register

The NSW Heritage Act requires the Authority to establish its own Heritage and Conservation Register. The register must be reviewed annually, and amended if necessary.

The register must contain items, under the ownership or control of the Authority, that are or could be listed in the State Heritage Register or could be subject to an Interim Heritage Order, or which are listed as items of environmental heritage in an environmental planning instrument.

The Authority has prepared a Section 170 Register, which has been endorsed by the Heritage Council.

State Heritage Register

The State Heritage Register is a list of heritage items of particular importance to the people of NSW. It includes items and places (such as buildings, works, relics, movable objects or precincts) of State heritage significance endorsed by the Heritage Council and the Minister.

Until May 2002, only two heritage items in The Rocks (Cadman’s Cottage and Susannah Place) were listed on the State Heritage Register. However, this number has increased by another 94 items, following approval by the Heritage Council of the inclusion of items of State significance from the the Authority’s Section 170 Heritage and Conservation Register. (See Appendix A: State Heritage Register Items and Appendix B: Map of Heritage Listings in The Rocks).

Certain works to items on the State Heritage Register require approval from the Heritage Council of NSW, unless the Minister grants an exemption(s).

Interim Heritage Orders

Interim Heritage Orders can be made under Part 3 of the Heritage Act, either by the Minister or, where authorised, a local government council. Interim Heritage Orders are effective for a maximum period of twelve months. Currently there are no properties within The Rocks that are subject to Interim Heritage Orders.

Archaeological ‘Relics’

Heritage Council approval is required where there is reasonable knowledge or likelihood that disturbance or excavation of the land is likely to result in an archaeological relic being discovered, exposed, moved, damaged or destroyed. The Act defines a ‘relic’ as:

any deposit, object or material evidence

- > *which relates to the settlement of the area that comprises New South Wales, not being an Aboriginal settlement, and*
- > *which is 50 or more years old.*

The ‘relics’ provisions of the Heritage Act apply to all land within The Rocks.

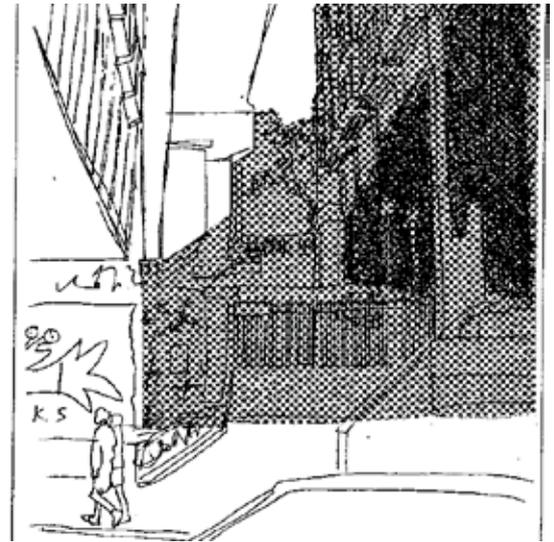


Figure 4.8 Stairs beside the Cahill Expressway and remodelling of undercroft. The north and south side of the expressway should contain stairs to link George, Cumberland Street (above) and Gloucester Street to each other and to the walkway along the expressway both on the north and south sides.



Figure 4.9 View down George Street.



Figure 4.10 Essex Street looking west.

4.4 Physical Condition

From a heritage perspective, the built fabric of The Rocks is generally in good condition, as a result of capital works and maintenance undertaken over the last ten to fifteen years. Included in the program has been work to buildings, roads, footpaths, landscape elements, archaeological features and services.

The vast majority of buildings have undergone conservation work. Where appropriate, buildings have been reconstructed to their original form and appearance while others have been conserved as part of a major refurbishment or adaptive reuse program. In some cases, the repair and maintenance works have preserved historic fabric deliberately, rather than replacing it with new (but not authentic/original) material. Some alterations themselves are now recognised as being of heritage value or have revealed the significance of the property.

The interiors of many buildings survive relatively intact, although others have been substantially altered in a manner that could not be reversed. In a few cases, it is no longer possible to interpret the original internal layout and spaces within these buildings. In other instances, it is not major changes which have affected heritage values, but rather a succession of small incremental changes or accretions over time, including certain unauthorised works.

A number of buildings throughout The Rocks retain interiors that are both highly intact and relatively fragile. Where significant interiors exist, these must be regarded as a constraint on any proposed use for the building in order that their significance is not adversely affected. Future adaptations to upgrade these premises or to convert them to new uses should minimise and, preferably, avoid adverse impacts on their heritage significance.

In some cases, the necessary fire upgrading of premises or the required introduction of new services to facilitate a new use, would result in alterations which would obscure the original layout of the building or require the removal of significant fabric. The introduction of access, such as ramps, for people with disabilities can have a significant impact on important fabric and the appearance of buildings and spaces. If suitable alternatives cannot be designed, it may be necessary to consider other uses which would not require changes that would adversely affect the significance of the building.

In parts of The Rocks, the weathered and aged appearance of the fabric should be regarded as an opportunity, which enables The Rocks to be understood as an historic place, rather than as a constraint. For example, Susannah Place is being deliberately managed by the Historic Houses Trust in its weathered state, to facilitate such interpretation. Similarly, it is important that the historic fabric of The Rocks is stabilised but not over-maintained to the point where it looks new or recent. These matters should be considered in the Maintenance Plan for The Rocks which should include specific consideration of heritage conservation requirements.



Figure 4.11 Former Mariner's Church, 100 George Street; conserved and new stonework.

4.5 Stakeholder Interests

The preparation of The Rocks Heritage Management Plan has involved and been informed by a structured program of consultation with key stakeholders including residents, tenants, workers, visitors, current and former Authority/ SCRA staff and representatives of government agencies.

Through a series of questionnaires, focus groups, structured workshops and interviews, participants in this process have provided diverse contributions to understanding the heritage values of The Rocks and to identifying and responding to major management issues.

Viewpoints expressed during the consultation process are in alignment about the importance of The Rocks as a major historic place, on the brink of losing its authenticity. There is an emphasis on maritime history and the role of The Rocks as a link from Australia to the outside world and from the present to the past. Residents of The Rocks clearly articulate the importance of the precinct as a living place with strong memories and meanings.

Stakeholders have assisted in identifying an extensive set of interests and issues to be addressed in managing the heritage of The Rocks. There is common commitment to continued and increased public access and enjoyment, the 'village' atmosphere conferred by building height limits, the need to cherish the remnant elements of 'real' history and concern at the loss of some important heritage elements at The Rocks as well as in Millers Point and Walsh Bay.

Participants in the consultation process generally recognise the connection between heritage values and compatible uses, but do not always agree on the appropriate strategies. Some lament the incremental physical and social change brought by increasing tourist activity, others see adaptation and changing economic uses as underpinning long-term viability. There is a shared vision of mixed residential, commercial and retail use, but this does not generally extend to specific building use and tenancy decisions or opinions. Many respondents express fears of 'over commercialisation' or declining residential communities. These expressions themselves underpin the tension inherent in the Authority's multiple statutory functions.

Interest and concern for the management and presentation of the physical environment of The Rocks is manifest in representations about signage, street furniture, traffic management and the public domain generally. The need for improved 'way-finding' is, in many minds, linked to better visitation experiences and greater delight in discovery of The Rocks' treasures. Some of these views are more tightly focused towards recognition of the need for special approaches to asset management and planning controls which respond to the living community and idiosyncratic historic fabric of The Rocks.

Improved education, greater information and continuing interpretation of the history and heritage of The Rocks are recurrent themes arising from stakeholder consultation. Celebration of The Rocks' history and the variety of its heritage is identified as an important educational objective – as much for current workers, tenants and residents as for visitors.

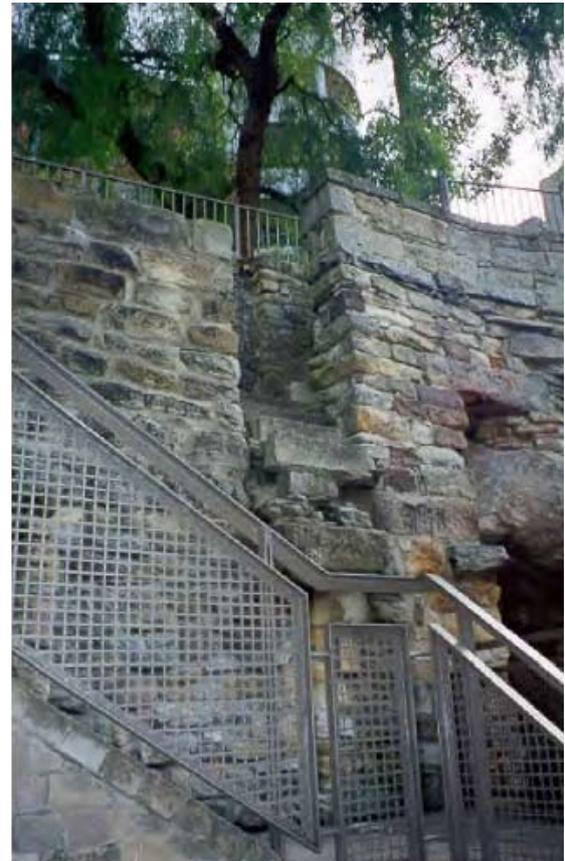


Figure 4.12 Foundation Park.

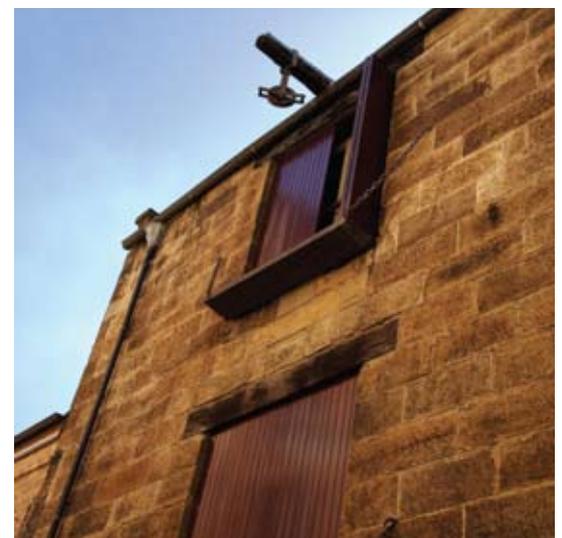


Figure 4.13 Raphael Mackeller Stores now houses The Rocks Discovery Museum.

4.6 Synthesis

Resolving a viable approach to heritage management in The Rocks requires proper recognition of its historical, contemporary, physical, legal and political context. However, heritage cannot be addressed in isolation. A balanced approach is essential to providing policies and strategies that conserve heritage but remain consistent with other government and community requirements.

In The Rocks, the living community and authentic fabric that create such a special place are now at a critical moment where continued incremental change may destroy the very values that make the place important. Effective heritage management, therefore, demands a strong vision which, while recognising these concerns, provides a clear direction towards sustainable conservation.

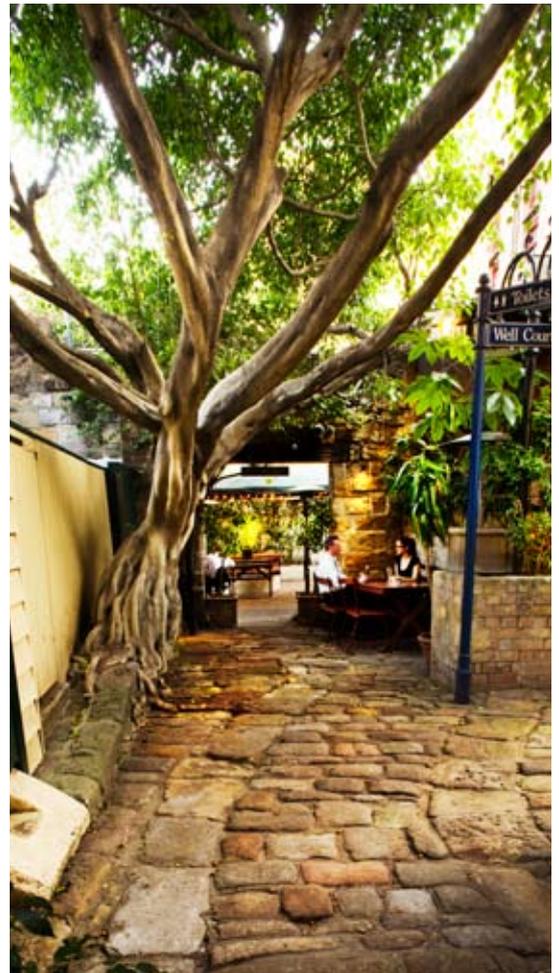


Figure 4.14 Greenway Lane (looking south).

I like to walk under the Argyle Cut. When I do I always think of those poor convicts chipping away at the hard sandstone rock.

Survey Response

Enough high rise!

Survey Response

I like to walk over cobble-stones.

Visitor Survey

5.0 A Vision for The Rocks

5.1 Preamble

The Rocks is a place of outstanding heritage value. The vision for the future heritage management of The Rocks must be founded on retaining its heritage value, as well as recognition of other, sometimes conflicting, issues and constraints. In addressing the appropriate philosophical approach to The Rocks, it is worthwhile to consider what the Illustrated Burra Charter says about the importance of place:

One of the fundamental reasons for conserving places is that they contain information that documents, photographs, drawings, film or video cannot. Regardless of how skilfully a place may be captured on film or how evocatively it may be described, there is no substitute for the experience of the actual place.¹

The place that is 'The Rocks', including its setting, associations, associated evidence and the meaning that it holds for residents, workers and visitors, is an irreplaceable resource. There is, therefore, nothing more important about the heritage management of The Rocks than an overarching obligation to conserve it. The existing place is the only one that there will ever be. While it is important to recognise that other factors – including community concerns, commercial objectives, interpretation or simply enjoyment – are all important, caring for the place must be part of the common vision of all those who are involved in management or decision making. The Rocks exists in public ownership following a twentieth-century process that recognised the precinct's historic and social significance and achieved heritage conservation in the face of competing development proposals. Ongoing retention of heritage value is therefore a prime long term management objective, duly recognised in the Sydney Harbour Foreshore Authority's statutory role.

That is not to say that the importance and legitimacy of visitation, associated commercial activities and the supply of a positive visitor experience are not also imperative - they are. However, in circumstances where such other factors or interests remain in conflict with heritage conservation (at the end of a holistic and balanced consideration of issues) the outstanding heritage value of The Rocks means that conservation requirements should prevail.

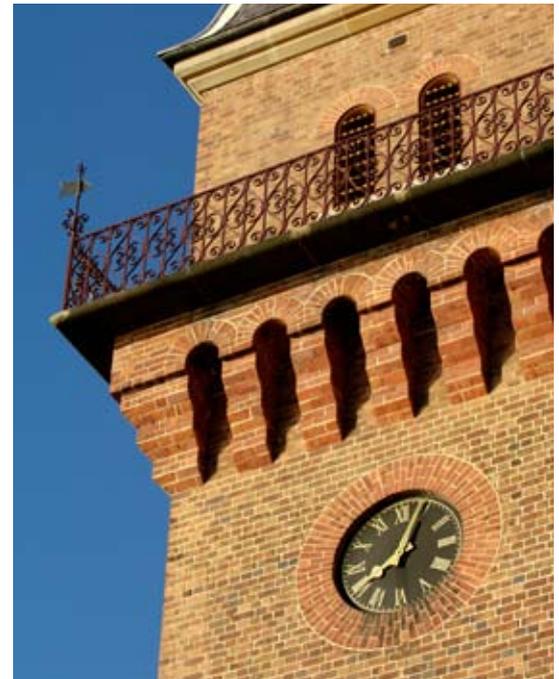


Figure 5.1 ASN Co. Building, Hickson Road.

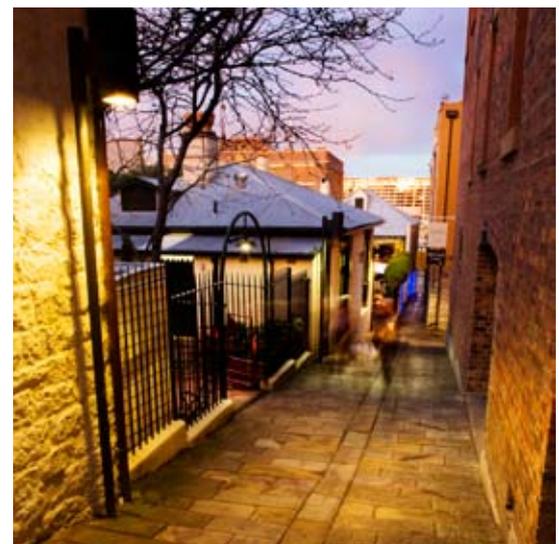


Figure 5.2 Suez Canal.

The Rocks has a unique character, representing an incredible amalgam of historic places, buildings and events, as well as a 'living' community. It is important that it be protected and experienced within its dramatic topography and setting, as a vital part of the City and the Harbour. (2001)

Sue Holiday, former Director-General, Planning NSW

5.2 Philosophy

Physically and historically, The Rocks is a place full of contrasts and challenges. People recognise its history and heritage, but nevertheless want it to be a place for today; reflecting the best of Sydney's lifestyle. It is a place to go and enjoy Sydney, to experience the Sydney of yesterday – reading history in the urban form, built elements and historical connections – but essentially having a contemporary experience. There are also those who love The Rocks because they know it well. For residents, long-term traders, managers and other people who have worked there, it is the detail, authenticity and sense of community that are most highly valued. Continuing residential use, in particular, confers a perception that The Rocks exists as a real place, rather than as an artificial tourist destination.

Historical processes alter the circumstances of buildings, creating pressure for change. In order to survive in an economic and social sense, The Rocks must embrace adaptation – provided that the uses and physical changes which result are compatible with the heritage significance of individual places and their settings. Consideration also needs to be given to whether a particular use of a place is itself significant.

These values, perceptions and appreciations are inevitably in tension. There is, by the very nature of the place, a tendency to overlook the cumulative effect of individual decisions and actions by those who see The Rocks merely as a place to enjoy contemporary lifestyle. Responsible asset management and rental returns have to be balanced against wider social objectives and concerns. Others, particularly residents and former residents, progressively feel more and more disconnected from the place they value. For these people, it is the loss of a resident community in The Rocks itself, loss of local services and the takeover of public space for commercial, tourist and lifestyle pursuits, that are having the greatest impact.

At its most fundamental, The Rocks embodies:

- > tangible history;
- > enjoyable experiences; and
- > a local resident community.

At the heart of these attributes is the authenticity of the place, including both physical and non-physical elements. The thing that most distinguishes The Rocks from other contemporary lifestyle attractions/venues in Sydney is the dimension created by history – manifest in fabric, people, meanings and memories.

The vision for future heritage management of The Rocks must, therefore, engage with the differing, sometimes conflicting, functions of The Authority. It is insufficient to expect that recognition of heritage values alone will conserve the place. It is equally naive to contemplate a management regime which would allow the incremental erosion of historic uses, significant fabric and residential communities. Authenticity is the key. The future of The Rocks hinges on its ability to retain a living community in a 'real' historic place – The Rocks is not just for tourists.



Figure 5.3 The overlaying of activities and projects that results from more than 200 years of history is fundamental to the heritage value of The Rocks, and hence a vision for its heritage management.

The Rocks looks outwards across water to glorious islands and foreshores — to the great world beyond. It is a blessed place, but its character hangs on the brink. It could soon be an eroded site for the short-term sale of pseudo history. With care, it can be something else — small scale, diverse and brimming with life.

Joan Domicelj, Project Advisor

5.3 Vision Statement

- > The Rocks will continue to be recognised as an authentic heritage precinct, which is symbolic of our history and the value we place on heritage conservation.
- > The total heritage resource of The Rocks will be cherished and managed for the benefit of current and future generations.
- > The diverse character of The Rocks, created from its dramatic setting, topography, urban form, buildings, views, use, associations and meanings, will be maintained and enhanced.
- > Individual elements will be conserved and provided with vibrant uses that are compatible with their heritage value.
- > The Rocks will continue to be a 'living' area with more residents and a mix of uses.
- > People will be encouraged to visit and experience The Rocks, through better access and imaginative interpretation.
- > Visitors, residents and workers in The Rocks will enjoy and celebrate real history and community spirit in an authentic place.

The Rocks: Real History in a Living Community



Figure 5.4 Former Union Bond Store, George Street.



Figure 5.5 Foundation Park, off Gloucester Walk



Figure 5.6 The Rocks Markets

5.4 Heritage Policy for The Rocks

5.4.1 Retention of Significance

- > The Rocks Statement of Significance provides the basis for natural and cultural resource management.
- > The authenticity and diversity of The Rocks should be maintained.
- > Heritage conservation should underpin other operational and management objectives affecting the urban fabric, uses and activities within The Rocks.
- > Heritage conservation includes all processes for looking after a place so as to retain cultural significance, including maintenance, preservation, restoration, reconstruction and adaptation.
- > In cases where a balanced outcome is not achievable and other issues are in conflict with heritage values in The Rocks, heritage conservation requirements should prevail, subject to compliance with the performance requirements of statutory legislation.
- > Adaptation of individually significant places within The Rocks should provide for compatible uses, which respect cultural significance.
- > Actions which have adverse heritage impacts should be avoided and, where there is no prudent and feasible alternative, only be undertaken in a manner that is reversible, wherever possible.



Figure 5.7 Terraces, Gloucester Street. Heritage conservation includes care of fabric and other significant aspects — in this case residential use.



Figure 5.8 The real maritime heritage of bond stores at Campbell's Cove is confused by non-authentic ships' rigging.

5.4.2 Excellence in Heritage Management

- > Excellence in heritage management is a primary aim for The Rocks.
- > The Rocks should be managed and conserved in accordance with well-accepted national and international guidelines including:
 - the Burra Charter of Australia ICOMOS;
 - Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places; and
 - the ICAHM Charter for the Protection and Management of Archaeological Heritage.
- > The Rocks should set national and international standards for recognised best practice heritage conservation management.

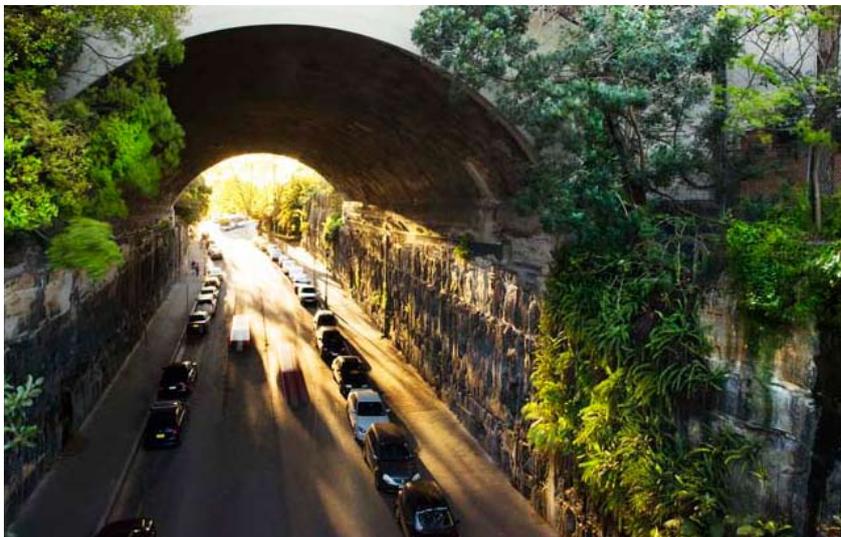


Figure 5.9 View west along Argyle Street. Best practice conservation extends to all significant features, including views.



Figure 5.10 Cumberland Street stairs looking west. An innovative approach enables historic fabric to be retained (left) while new operational treads are provided (right).

5.4.3 Conservation: Tangible and Intangible

- > The Rocks is recognised as a place that comprises multiple layers of history and meaning, which should be retained.
 - > The Rocks should be managed as a 'living community' with a growing residential population and a community that includes residents, tenants and visitors.
 - > The visual and historic setting of The Rocks and the current urban structure, including subdivision and characteristic built form, should be maintained.
 - > The fine grain and human scale of The Rocks should be retained.
 - > Original fabric of historic elements, including design details and patina, should be retained
- > Above and below-ground archaeological resources should be actively conserved and managed.
 - > Conservation management plans should be prepared for individual heritage items in accordance with the NSW Heritage Council policies and guidelines and the Burra Charter of Australia ICOMOS.
 - > Collections and movable heritage should be actively conserved and managed.
 - > Records and data are recognised as an essential element of the heritage of The Rocks and should be conserved in accordance with appropriate archival and museum standards.
 - > Intangible aspects of the heritage of The Rocks, including significant uses and historic associations and meanings, should be conserved.



Figure 5.11 Layers of historic fabric woodblock pavers to George Street laid to provide historic interpretation of early road finishes.



Figure 5.12 The Rocks is a living community.

5.4.4 Protection

- > Those attributes of heritage significance, including all identified items, areas and elements, activities, uses and associations, which form part of the significance of The Rocks should be afforded protection by appropriate statutory planning mechanisms.
- > Non-statutory initiatives should also be used to facilitate heritage conservation.
- > New development should be required to comply with 'infill' principles to respect the form, scale, character and texture of The Rocks.
- > Caution should be applied in making decisions which may damage or adversely affect heritage.
- > The Rocks should be protected from physical damage by appropriate security and maintenance measures.
- > Management decisions and procedures should include consideration of heritage requirements.
- > The effective heritage management of The Rocks should be monitored.



Figure 5.13 Rear elevation of Susannah Place which is conserved and operated as a Museum.



Figure 5.14 Layers of history demonstrated through the built environment surrounding Rocks Square.

5.4.5 Skills and Knowledge

- > Expertise in heritage management should be provided through a combination of in-house professional staff and external advice.
- > SHFA should take a proactive approach to the provision of required advice and other assistance for heritage conservation.
- > Provision of adequate resources for the conservation of The Rocks is a shared responsibility between the Government, SHFA and stakeholders.
- > Provision should be made for high quality maintenance, visitor service and interpretation staff.
- > Operational and capital financial resourcing should be prioritised.

5.4.6 Resources

- > Heritage management in The Rocks should adopt a total resource approach which extends to all identified items, areas and elements, activities, uses and associations.

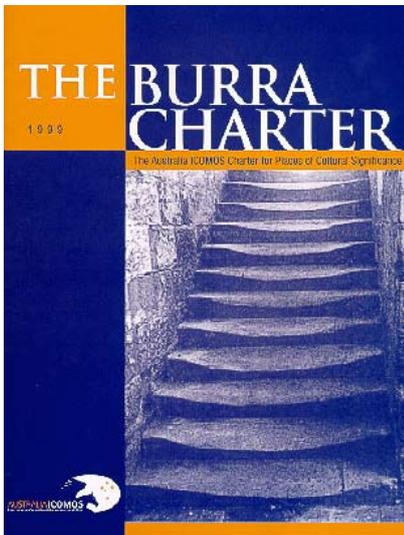


Figure 5. 15 The knowledge and skills of experts will contribute to conservation in The Rocks consistent with the Burra Charter.



Figure 5.16 Reconstruction of sandstone carving to Rockpool 107-109 George Street.

5.4.7 Inclusion and Consultation

- > Sydney Harbour Foreshore Authority board members and staff should be informed and consulted about heritage management at all levels and in all parts of the organisation.
- > Formal processes for engagement with other government and non-government heritage agencies should be established.
- > Practical and effective mechanisms should be created to actively inform and involve the local community (including residents and tenants) and stakeholders in heritage management and interpretation.



Figure 5.17 The former Raphael Mackeller Stores, adapted for use as The Rocks Discovery Museum.



Figure 5.18 Cadmans Cottage, within The Rocks is managed by National Parks, but is central to the history of the area.

5.4.8 Interpretation

- > A proactive approach should continue to be taken to interpretation of the history and heritage values of The Rocks.
- > Interpretation should be provided both on and off-site, through a diverse range of media.
- > The Authority should consult widely, to help develop interpretative messages and to ensure that these messages are appropriately conveyed to the maximum audience.
- > Interpretation in The Rocks should embody the following principles developed by the Australian Heritage Commission (AHC) and Tourism Council of Australia:
 - recognise the importance of heritage places;
 - look after heritage places;
 - develop mutually beneficial partnerships;
 - incorporate heritage issues into business planning;
 - invest in people and place;
 - market and promote products responsibly;
 - provide high quality visitor experiences; and
 - respect indigenous rights and obligations.



Figure 5.19 *The Rocks Push* interpretation in Suez Canal



Figure 5.20 Post detail at Foundation Park representing the demolished terraces on the site.

5.4.9 Sustainability

- > The Authority will achieve excellence in heritage management by having consideration of sustainability principles in its decision making.
 - > Sustainability should be a key objective in decision making.
 - > The Authority will identify sustainable solutions for its heritage assets.
 - > Improvements to amenity will seek sustainable solutions, which contribute to achieving the commitments of the Sustainability Policy and ensure the significance of the place.
 - > The embodied energy and passive design potential, of assets should be acknowledged in the upgrade and improvement of amenity.
 - > Cyclic revisions and updates of Conservation Management Plans should include building specific sustainability actions.
 - > The implementation of Asset Management Systems should integrate sustainability and conservation objectives.
- > All proposed changes to heritage assets should demonstrate sustainable solutions and sustainability in operations.
 - > All works to heritage assets should contribute toward the commitments and goals of the Authority's Sustainability Policy.
 - > The Authority should proactively promote sustainable initiatives in all works to heritage assets, including design and product selection.
 - > When seeking to improve amenity to heritage assets, sustainable solutions should be sought to enhance heritage objectives.



Figure 5.21 88 George Street, former Bushells Warehouse was acknowledged as the States first 5 Star Green Star Heritage Building.



Figure 5.22 Many of The Rocks heritage buildings have inherent passive design properties.

6.0 Glossary of Terms

ABORIGINAL SIGNIFICANCE	An item is of Aboriginal heritage significance if it demonstrates Aboriginal history and culture.
ADAPTATION	Modifying a place to suit the existing use or a proposed use.
AESTHETIC SIGNIFICANCE	An item having this value is significant because it demonstrates aesthetic characteristics and/or a high degree of creative or technical achievement.
AHC	Australian Heritage Council.
AMENITY	Qualities of usefulness, comfort and pleasure in items and areas of the environment. Heritage arguments are often used incorrectly to defend items or areas when amenity considerations are more relevant and appropriate.
ARCHAEOLOGICAL ASSESSMENT	A study undertaken to establish the archaeological significance (research potential) of a particular site and to propose appropriate management actions.
ARCHAEOLOGICAL FEATURE	Any physical evidence of past human activity. Archaeological features include buildings, works, relics, structures, foundations, deposits, cultural landscapes and shipwrecks. During an archaeological excavation the term 'feature' may be used in a specific sense to refer to any item that is not a structure, a layer or an artefact (for example, a post hole).
ARCHAEOLOGICAL SIGNIFICANCE	A category of significance referring to scientific value or 'research potential' that is, the ability to yield information through investigation.
ARCHAEOLOGICAL SITES	Places that contain evidence of past human activity. Below-ground archaeological sites include building foundations, occupation deposits, features and artefacts. Above-ground archaeological sites include buildings, works, industrial structures and relics that are intact or ruined.
ARCHAEOLOGY	The study of material evidence to discover human past.
ARTEFACTS	Objects produced by human activity. In historical archaeology the term usually refers to small objects contained within occupation deposits. The term may encompass food or plant remains (for example, pollen) and ecological features.
ASSOCIATIONS	The special connections that exist between people and a place.
AUSTRALIA ICOMOS	The national committee of the International Council on Monuments and Sites.
AUSTRALIAN HERITAGE COUNCIL (AHC)	An independent statutory authority which is responsible to the Commonwealth Minister for the Environment and Heritage. It administers the Environmental Protection and Biodiversity Conservation Act, and maintains the National Heritage List, the Commonwealth Heritage List, and the Register of the National Estate.
AUTHENTICITY	The degree to which a place or item retains the integrity of its significant attributes. Authenticity may relate to fabric but can also relate to less tangible attributes such as presentation, use, association or meaning.
BURRA CHARTER (AND ITS GUIDELINES)	Charter adopted by Australia ICOMOS which establishes the nationally accepted principles for the conservation of places of cultural significance.
COMMUNITY	The word community is used in its common meaning, ie a body of people living in the same locality; a body of people having the same religion, profession, etc in common; organised political municipal or social body. The Rocks community includes (but is not limited to) residents, workers, tenants and visitors.
COMMUNITY ESTEEM	See contemporary community esteem.

COMPATIBLE USE	A use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
CONJECTURAL RECONSTRUCTION	Alteration of a heritage item to simulate a possible earlier state, which is not based on documentary or physical evidence. This treatment is outside the scope of the Burra Charter's conservation principles and is not appropriate conservation practice.
CONSENT AUTHORITY	Under the Environmental Planning and Assessment Act 1979, the local council, public authority (which includes the Director-General of the Department of Planning) or Minister with the function to approve or refuse a development application. The Minister may delegate this function.
CONSERVATION	All the processes of looking after a place so as to retain its cultural significance.
CONSERVATION MANAGEMENT PLAN	A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance. It can (CMP) include guidelines for additional development or maintenance of the place.
CONSERVATION POLICY	A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations.
CONTACT SITES	Sites which are associated with the interaction between Aboriginal and non-Aboriginal people.
CONTEMPORARY COMMUNITY ESTEEM	The valuing of a heritage item by a recognised local, regional or state-wide community because it forms a strong part of their cultural identity.
CRITERIA	See heritage assessment criteria.
CULTURAL LANDSCAPE	Those areas of the landscape which have been significantly modified by human activity.
CULTURAL SIGNIFICANCE	A term frequently used to encompass all aspects of significance, particularly in guidelines documents such as the Burra Charter. Also, one of the categories of significance listed in the Heritage Act, 1977. See also heritage significance.
CURTILAGE	The area of land surrounding an item or area of heritage significance that is essential for retaining and interpreting its heritage significance. Land title boundaries and heritage curtilages do not necessarily coincide.
DCP	Development Control Plan.
DEMOLITION	The damaging, defacing, destroying or dismantling of a heritage item or a component of a heritage conservation area, in whole or in part.
DEVELOPMENT APPLICATION (DA)	An application under the Environmental Planning and Assessment Act 1979 for consent or permission to carry out development.
DEVELOPMENT APPROVAL	Approval by the consent authority to carry out work on an item or place, usually subject to certain conditions, which may include the need for a Construction Certificate to be obtained.
DEVELOPMENT CONTROL PLAN (DCP)	A plan prepared by a local council to provide more detailed development controls and guidelines to accompany a local environmental plan. Often used for heritage conservation areas.

ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979 (EP&A ACT)	The statutory framework within which State Government and local government guide and control land use and development.
ENVIRONMENTAL PLANNING INSTRUMENT	Made under the EP&A Act, it refers to a State environmental planning policy, a regional environmental plan, a local environmental plan or 'deemed' (EPI) environmental planning instrument (which generally comprise land use plans that were made prior to the current Act).
EP&A ACT	Environmental Planning and Assessment Act 1979.
EPI	Environmental planning instrument.
EVALUATION CRITERIA	See heritage assessment criteria.
EXCAVATION PERMIT	A permit issued by the Heritage Council of NSW under Section 60 or Section 140 of the Heritage Act, 1977 to disturb or excavate a relic.
FABRIC	All the physical material of the place including components, fixtures, contents and objects. See also heritage fabric.
FACADE	The elevation of a building facing the street. In the past the practice of retaining only the facade of buildings was regarded as a gesture in recognition of its heritage value. This practice is no longer considered to be appropriate conservation.
HERITAGE ASSESSMENT CRITERIA	Criteria under which values for heritage significance are described and tested.
HERITAGE CONSERVATION	An area which has heritage significance (usually based on historic and AREA aesthetic values) which it is desirable to conserve.
HERITAGE COUNCIL	The New South Wales Government's heritage advisory body established under the Heritage Act. It provides advice to the Minister for Planning and others on heritage issues.
HERITAGE FABRIC	All the physical material of an item, including surroundings and contents which contribute to its heritage significance.
HERITAGE INVENTORY	A list of heritage items, usually in a local environmental plan or regional environmental plan.
HERITAGE ITEM	A landscape, place, building, structure, relic or other work of heritage significance.
HERITAGE OFFICE	The State Government agency responsible for providing policy advice to the Minister, administrative services to the Heritage Council and specialist advice to the community on heritage matters.
HERITAGE SIGNIFICANCE	Of historic, scientific, cultural, social, archaeological, architectural, natural or aesthetic value for past, present or future generations.
HERITAGE VALUE	Often used interchangeably with the term 'heritage significance'.
HISTORICAL ARCHAEOLOGY	The study of the human past using both material evidence and documentary sources. In Australia, historical archaeology excludes Aboriginal archaeology prior to non-indigenous occupation, but may include contact sites.
HISTORICAL SIGNIFICANCE	An item having this value is significant because of the importance of its relationship to the evolving pattern of our cultural history.
HO	Heritage Office.
ICOMOS	International Council on Monuments and Sites.

INTEGRITY	A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage are still largely intact.
INTERNATIONAL COUNCIL ON MONUMENTS AND SITES (ICOMOS)	An international organisation linked to UNESCO that brings together people concerned with the conservation and study of places of cultural significance.
INTERPRETATION	Interpretation for historic places is the art of explaining the significance of the place to the people who visit, with the objectives of promoting an understanding of its values and an appreciation of the need to conserve it. Interpretation also involves conveying messages, including presentation of particular points of view about places and history. The process is commonly facilitated by guides, displays, on-site signage, brochures and electronic media. The physical treatment of fabric and other aspects of presentation of heritage items themselves can contribute to this process.
MAINTENANCE	The continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.
MEANINGS	What a place signifies, indicates, evokes or expresses.
MOVABLE HERITAGE	Heritage items not fixed to a site or place (for example, furniture, locomotive and archives).
NATIONAL ESTATE	See Register of the National Estate.
NATIONAL PARKS AND WILDLIFE ACT 1974 (NPW ACT)	Statutory framework for the care, control and management of natural areas and Aboriginal relics in New South Wales.
NATIONAL PARKS AND WILDLIFE SERVICE (NPWS)	NSW State Government agency which administers the NPW Act. It acquires and manages national parks in New South Wales. NPWS is now part of the Department of Environment and Conservation (DEC).
NATIONAL TRUST OF AUSTRALIA (NSW)	A community organisation which maintains a register of heritage items and provides advice on heritage issues.
NPWS	National Parks and Wildlife Service.
NSW HERITAGE MANUAL	Comprises a series of publications explaining the three steps of the NSW Heritage Management System and how they can be applied.
OCCUPATION DEPOSITS	Accumulations of cultural material that result from human activity. They are usually associated with domestic sites, for example, under-floor or yard deposits.
PLACE	Site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.
PRESERVATION	Maintaining the fabric of a place in its existing state and retarding deterioration.
RECONSTRUCTION	Returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.
REGISTER OF THE NATIONAL ESTATE	The register kept by the Australian Heritage Commission listing those places of natural, Aboriginal or historical significance which are part of Australia's heritage.
RELATED OBJECT	An object that contributes to the cultural significance of a place but is not at the place.
RELATED PLACE	A place that contributes to the cultural significance of another place.

RELIC	<p>The Heritage Act, 1977 defines relic as:</p> <p><i>... any deposit, object or material evidence relating to non -Aboriginal settlement which is more than fifty years old.</i></p> <p>The National Parks and Wildlife Act 1974 defines a relic as:</p> <p><i>...any deposit, object or material evidence (not being a handicraft made for sale) relating to indigenous and non-European habitation of the area that comprises New South Wales, being habitation both prior to and concurrent with the occupation of that area by persons of European extraction, and includes Aboriginal remains.</i></p>
RESTORATION	Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
SCA	Sydney Cove Authority.
SCRA	Sydney Cove Redevelopment Authority.
SECTION 170 REGISTER	The Heritage Act requires each New South Wales government agency to prepare and maintain a register of heritage items in their ownership or under their control.
SEPP	State Environmental Planning Policy.
SETTING	The area around a place, which may include a wide visual catchment or backdrop, which influences the way in which it is viewed or perceived.
STATE ENVIRONMENTAL PLANNING POLICY (SEPP)	<p>A statutory document that addresses matters of State significance, or which deals with issues where the state-wide application of policy is necessary.</p> <p>SEPPs are prepared by the Director-General of the Department of Planning and are made by the Minister for Planning, usually following consultation with local government, the community and public authorities.</p>
STATEMENT OF HERITAGE IMPACT	<p>Analyses the impact of proposed works on the significance of a heritage item.</p> <p>It normally forms part of a Statement of Environmental Effects accompanying a development application (also known as Heritage Impact Statement).</p>
STATEMENT OF HERITAGE SIGNIFICANCE	A statement, usually in prose form, which summarises why a heritage item or area is of importance to present and future generations.
STATUTORY	Those matters which occur as a result of an Act of Parliament (for example, statutory instruments such as environmental planning instruments) and thus have legal force.
STUDY AREA	The Rocks as illustrated in Figure 1.10.
TCA	Tourism Council of Australia.
THE ROCKS	The area shown in Figure 1.10.
UMP	Urban Management Plan.
UMS	Urban Management Study.
USE	The functions of a place, as well as the activities and practices that may occur at the place.

Appendix A. Heritage Items in The Rocks

The following is an extract from Sydney Harbour Foreshore Authority's Heritage and Conservation (Section 170) Register, Showing items within The Rocks.

Item ID	Heritage Item	Street Address	Suburb	Significance	SHI No
4500088	Accountants House	117-119 Harrington Street	The Rocks	State	01521
4500023	Ajax Building	23 George Street	The Rocks	Local	
4500336	Archaeological Collections - (The Rocks sites)	various	The Rocks	Local	
4500475	Argyle Bridge	Cumberland Street	The Rocks	State	01522
4500461	Argyle Cut	Argyle Street (Cambridge St to Bradfield Highway)	The Rocks	State	01523
4500001	Argyle Stores	12-20 Argyle Street	The Rocks	State	01524
4500097	Argyle Terrace - Caminetto's Restaurant	13-15 Playfair Street	The Rocks	State	01525
4500008	ASN Co Building	1-5 Hickson Road / 35-45 Circular Quay West	The Rocks	State	01526
4500038	ASN Hotel (former)	91 George Street	The Rocks	State	01527
4500010	Australian Hotel, shops and dwellings	100-104 Cumberland Street	The Rocks	State	01528
4500005	Avery Terrace	2-4 Atherden Street	The Rocks	State	01529
4500101	Baker's Terrace	70-72 Gloucester Street	The Rocks	State	01530
4500100	Baker's Terrace	66-68 Gloucester Street	The Rocks	State	01531
4500473	Bethel Steps	George Street & Circular Quay West	The Rocks	Local*	
4500002	British Seamens' Hotel (former)	39-43 Argyle Street	The Rocks	State	01532
4500064	Brooklyn Hotel	229 George Street	The Rocks	State	01533
4500089	Bushells Building	121-127 Harrington Street	The Rocks	State	01534
4500037	Bushells Warehouse (former) and Bushells Place	86-88 George Street	The Rocks	State	01535
4500007	Campbell's Stores	7-27 Circular Quay West, Campbells Cove	The Rocks	State	01536
4500491	Cannon	Dawes Point Park	The Rocks	Local	
4500050	Captain Tench Arcade	111-115 George Street	The Rocks	State	01537
4500440	Cast iron railings, palisade fence and gate posts	Circular Quay to Dawes Point	The Rocks	Local	
4500099	Cleland Bond Store (part of Argyle Stores)	33 Playfair Street	The Rocks	State	01538
4500350	Clocktower - Archaeology	35-53 Harrington Street	The Rocks	Local	
4500096	Coach House - McKeller Stores	4-6 Kendall Lane	The Rocks	State	01539
4500065	Commercial building	231 George Street	The Rocks	State	01540
4500322	Commissariat Store Foundation Stone	First Fleet Park	The Rocks	Local	
4500044	Coroner's Court (former) - Shops & offices	102-104 George Street	The Rocks	State	01541
4500448	Cumberland Place and Steps	Cumberland Place	The Rocks	State	01542

* Recommended by Board in 2007 for listing on State Heritage Register, not yet gazetted

Item ID	Heritage Item	Street Address	Suburb	Significance	SHI No
4500363	Cumberland Street Dig Site - Archaeology	81-101 Gloucester St	The Rocks	Local	
4500494	Dawes Point Battery remains	Hickson Road	The Rocks	State	01543
4500497	Dawes Point Heritage Precinct	including George St , Lower Fort St, Hickson Rd & Harbour Promenade	The Rocks	Local	
4500054	ES & AC Bank (former) - Amo Roma Restaurant	131-135 George Street	The Rocks	State	01544
4500081	Evans' Stores, Harbour Rocks Hotel	34-40 Harrington Street	The Rocks	State	01545
4500078	Federation Hall and courtyard	24-30 Grosvenor Street	The Rocks	State	01546
4500074	First Fleet Park	George Street	The Rocks	Local	
4500057	Fortune of War Hotel	137 George Street	The Rocks	State	01547
4500486	Foundation Park	Gloucester Walk	The Rocks	Local*	
4500426	Four Former Stone Terraces - Archaeology	9-15 Atherden Street	The Rocks	Local	
4500003	Gannon House & Shop	45-47 Argyle Street	The Rocks	State	01548
4500445	George St North Commercial Heritage Precinct	153-155 & 98- beyond 140 George Street north of Cahill to Hickson Road	The Rocks	Local	
4500449	George St North Metcalfe Heritage Precinct	George Street north of Hickson Road	The Rocks	Local	
4500009	Glenmore Hotel	96-98 Cumberland Street	The Rocks	State	01549
4500022	Harts Buildings	10-14 Essex Street	The Rocks	State	01550
4500495	Horse Ferry Wharf	Off Hickson Road	The Rocks	Local	
4500086	House	71 Harrington Street	The Rocks	State	01551
4500073	Housing Board Building	120 Gloucester Street	The Rocks	State	01552
4500070	Jobbins Terrace	103-111 Gloucester Street	The Rocks	State	01553
4500066	Johnson's Building	233-235 George Street	The Rocks	State	01554
4500335	Julian Ashton Art School	117-119 George Street	The Rocks	State	01556
4500021	Lawson House	212-218 Cumberland Street	The Rocks	State	01557
4500015	Lilyvale	176 Cumberland Street	The Rocks	State	01558
4500469	Longs Lane Precinct	Gloucester & Cumberland Streets	The Rocks	Local	
4500041	Mariners' Church	98-100 George Street	The Rocks	State	01559
4500468	Memorial to Lieutenant Colonel George Barney	110 George Street	The Rocks	Local	
4500024	Mercantile Hotel	25-27 George Street	The Rocks	State	01560
4500028	Merchants House	43-45 George Street	The Rocks	State	01561
4500031	Metcalfe Bond Stores	68-84 George Street	The Rocks	State	01562
4500027	Mining Museum (former)	36-64 George Street	The Rocks	State	01555
4500056	Museum of Contemporary Art	136-140 George Street	The Rocks	Local	
4500063	New York Hotel (former) - DFS (Duty Free Store)	153-155 George Street	The Rocks	State	01563
4500076	NSW Housing Board Building (former)	16-18 Grosvenor Street	The Rocks	State	01564

Item ID	Heritage Item	Street Address	Suburb	Significance	SHI No
4500032	Observer Hotel	69 George Street	The Rocks	State	01565
4500030	Old Sydney Holiday Inn	55 George Street	The Rocks	State	01566
4500036	Orient Hotel	87-89 George Street	The Rocks	State	01567
4500098	Playfair Street Terraces	17-31 Playfair Street	The Rocks	State	01569
4500103	Playfair's Garage	22-26 Playfair Street	The Rocks	State	01568
4500004	Playfair's Terrace	1-7 Atherden Street	The Rocks	State	01570
4500053	Police Station (former)	127-129 George Street	The Rocks	State	01571
4500439	Railings, Sydney Cove	Circular Quay Concourse, Circular Quay East and West	The Rocks	State	01572
4500020	Reynell Building (former)	202-210 Cumberland Street	The Rocks	Local	
4500080	Reynolds's Cottages	28-30 Harrington Street	The Rocks	State	01573
4500079	Royal Naval House	32-34 Grosvenor Street	The Rocks	State	01574
4500059	Russell Hotel and shop	143-143a George Street	The Rocks	State	01575
4500046	Sailors Home (former)	106-108 George Street	The Rocks	State	01576
4500095	Samson's Cottage (wall remains)	8 Kendall Lane	The Rocks	State	01577
4500075	Science House (including original interiors)	157-169 Gloucester Street	The Rocks	State	01578
4500026	Sergeant Majors Row (terrace)	33-41 George Street	The Rocks	State	01579
4500042	Shop - Phillip's Foote Restaurant	101 George Street	The Rocks	State	01580
4500017	Shop and Residence	182 Cumberland Street	The Rocks	State	01581
4500102	Shop and Residence	32 Harrington Street	The Rocks	State	01586
4500045	Shop and Residence	105 George Street	The Rocks	State	01582
4500052	Shop and Residence	123-125 George Street	The Rocks	State	01583
4500061	Shop and Residence	147 George Street	The Rocks	State	01585
4500060	Shop and Residence	145 George Street	The Rocks	State	01584
4500043	Shop and Residence - Ariel Bookshop	103 George Street	The Rocks	State	01587
4500051	Shop and Residence - Bakers Oven	121 George Street	The Rocks	State	01588
4500033	Shop, Ken Duncan Gallery	73 George Street	The Rocks	State	01589
4500047	Shop, Rockpool Restaurant	107-109 George Street	The Rocks	State	01590
4500039	Shop, Zia Pina Pizzeria	93 George Street	The Rocks	State	01591
4500013	Shops and Residences	136-138 Cumberland Street	The Rocks	State	01592
4500016	Shops and Residences	178-180 Cumberland Street	The Rocks	State	01593
4500062	Shops and Residences	149-151 George Street	The Rocks	State	01594
4500058	Shops and Residences - stone	139-141 George Street	The Rocks	State	01595
4500040	Shops and Residences, Terrace	95-99 George Street	The Rocks	State	01596
4500034	Shops, Victorian pair	75-75.5 George Street	The Rocks	State	01597
4500069	Susannah Place	58-64 Gloucester Street	The Rocks	State	01310
4500831	Sydney Cove West Archaeological Precinct	112-156 George Street	The Rocks	Local ^	
4500072	Tenements	117-117A Gloucester Street	The Rocks	State	01598
4500014	Tenements, pair three-storey brick	140-142 Cumberland Street	The Rocks	State	01599
4500011	Terrace	130 Cumberland Street	The Rocks	State	01600

Item ID	Heritage Item	Street Address	Suburb	Significance	SHI No
4500104	Terrace	32-36 Gloucester Street	The Rocks	State	01604
4500084	Terrace	61-65 Harrington Street	The Rocks	State	01602
4500071	Terrace	113-115 Gloucester Street	The Rocks	State	01601
4500105	Terrace	38-40 Gloucester Street	The Rocks	State	01605
4500085	Terrace	67 Harrington Street	The Rocks	State	01603
4500012	Terraces	132-134 Cumberland Street	The Rocks	State	01606
4500018	Terraces	182.5-186 Cumberland Street	The Rocks	State	01607
4500025	Terraces	29-31 George Street	The Rocks	State	01608
4500083	Terraces - Stafford Terrace	55-59 Harrington Street	The Rocks	State	01610
4500082	Terraces/Harbour Rocks Hotel	42-52 Harrington Street	The Rocks	State	01611
4500458	The Rocks Conservation Area	The Rocks	The Rocks	Local	
4500055	The Rocks Police Station	132-134 George Street	The Rocks	Local	
4500029	Union Bond Store (former),	47 George Street	The Rocks	State	01612
4500035	Unwin's Stores	77-85 George Street	The Rocks	State	01613
4500067	View Terrace N & W Facades	26-30 Gloucester Street	The Rocks	State	01614

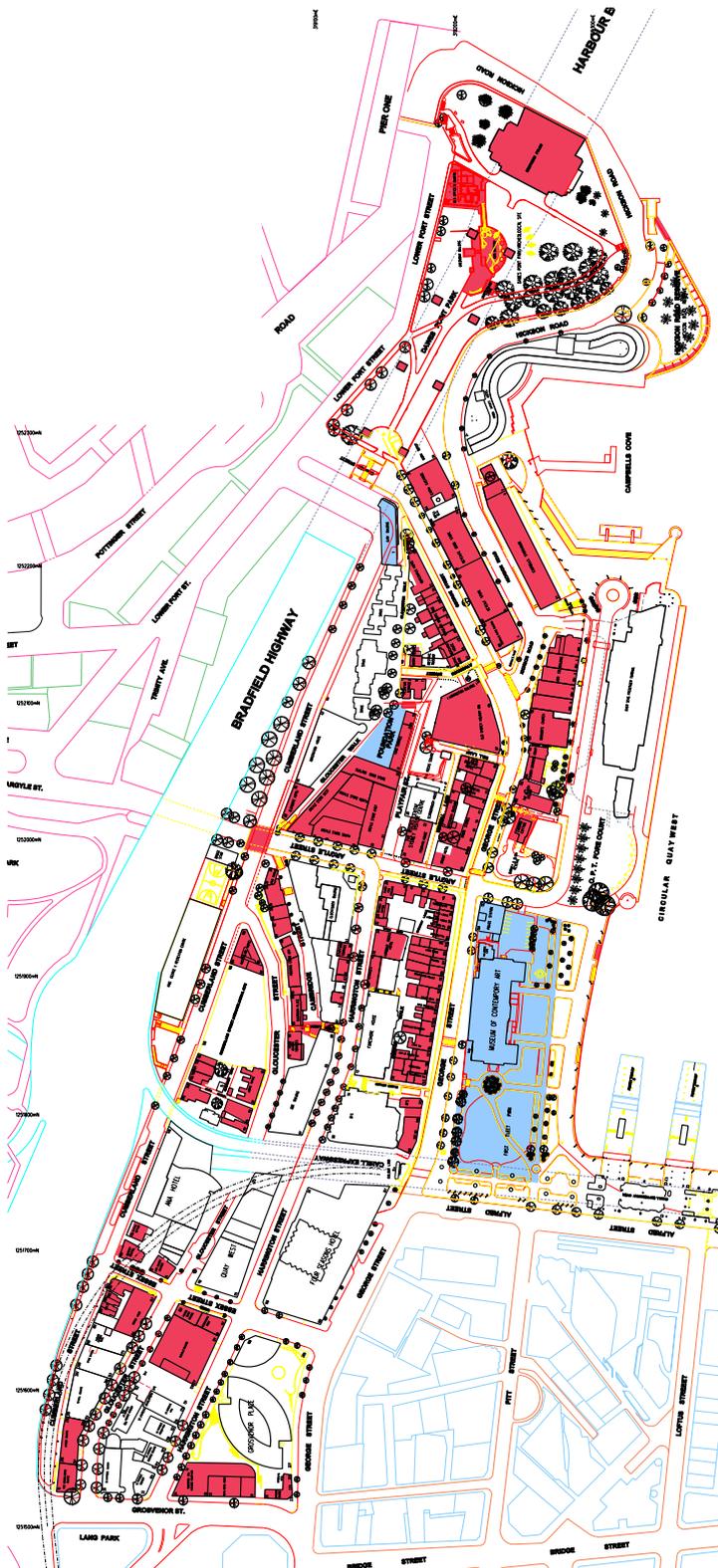
* Submitted to Heritage Branch for listing on State Heritage Register in 2007, not yet gazetted

^ Submitted to Heritage Branch for listing on State Heritage Register in January 2010, not yet gazetted

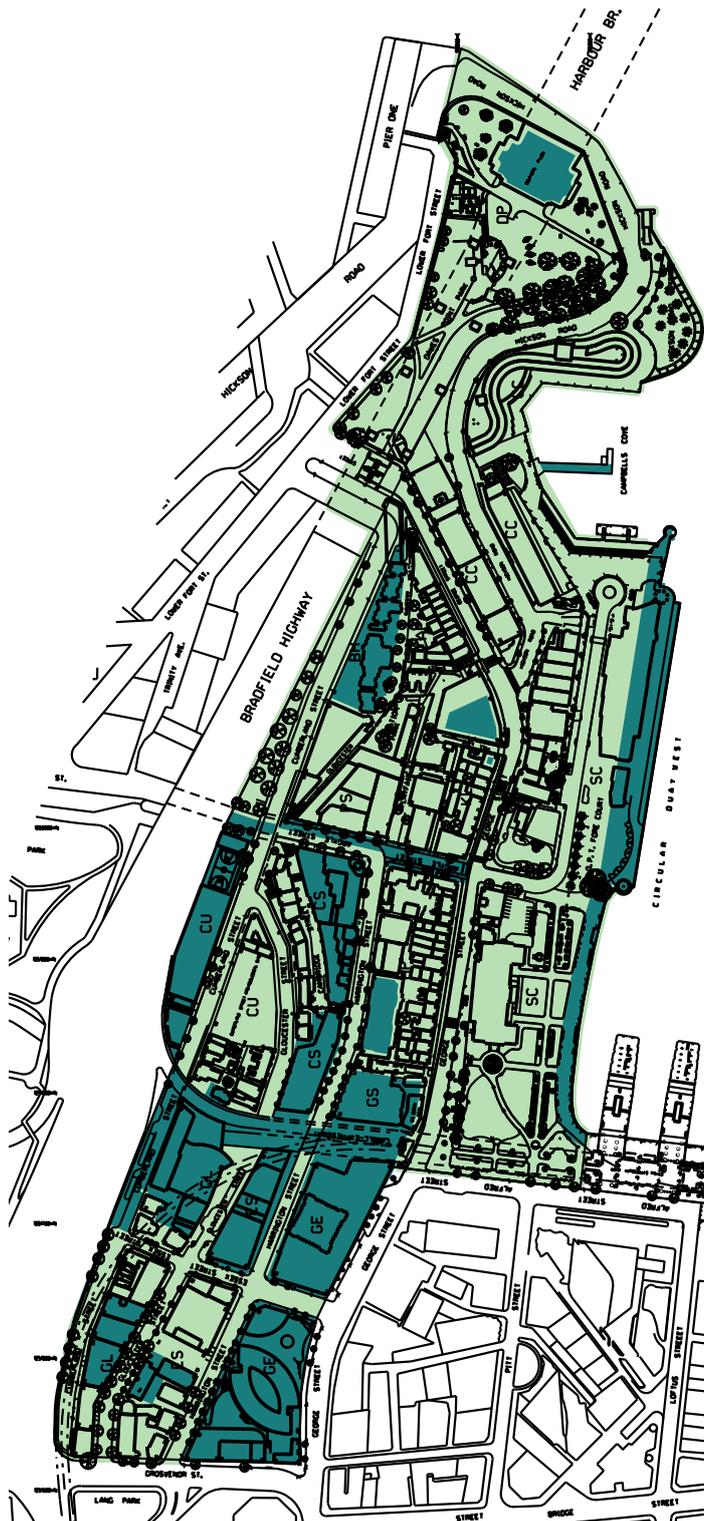
Appendix B. Map of Heritage Listings in The Rocks

Appendix B illustrates existing heritage listings in The Rocks including items listed on the State Heritage Register, and items listed on the Authority's Heritage and Conservation (Section 170) Register but not on the State Heritage Register.

-  Places listed on the State Heritage Register
-  Items listed on the Sydney Harbour Foreshore Authority's Section 170 Register



Appendix C. Map of Archaeological Resources in The Rocks



Appendix C illustrates the identified archaeological resource in The Rocks including areas of archaeological sensitivity and areas where the archaeological resource has been destroyed.

-  Areas of archaeological sensitivity
-  Archaeological resource destroyed

NB. Industrial Archaeology studies not included.
The Rocks and Millers Point Archaeological Plan contains more detailed information on the archaeology of these areas.

Appendix D. Map of Archaeological Resources in The Rocks: Areas of existing archaeological investigation reports

