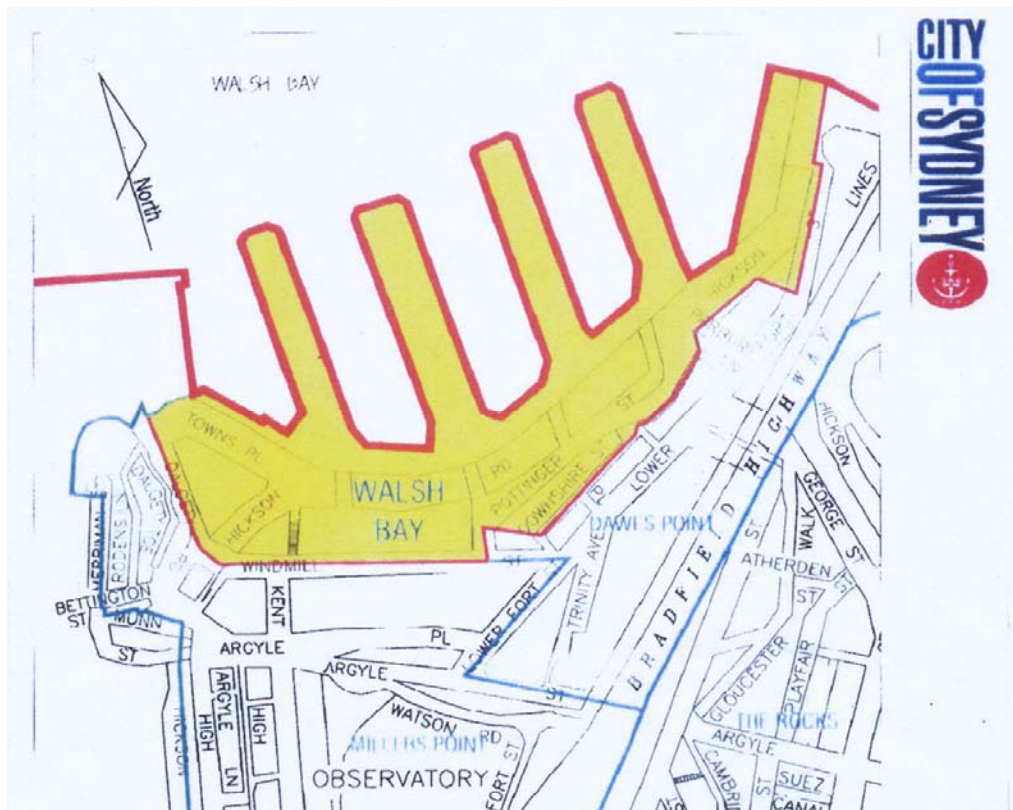


# Walsh Bay Naming Proposal

## Heritage Support Report



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Manage Meant Pty Ltd

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**Report Register**

The following table is a report register tracking the issues of the *Walsh Bay Naming Proposal Heritage Support Report* prepared by Tropman & Tropman Architects. Tropman & Tropman Architects operate under a quality management system, and this register is in compliance with this system.

<b>Project Ref No.</b>	<b>Issue No.</b>	<b>Description</b>	<b>Prepared by</b>	<b>Checked by</b>	<b>Issued To</b>	<b>Issue Date</b>
1315	01	DRAFT Report	Lester Tropman Joanne Lloyd	Lester Tropman	Client Via Email	04.10.13
1315	02	Final Report	Lester Tropman Joanne Lloyd	Lester Tropman	Client Via Email	04.10.13

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## **1.0 INTRODUCTION**

### **1.1 Brief**

This report has been prepared for Walsh Bay Precinct Association Inc in support of the proposed official naming of the suburb of "Walsh Bay". This report will form part of the naming proposal submission to City of Sydney Council. The aim of this report is to provide information from a heritage perspective, utilising the Burra Charter principles, the history and changing nature of the place, to emphasise its shift away from an industrial centre to its new role as an arts and cultural precinct and a suburb in its own right distinct from Dawes Point and Millers Point.

### **1.2 Author Identification**

This report has been prepared by the following Tropman & Tropman Architects team members:

Lester Tropman Director, Architect, Heritage Conservation Architect, Urban Designer  
Joanne Lloyd Project Manager (Heritage / Interpretation)

### **1.3 References**

This report was undertaken in reference to and/or in accordance with the following publications:

- Corporate, Finance, Properties and Tenders Committee, "Naming Proposal – "Walsh Bay" Proposed New Suburb", 22 July 2013
- Lisa Murray, City Historian "Historical Report – Walsh Bay, Dawes Point and Millers Point: history and heritage assessment of place names", 7 March 2012
- Millers Point Leaseholder's Group, "Submission on the City of Sydney's Proposed New Suburb Boundary and Name of Walsh Bay", undated
- The ICOMOS Burra Charter (ICOMOS 1999)

## 2.0 BRIEF HISTORICAL SUMMARY

The following historical notes have been taken from the "Walsh Bay Wharves Precinct" state heritage inventory form (SHR 00559).

"The rocky terrain of Millers Point limited its early uses to fortifications (Dawes Point and Observatory Hill), anchorage for whalers (Walsh Bay) and windmills (the original Millers Point). Economic growth and population pressures resulted in more intensive settlement by the 1820s and land ownership was confirmed by a number of Crown grants in the 1830s.

The decade of the 1830s marks the firm beginning of the continuum of development which ended in the 1920s and which gives Millers Point/Walsh Bay its remarkable historic character today.

By the 1830s the present basic road system (Kent Street, Argyle Street, Windmill Street and Lower Fort Street) had appeared together with the earliest buildings still existing. (eg St Brigid's Church 1835). In the 1830s and 1840s substantial merchants' residences appeared (eg Robert Campbell's Bligh House 1833), together with the hotels (eg Lord Nelson 1834, Hero of Waterloo 1844) and the Garrison Church (1840). The north shore ferry began operating from Walsh Bay to Blues Point in the 1840s, the location of its wharf still indicated by Ferry Lane. Other shipping wharves had appeared at Millers Point by the same decade, scattered irregularly along the shoreline from Dawes Point to Darling Harbour. Warehouses and hydraulic equipment were developed to service these wharves from the 1830s. Substantial construction of private terrace housing also occurred between the 1840s and the 1890s and led to the area being substantially built-up by 1900.

The residential character of the area changed during the late nineteenth century and the wealthier, who were concentrated along Argyle and Lower Fort Streets, gradually moved to more desirable suburbs with the growth of the city. Their place was taken, and the rows of terraces filled with the working population which serviced the waterfront. By the end of the century the area was considered to have substandard housing.

In 1900 the bubonic plague broke out in The Rocks and other parts of Sydney, causing widespread alarm and the resumption of most of The Rocks and Millers Point by the Government. Control of the area passed to the port authority, the Sydney Harbour Trust (later the Maritime Services Board, 1936). The Trust's primary commercial aim was to redevelop the wharfage along modern lines. However, because of the quantity of housing under its control it became landlord for Millers Point and between 1900 and the 1920s effectively transformed the area into a type of 'company town'. As well as the reconstruction of Walsh Bay, the Trust, together with the Government Housing Board, constructed workers' housing, shops, kindergartens, hotels and warehouses and also refurbished and reconstructed many existing buildings. In this way the population which serviced the port was accommodated nearby with all its community facilities. By 1930 Millers Point had been reshaped into its present form by the Trust and the area and the nature of its population have changed little since then, apart from a declining component of port workers in the population.

The Trust's greatest engineering work in Millers Point was the reconstruction of Walsh Bay. In doing this they made the second major modification to the landscape since the cutting of quarries above Kent Street and the making of the Argyle Cut in the early 19th century. The Engineer-in-Chief of the Trust, H.D. Walsh (after whom the bay was subsequently named), designed and constructed a new system of wharves, stores and associated roads and hydraulic systems to service them. A wide service road, Hickson Road, was

excavated around the foreshore and the steep topography was used ingeniously to service the wharves at two levels. The wharves were technologically advanced for the time. They were constructed on a standard modular timber design and incorporated an innovative and successful ratproof seawall. (Department of Urban Affairs and Planning 1989:3-4)

Construction of the whole complex took place between 1906 and 1922. Wharf 1 was completed in 1913. Wharf 2/3 and sheds were completed in 1920-1921. Wharf 4 /5 and sheds completed in 1920-1921. Wharf 6 /7 and sheds completed in 1918. Wharf 8 /9 and sheds completed in 1912. The Administrative Block was completed c1912. Wharf 10A /10B was completed in 1906-1908 and sheds altered in 1918-1921 but later demolished in 1976. (Little, Clark, Whittaker 1979)

Superseded by changing shipping technology in the 1970s, the Walsh Bay complex is believed to be the only one of its type surviving in the world."

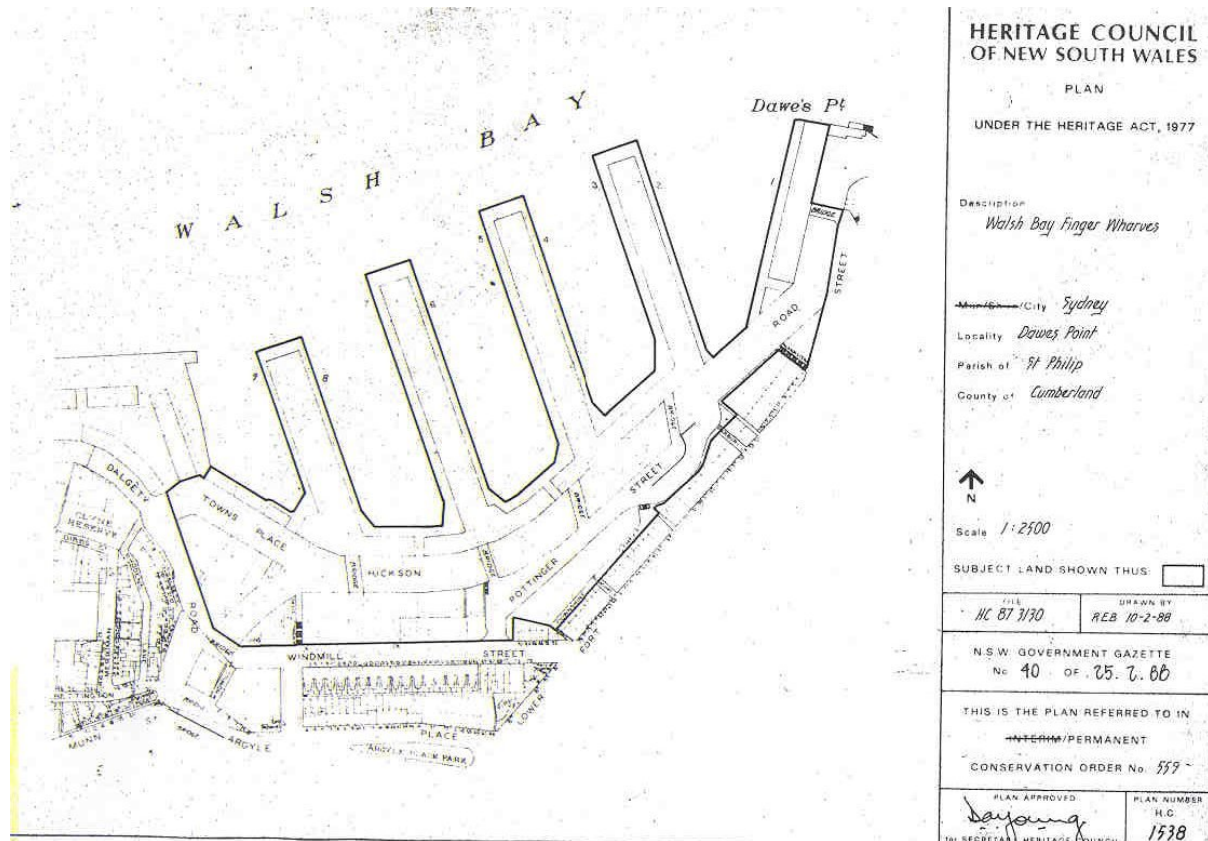


Figure 1: Walsh Bay Wharves Precinct plan from the State Heritage Register inventory sheet. The thicker black line outlines the Walsh Bay precinct. Source: SHR inventory form 00559.

**3.0 COMPLIANCE WITH RELEVANT BURRA CHARTER PRINCIPLES**

Burra Charter Articles	Comment
<p><b>Article 8: Setting</b></p> <p>Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place.</p> <p>New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.</p>	<p>The naming proposal complies.</p> <p>Millers Point and Dawes Point provide a wider historical setting for the Walsh Bay precinct. No changes to this setting are proposed in any way. The official naming of Walsh Bay as a separate suburb will in no way impact upon or change the wider setting of Walsh Bay in the context of Millers Point and Dawes Point or vice versa.</p> <p>The relationship between Walsh Bay, Millers Point and Dawes Point has been enhanced by the redevelopment of Walsh Bay, reinstating access thoroughfares and reactivating linkages between the places.</p>
<p><b>Article 9: Location</b></p> <p>9.1 The physical location of a place is part of its cultural significance...</p>	<p>The naming proposal complies.</p> <p>The official suburb boundaries do not reflect the unofficial boundaries of the areas, nor do they reflect the heritage control boundaries (e.g. SREP 16, NSW SHR Walsh Bay Wharves Precinct, NSW SHR Millers Point Conservation Area).</p> <p>The proposed suburb boundary of Walsh Bay is a true reflection of the extent of the area that has always had a separate identity to that of the surrounding Millers Point and Dawes Point residential communities. The entire location of Walsh Bay is part of its cultural significance.</p>
<p><b>Article 11: Related Places and Objects</b></p> <p>The contribution which related places and related objects make to the cultural significance of the place should be retained.</p>	<p>The naming proposal complies.</p> <p>The official designation of the name Walsh Bay will in no way whatsoever detract from or diminish the heritage significance of the related places of Millers Point and Dawes Point communities or Walsh Bay itself, nor will it have any impact on the historical association between these places. This name has been in place for over 94 years and officially naming the place "Walsh Bay" can in no way cause any physical separation or loss of history between these places. These places are forever intertwined in history and nothing can revoke this.</p>
<p><b>Article 13: Co-existence of Cultural Values</b></p> <p>Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they are in conflict.</p>	<p>The naming proposal complies.</p> <p>Walsh Bay has always had a separate identity to Millers Point and Dawes Point. Walsh Bay was purely an industrial precinct and is now a cultural hub. Millers Point and Dawes Point are residential areas. All three areas are highly significant and this significance will be maintained and arguably enhanced in the proposal.</p>

Burra Charter Articles	Comment
<p><b>Article 24: Retaining Associations and Meanings</b></p> <p>24.1 Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.</p> <p><i>‘Association’ means the special connection between people and place. Associations may include social or spiritual values and cultural responsibilities for a place...</i></p> <p><i>Associations and meanings evolve as part of the living culture – the link between the past and the future.</i></p> <p><i>Many significant associations and meanings are linked to use and fabric...other associations relate to a location rather than to specific fabric...</i></p>	<p>The naming proposal complies.</p> <p>The special historical associations between Walsh Bay, Millers Point and Dawes Point will not be lost in the naming proposal. Refer to Article 11 comment above.</p>

#### 4.0 WALSH BAY NAMING PROPOSAL – HERITAGE SUPPORT

The Walsh Bay Wharves Precinct was an industrial hub, very separate in terms of use to the surrounding Millers Point and Dawes Point residential suburbs. From the 1970s until the recent redevelopment, the Walsh Bay Wharves precinct was abandoned and derelict. The run down wharves that were no longer in use effectively changed the orientation of Millers Point and Dawes Point to focus on the city rather than the waterfront. If anything, the Walsh Bay redevelopment has revitalised the Millers Point and Dawes Point linkages with Walsh Bay by reinstating walkways and accessways down to the waterfront. The recent redevelopment has revitalised the Wash Bay precinct into a widely-recognised cultural hub and a residential and commercial precinct that is clearly distinct from the Millers Point and Dawes Point residential suburbs.

The name “Walsh Bay” has been used to describe the area in question for over 94 years, with the bay itself not being officially named “Walsh Bay” until 1919. Millers Point and Dawes Point are the same with the names having been used for 187 and 212 years respectively but only being officially recognised as separate suburbs as recently as 1993. This proposal is exactly the same, seeking to officially label the area with the name by which it has been known by local residents and workers for over 94 years.

The work undertaken by the Sydney Harbour Trust from 1906 to 1922 referred to the area as the wharves *between* Dawes Point and Millers Point until the bay was officially named in 1919. Local residents and workers have always referred to the wharves, shoredocks and bond stores as “Walsh Bay”, not Millers Point or Dawes Point. Officially naming the area with the name that it has been known by for over 94 years will cause no loss of history, no physical break between the suburbs nor will it cause a loss of connectivity between Walsh Bay, Millers Point and Dawes Point in any way whatsoever. The wharves have not been functioning in their original use for over 40 years. They stood vacant and derelict for decades, meaning the functioning historical-use connection between Millers Point, Dawes Point and Walsh Bay was lost. The recent redevelopment of Walsh Bay into a cultural precinct, residential and commercial hub has revitalised the area, restoring the physical connections between Millers Point, Dawes Point and Walsh Bay by reinstating walk ways and access thoroughfares from the high ground of Millers Point and Dawes Point down to the water front of Walsh Bay.



The area has always had its own distinct industrial identity separate to that of the residential character of Millers Point and Dawes Point. The line between residential precinct and industrial precinct was very distinct. Windmill Street north has always been non-residential, containing instead Bond Stores servicing Walsh Bay since the 1880s. Whilst it is true that many of the men who worked in the warehouses, shoredredges, bond stores and wharves lived in Millers Point and Dawes Point, this would not have been the case for all workers.

The 1901 resumptions and redevelopment of land following the outbreak of the Plague in 1900 effectively changed the landscape and physically cut the residences of Millers Point and Dawes Point off from Walsh Bay with the Bond stores, warehouse, bridges, roadways and retaining walls etc constructed creating a clear delineation between the areas that remains unchanged to the present time. The associations that the Millers Point Leaseholders' Group (MPLG) are referring to on pg 5 of their submission have not been extant for over 100 years as the early wharves, bond stores and sea wall were all demolished and rebuilt in the early 1900s. This proposal to officially name the area "Walsh Bay" in no way diminishes the history of the area nor cuts the Millers Point and Dawes Point areas off from their maritime roots.

The MPLG go on to say that "With the social history of Millers Point being historically interconnected with the activity of their adjacent wharves, severing the link between Millers Point and Walsh Bay would effectively be severing the history of early colonisation of Sydney." This statement is untrue. The link between these places can never be severed. The area of Walsh Bay has been known socially by this name for over 94 years. This proposal just seeks to make this name official, much the way that the names and suburbs of Millers Point and Dawes Point were made official only a short 20 years ago when they were "severed" from the nationally significant and world-renowned area of The Rocks. Rather than diminishing the historical significance of these areas, it was enhanced, as will be the case with the official naming of Walsh Bay as a separate suburb.

The existing division of the Walsh Bay Wharves Precinct into Dawes Point and Millers Point is a random delineation with no historical meaning, just as until the recent past Millers Point and Dawes Point were officially recognised as being a part of The Rocks instead of suburbs in their own right. Officially naming the entire Walsh Bay Wharves Precinct "Walsh Bay" will not detract from the historical associations of Walsh Bay with Dawes Point or Millers Point in any way shape, or form. In fact, quite the opposite will likely occur as when Dawes and Millers Points were officially separated from The Rocks by name only, their State significance in their own right was more readily definable.

This is exactly the case with this proposal. Yes, Walsh Bay, Millers Point and Dawes Point have been linked in history and this will not change by the mere separation in name only from these suburbs. No history will be lost by officially naming the suburb with the name that has been used to describe the area for over 94 years. No separation by name only – a name that has been used to describe the precinct for over 94 years – could cause a loss of history or a loss of connection to these neighbouring suburbs. The workers, labourers, and residents of the area have always seen the Walsh Bay precinct as a separate entity. This separate entity may have added to their identity, but it did not define them, it was a place to earn a living, not where they lived.

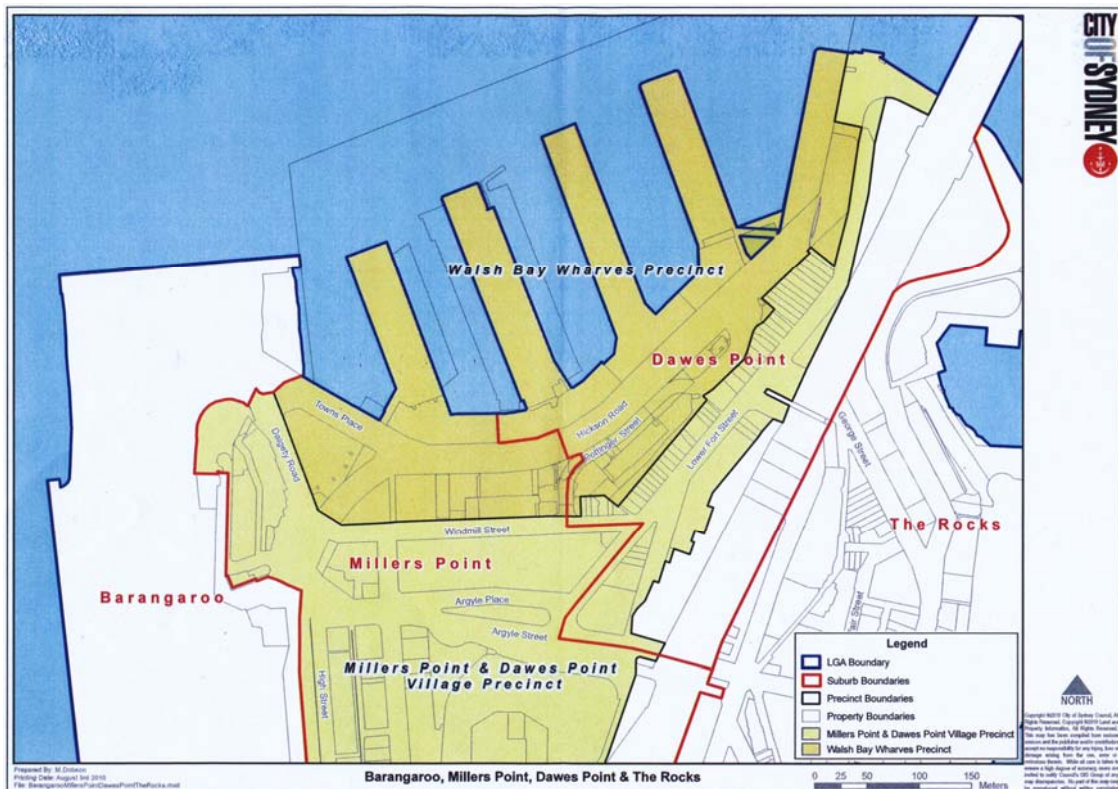


Figure 2: Existing suburb boundaries showing the random demarcation between Millers Point and Dawes Point over the Walsh Bay Wharves Precinct.

All heritage controls and listings relating to the place make a definite distinction between Millers Point, Dawes Point and Walsh Bay. Walsh Bay has always been seen as a separate area with its own identity that has links with Millers Point but is a separate place in its own right. The Heritage Council of NSW recognises the Walsh Bay Precinct as a separate and distinct area with its own heritage listing as described in section 2.0 of this report. The Walsh Bay area is not included on the Heritage Council's listings for Dawes Point or Millers Point. The Millers Point Conservation Area includes Millers Point and Dawes Point but does not include any areas of the Walsh Bay Precinct (refer to Figure 3). Conversely, the Walsh Bay Wharves Precinct listing on the State Heritage Register clearly separates what is considered to be the Walsh Bay precinct from the Millers Point and Dawes Point areas (refer to Figure 1). SREP 16 controls are also in place for Walsh Bay as a separate and distinct area as depicted in the SHR listing.

The proposal to officially name the area "Walsh Bay" would not be the loss of a name as has been suggested. As discussed above, the area has been known as Walsh Bay for over 94 years and has been called by that name by workers from the past to current visitors, residents and workers throughout the Walsh Bay Wharves redevelopment, Millers Point and Dawes Point communities and beyond. This proposal seeks to make this name for the area official in the same way that the names Millers Point and Dawes Point were made official in the very recent past when they were "separated" from The Rocks. This separation caused no detrimental impact in the same way that officially naming Walsh Bay will have no detrimental impact whatsoever upon Millers Point and Dawes Point which will remain as suburbs, the boundaries will just be slightly altered to reflect the unofficial boundaries that have been in place for over 94 years. These are the same boundaries depicted in the heritage controls for the Walsh Bay precinct.

The official designation of the name "Walsh Bay" will in no way whatsoever detract from or diminish the heritage significance of the Millers Point or Dawes Point communities or Walsh Bay itself, nor will it have any impact on the historical association between these places. This name has been in place for over 94 years and officially naming the place "Walsh Bay" can in no

way cause any physical separation or loss of history. These places are forever intertwined in history and nothing can revoke this.

Following the recent redevelopment, Walsh Bay has been transformed into an arts and cultural precinct in its own right. It has moved away from a heavy industrial use to a residential, commercial and cultural precinct, distinct from the Millers Point and Dawes Point residential communities and it is appropriate that the name should officially reflect this.

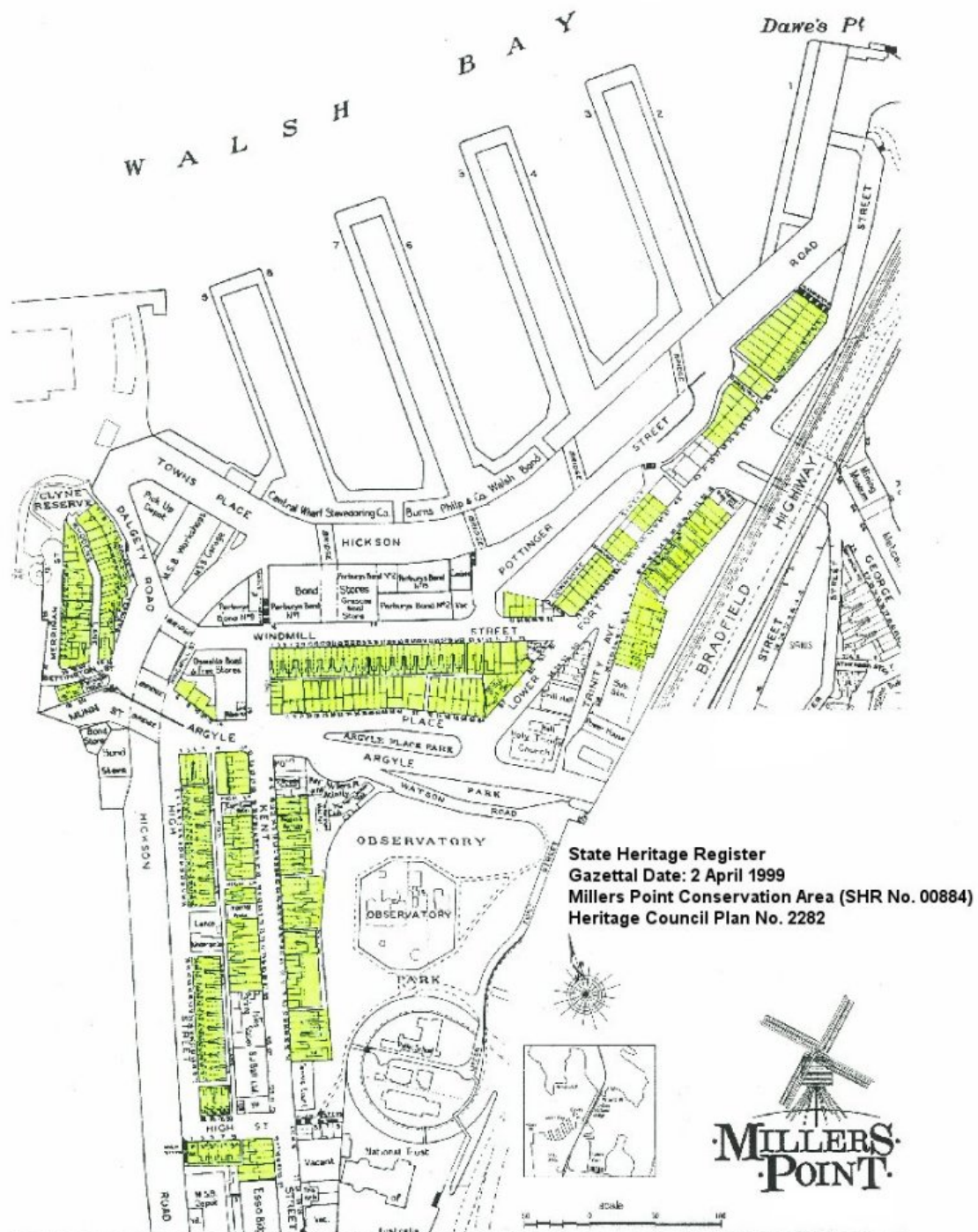


Figure 3: Millers Point Conservation Area. Note that the Walsh Bay area is NOT included in the Millers Point Conservation Area, however parts of Dawes Point are. Source: SHR00884.

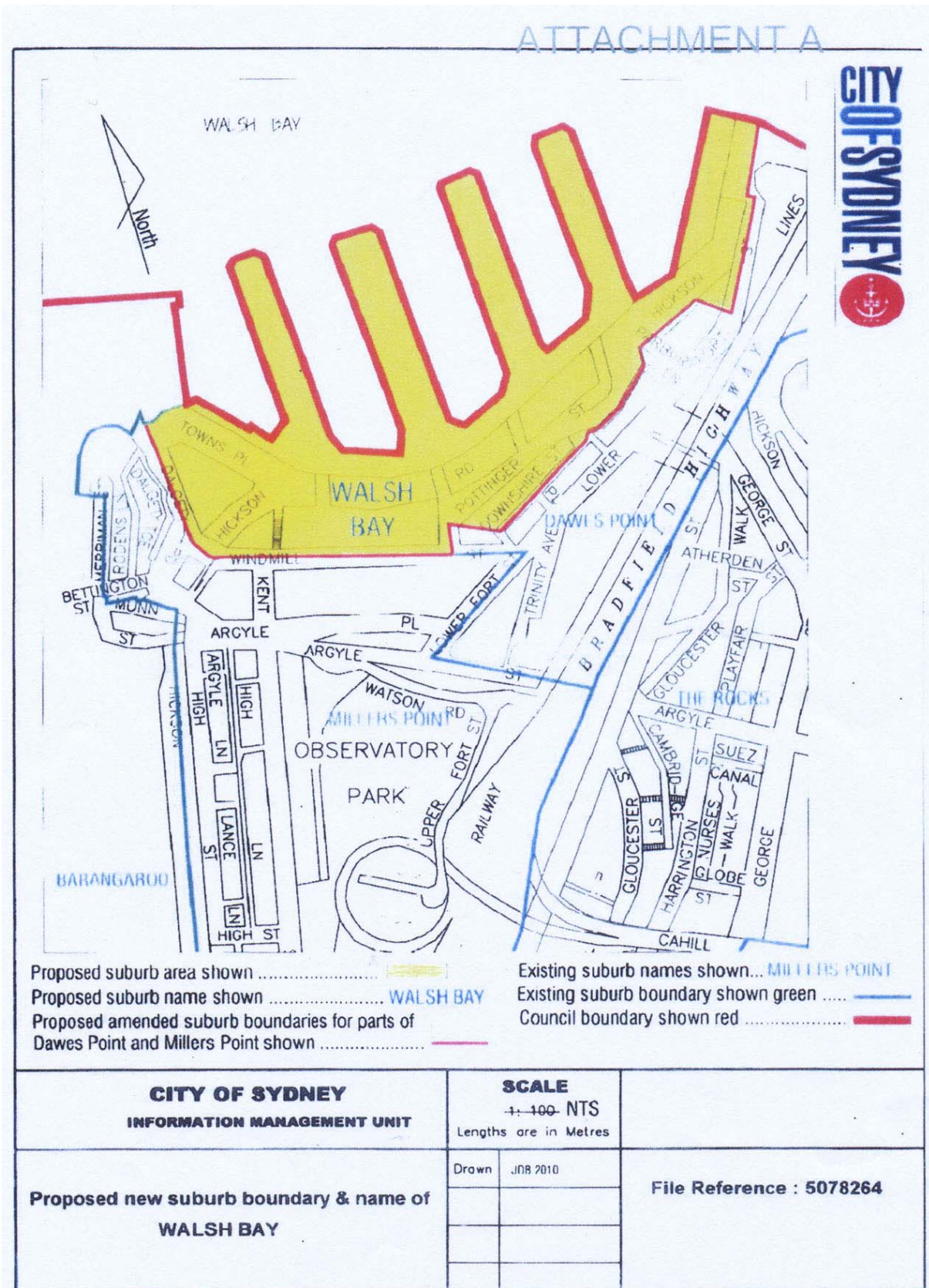


Figure 4: Proposed suburb of Walsh Bay shaded yellow.

## 5.0 CONCLUSION

From a heritage perspective, officially naming the area “Walsh Bay” is highly appropriate and a positive outcome for the area. There will be no detrimental impact on the history of the Walsh Bay Wharves Precinct, Millers Point or Dawes Point areas. The boundary of the proposed suburb follows that in the SREP 16 and the NSW State Heritage Register listing for the Walsh Bay Wharves Precinct.

The history of the place and the surrounding suburbs is not intrinsically linked up with the name of the place alone. What is important to remember in this instance is that this proposal is not a renaming of a suburb with a randomly selected name – it is an official naming of a place that has been unofficially called by the name “Walsh Bay” by locals, workers and visitors alike for over 94 years. Officially naming the suburb that which it has been unofficially called for over 94 years will not in any way remove the history from the place or the historical linkages with Millers Point and Dawes Point residential suburbs.

Walsh Bay has always been a separate and distinct industrial entity from the Millers Point and Dawes Point residential suburbs. The delineation between the industrial Walsh Bay complex and the residential areas of Millers Point and Dawes Point has always been a strong line that has not changed for over 94 years. The area has always been referred to as “Walsh Bay” by local workers and residents. Officially naming the suburb that which it has been called for over 94 years is a positive outcome that will only have positive benefit to the area and its continuation and expansion as a widely recognised cultural hub contributing to the City of Sydney.

We recommend and support the official naming of the suburb of Walsh Bay.