ATTACHMENT C

HISTORICAL REPORT – WALSH BAY, DAWES POINT AND MILLERS POINT HISTORY AND HERITAGE ASSESSMENT OF PLACE NAMES

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HISTORICAL REPORT

FILE: S078264 **DATE:** 7 March 2012

SUBJECT: Walsh Bay, Dawes Point and Millers Point: history and heritage assessment of place names

AUTHOR: Lisa Murray, City Historian

Conclusion

The suburb place names of Dawes Point and Millers Point have been in continual use for over 212 and 187 years respectively and have state significance for their historical associations with early figures in Sydney's history. The communities of Dawes Point and Millers Point are listed on the State Heritage Register for their history and continuity of community identity.

Dawes Point and Millers Point are recognised to have state significance as both community and suburb place names. The Walsh Bay Wharves Precinct is an integral part of that significance and cannot be separated out from the suburbs.

Creating a new suburb of Walsh Bay would slice off part of the suburbs of Dawes Point and Millers Point. The historic place names would still exist as suburbs, but in diminished form. But the impact of a new suburb name Walsh Bay on the heritage place names of Millers Point and Dawes Point goes beyond the physical. The community's identity and maritime heritage is entailed by the names of Dawes Point and Millers Point. These values would be metaphorically severed by creating a new suburb of Walsh Bay. To re-name a portion of Millers Point and Dawes Point as the suburb of Walsh Bay would undermine the heritage values of this state listed precinct - diminishing the historical associations, social values and meanings of these place names.

The redevelopment of the wharves does not justify the removal or curtailment of the traditional nomenclature of the suburbs.

The City Historian does not support the suburb naming proposal for Walsh Bay.

Background

The Walsh Bay Precinct Association is requesting that the area be officially recognised as a separate suburb called Walsh Bay. The precinct is currently covered by two suburbs: Millers Point and Dawes Point.

The City Historian is consulted as part of the internal process of considering naming proposals to provide advice on the historical significance and appropriateness of names.

The significance of the names of Millers Point, Dawes Point and Walsh Bay needs to be assessed before any change is made to an accepted place name.

Heritage Council of NSW: heritage place names policy

Heritage has always been about the relationship between people and places. The Heritage Council of NSW has developed a policy to provide guidance on the place names of NSW State Heritage Register items. This policy was adopted on 4 August 2004. The policy is published on the Heritage Council's website:

www.heritage.nsw.gov.au/docs/info_placenames.pdf

The policy recognises the value of place names extends beyond way-finding. Names are clues to understanding significant stories or signposts to a place's history. Key principles and guidelines from this policy are:

- Place names allow the meanings and associations of a place to be explored and better understood, and the continuing use of place names should be supported through ongoing research, conservation and interpretation.

- Place names should not be changed for reasons of fashion or expediency.

- The potential significance of a place name should be investigated and assessed before any change is made to an accepted place name, especially where such a place name is part of, or associated with, a listed heritage item.

- Proposals for new place names, especially for listed heritage items, should acknowledge earlier place naming practices associated with the place.

Millers Point and Dawes Point suburbs are listed together on the State Heritage Register together as the Millers Point and Dawes Point Village Precinct 'for its ability to demonstrate, in its physical forms, historical layering, documentary and archaeological records and social composition, the development of colonial and post-colonial settlement in Sydney and New South Wales'. The Statement of Significance concludes:

> The whole place remains a living cultural landscape greatly valued by both its local residents and the people of New South Wales.[1]

There is also a Millers Point Conservation Area listed on the State Heritage Register that is the Department of Housing's conservation area and is applied to Department of Housing properties.[2]

Both listings do not include the wharves in Walsh Bay because it has a separate State Heritage Register listing as a result of the original Regional Environment Plan (REP) listing in 1989. However the Millers Point Conservation Area listing states categorically that '…as a heritage item, Millers Point and Walsh Bay are integral'. They should not be considered separately.[3]

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[1] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[2] State Heritage Register, Millers Point Conservation Area, Listing number 00884; Gazette Date 2 April 1999.
[3] State Heritage Register, Millers Point Conservation Area, Listing number 00884; Gazette Date 2 April 1999.

Walsh Bay Wharves Precinct has a separate listing on the State Heritage Register that recognises its technological and historical significance as early 20th century port infrastructure. However, the wharves' historical significance is also recognised as being contextual and related to the Millers Point and Dawes Point areas and it is clearly stated in the listing that 'as a heritage item Walsh Bay is integral with Millers Point' and reference made to the conservation area listing for contextual information.[4]

Millers Point, Dawes Point and the wharfage precinct at Walsh Bay are all listed on the NSW State Heritage Register and thus in accordance with the heritage place names policy the potential significance of the place names of Millers Point, Dawes Point and Walsh Bay should be investigated and assessed before any change is made to the accepted place names.

[4] State Heritage Register, Walsh Bay Wharves Precinct, Listing number 00559; Gazette Date 2 April 1999.

Millers Point place name history and heritage assessment

History

The Aboriginal name for the point is Coodye.[5] Variants of this name include Goodye, Goodgee and Kudji.[6]

The name Cockle Bay Point was attributed to the point in Meehan's 1807 plan of Sydney.[7]

The name of Millers Point has been utilised as early as 1825 in the *Sydney Gazette*.[8] The name of Millers Point has been recorded by cartographers from at least 1831.[9] Thus the name has been in continual use for at least 187 years.

The suburb name Millers Point is associated with the ex-convict John 'Jack the Miller' Leighton (d.1826) whose windmills were early Sydney l'ndmarks on the point. Flagstaff Hill, Dawes Point and Millers Point were all sites for windmills from 1797 to the 1820s. Jack the Miller's three windmills were located near the sites of present-day Bettington and Merriman Streets.[10] Windmill Street led to the windmills on the point. In 1826 John 'Jack the Miller' Leighton fell to his death from one of his windmills while drunk.[11]

The formation of the Sydney Harbour Trust in 1901 gave planning control to a state government agency and enabled the wholesale resumption and rebuilding of wharfage, workers' houses, pubs and businesses. This had both a positive and negative effect of the communities between Dawes Point and Millers Point. Negatives include relocation of some families and control taken away from municipal government (and thus lobbying power of community to local aldermen in their ward). Positives included public housing and reinvigoration of maritime wharves.

The Geographical Names Board was formed in 1966. In response to the growing use of East Rocks and West Rocks in the early 1970s, the Geographical Names Board attempted to define the boundaries of The Rocks and Millers Point. There were different understandings and definitions of The Rocks, Millers Point and Dawes Point amongst the Council, the local community, the Sydney Cove Authority, and the Maritime Services Board. Attempts to subsume Millers Point and/or Dawes Point under The Rocks were publicly and actively fought. The Geographical Names Board received objections from the Royal Australian Historical Society, the National Trust, the First Fleeters Association, and a considerable number of local residents, that Millers Point was being subsumed within The Rocks.[12]

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[5] Val Attenbrow, "Aboriginal placenames around Port Jackson and Botany Bay, New South Wales, Australia – Sources and uncertainties", p.36, chapter 2 in *Aboriginal Placenames: Naming and re-naming the Australian landscape,* eds. Harold Koch and Luise Hercus, Aboriginal History Monograph 19, October 2009.
[6] Geographical Names Board, Geographical Names Register Extract, reference 38001.
[7] James Meehan, 'Plan of the Town of Sydney in New South Wales, 31 October, 1807', Mitchell Library, State Library of NSW. Reproduced in Paul Ashton and Duncan Waterson, *Sydney takes Shape: A history in maps,* Hema Maps, Brisbane, 2000.
[8] Classified Advertising. (1825, October 24). *The Sydney Gazette and New South Wales Advertiser* (NSW : 1803 - 1842), p. 1. Retrieved March 16, 2012, from http://nla.gov.au/nla.news-article2184569
[9] Hoddie, Lanner and Mitchell, 'Map of the Town of Sydney, 1831', State Records NSW. Reproduced in Paul Ashton and Duncan Waterson, *Sydney takes Shape: A history in maps,* Hema Maps, Brisbane, 2000.
[10] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[11] 'A suburb with a story to tell', *Heritage NSW*, Autumn 2004, p.8.
[12] City of Sydney Archives: CRS 34 / 3066/73; P08/01360.

As a result of this community action, Millers Point retained its own identity. Millers Point was designated as a neighbourhood in 1975 by the Geographical Names Board, thereby formally recognising a name that had been in use (at that time) for at least 150 years. The neighbourhood was defined and assigned as a suburb on 16 April 1993.

In 2003 Millers Point and Dawes Point were listed on the State Heritage Register as a village precinct in recognition of the history and social values of this community as well as the heritage buildings.[13] This state heritage listing was driven by the local community and was the first time an entire precinct or community has been listed. At the announcement of the listing, the NSW Assistant Planning Minister, Diane Beamer, described it as 'probably the most significant historic urban place in Australia'.[14]

Heritage assessment of place name – Millers Point

Historical significance (SHR Criteria a)

The name of Millers Point strongly relates to the early white history of the area. The name has been in continual use for at least 187 years.

Millers Point was designated by the Geographical Names Board as a neighbourhood in 1975, following community lobbying that they were a separate community to The Rocks. The identity and place name of the community was further cemented when the neighbourhood was re-defined and assigned by the Geographical Names Board as a suburb, 16 April 1993. This formalised the history and continuity of the place name of Millers Point.

The place name of Millers Point describes and represents one of the most important heritage precincts in Sydney, and indeed in Australia. The place has a proud maritime history. Maritime workers have lived and worked here for generations. There are important historical links between the former wharves, the former warehouses and bond stores, and the residences on the point. Together these places form a community and historically their economic and social lives were closely intertwined.

Associative significance (SHR Criteria b)

The suburb name Millers Point is associated with the ex-convict John 'Jack the Miller' Leighton (d.1826) whose windmills were early Sydney landmarks on the point. Jack the Miller's three windmills were located near the sites of present-day Bettington and Merriman Streets. Windmill Street led to the windmills on the point. In 1826 John 'Jack the Miller' Leighton fell to his death from one of his windmills while drunk.

Social significance (SHR Criteria d)

The place name Millers Point has strong social significance for the local residents and the history community. The community has a history of protecting the place name and their identity for over 40 years.

[13] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[14] 'A suburb with a story to tell', *Heritage NSW,* August 2004, pp.8-9.

Current residents have family connections that can be traced through preceding generations who lived at the Point and worked in the maritime industries. 'The fact that the social life of the place is so interwoven with the history and physical fabric has given Millers Point a unique character and authenticity that residents have fought to preserve over generations.'[15] Shirley Fitzgerald's and Chris Keating's book on the history of Millers Point (first published in 1991) titled *Millers Point: The Urban Village* to capture and convey the community connections of this place.

The local community publicly and actively lobbied the Geographical Names Board to ensure that Millers Point was not subsumed within The Rocks in the 1970s. Their actions ensured that Millers Point was designated as a neighbourhood in 1975 by the Geographical Names Board. The neighbourhood was defined and assigned as a suburb on 16 April 1993.

The residents of Millers Point and Dawes Point are firmly committed to the preservation of their suburbs' unique character. It was through their efforts that Millers Point and Dawes Point were listed on the State Heritage Register on 28 November 2003 – the first time an entire precinct has been listed.[16] The State Heritage Register listing of Millers Point and Dawes Point emphasises the strength of the social significance contributed by the local community. 'The historic, social and physical fabric [of the listed area] cannot be considered as separate components, but rather as interwoven traits making up the precinct so that an unusually high and rare degree of social significance can be ascribed to this area'.

The history and social significance of Millers Point to the local residents, both current and former, has been demonstrated in the recent Art & About 2011 project *Unguarded Moments*.

Rarity (SHR Criteria f)

Millers Point is of 'state significance as a rare, if not the only, example of a maritime harbourside precinct that contains evidence of over 200 years of human settlement and activity that spans all historical phases in Australia since 1788. … The precinct is conceivably unique in Australia because of a strong sense of cohesion facilitated by a range of complementary architectural, structural, physical and social elements. The maintenance of both original fabric in a more or less intact state, and the successive generations of Millers Point residents, allows for a degree of rarity and authenticity that is unmatched on a national scale. …'.[17] The community identity attached to the place name of Millers Point is part of this significance.

[15] 'A suburb with a story to tell', *Heritage NSW*, Autumn 2004, p.8.
[16] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[17] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.

Dawes Point place name history and heritage assessment

History

The Aboriginal name for the point is Tar-ra. This is recorded by cartographers as early as 1807.[18]

By early July 1788 Lieutenant William Dawes had begun construction of an observatory on what is now Dawes Point. The battery constructed on this point was known as Dawes Battery.

The point was referred to as Point Maskelyne in 1800 in government dispatches. Governor Hunter named it at Dawes' request after his patron the astronomer royal, Rev. Dr Nevil Maskelyne. [19]

The name of Dawes Point was utilised as early as 1800 in government dispatches and 1804 in the *Sydney Gazette*.[20] The name of Dawes Point has been recorded by cartographers from at least 1831.[21] The name has been in continual use for at least 212 years.

William Dawes (1762-1836), was an officer of marines, scientist and administrator who volunteered for service with the First Fleet. Dawes constructed the first batteries on the points protecting Sydney Cove and can lay claim to being the nation's first scientist. He was an astronomer, as well as an engineers and surveyor. He built an observatory on the point and spent much time making observations, although the comet which the Board of Longitude asked Dawes especially to observe did not appear. Dawes lived on the point while in the colony from 1788-91.

Dawes is also recognised for the cross-cultural interactions he had with the Gadigal people. William Dawes befriended a young Aboriginal woman called Patyegarang, who taught him her language. When Governor Phillip ordered his first punitive raid against the Aboriginal people Dawes took part reluctantly, but later was critical of it and expressed regret for taking part. This incensed Phillip. He appointed Dawes as engineer in 1791, but only on the proviso that Dawes apologised for these sentiments. Dawes refused, and was consequently sent home.

Dawes recorded aspects of the Sydney language that he learnt in notebooks that have survived to the present day. His works *Grammatical forms of the language of N.S.Wales in the neighbourhood of Sydney* and *Vocabulary of the Language of N.S.Wales in the neighbourhood of Sydney* are both held in the School of Oriental and African Studies in London. The notebooks have been digitised and transcribed and are available online: www.williamdawes.org

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[18] James Meehan, 'Plan of the Town of Sydney in New South Wales, 31 October, 1807', Mitchell Library, State Library of NSW. Reproduced in Paul Ashton and Duncan Waterson, *Sydney takes Shape: A history in maps,* Hema Maps, Brisbane, 2000.

[19] *Historical Records of New South Wales,* Return of public buildings, September 25, 1800, p.152; Phyllis Mander-Jones, "Dawes, William (1762-1836)", Australian Dictionary of Biography, National Centre of Biography, Australian National University, adb.anu.edu.au/biography/dawes-william-1968/text2377, accessed 16 March 2012.

[20] *Historical Records of New South Wales*, Return of Guns and State of the Batteries at Sydney, October 1, 1800, p.198; THE ANNIVERSARY OF HER MAJESTY'S BIRTH. (1804, January 22). *The Sydney Gazette and New South Wales Advertiser*, p. 3. Retrieved March 16, 2012, nla.gov.au/nla.news-article625994

[21] Hoddie, Lanner and Mitchell, 'Map of the Town of Sydney, 1831', State Records NSW. Reproduced in Paul Ashton and Duncan Waterson, *Sydney takes Shape: A history in maps,* Hema Maps, Brisbane, 2000.

The formation of the Sydney Harbour Trust in 1901 gave planning control to a government agency and enabled the wholesale resumption and rebuilding of wharfage, workers' houses, pubs and businesses. This had both a positive and negative effect of the communities between Dawes Point and Millers Point. Negatives include relocation of some families, control taken away from municipal government (and thus lobbying power of community to local aldermen in their ward). Positives included public housing and reinvigoration of maritime wharves.

The Geographical Names Board was formed in 1966. In response to the growing use of East Rocks and West Rocks in the early 1970s, the Geographical Names Board attempted to define the boundaries of The Rocks and Millers Point. There were different understandings and definitions of The Rocks, Millers Point and Dawes Point amongst the Council, the local community, the Sydney Cove Authority, and the Maritime Services Board. Attempts to subsume Millers Point and/or Dawes Point under The Rocks were publicly and actively fought. The Geographical Names Board received objections from the Royal Australian Historical Society, the National Trust, the First Fleeters Association, and a considerable number of local residents that Dawes Point was being subsumed within The Rocks.[22]

Dawes Point was designated by the Geographical Names Board as a neighbourhood in 1975, thereby formally recognising a name that had been in use (at that time) for at least 175 years. The neighbourhood was defined and assigned as a suburb 16 April 1993.[23]

The dual naming of the point as Dawes Point / Tar-Ra was assigned by the Geographical Names Board 18 October 2002.[24]

In 2003 Millers Point and Dawes Point were listed on the State Heritage Register as a village precinct in recognition of the history and social values of this community as well as their heritage buildings.[25] This state heritage listing was driven by the local community and was the first time an entire precinct or community has been listed. At the announcement of the listing, the NSW Assistant Planning Minister, Diane Beamer, described it as 'probably the most significant historic urban place in Australia'.[26]

Heritage assessment of place name – Dawes Point

Historical significance (SHR Criteria a)

The name of Dawes Point strongly relates to the early white history of the area. The name has been in continual use for at least 212 years.

Dawes Point was designated by the Geographical Names Board as a neighbourhood in 1975, following community lobbying that they were a separate community to The Rocks. The identity and place name of the community was further cemented when the neighbourhood was re-defined and assigned by the Geographical Names Board as a suburb on 16 April 1993. This formalised the history and continuity of the place name of Dawes Point.

[22] City of Sydney Archives: CRS 34 / 3066/73; P08/01360.
[23] Geographical Names Board, Geographical Names Register Extract, reference 16163.
[24] Geographical Names Board, Geographical Names Register Extract, reference 16164.
[25] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[26] 'A suburb with a story to tell', *Heritage NSW,* August 2004, pp.8-9.

The place name of Dawes Point describes and represents one of the most important heritage precincts in Sydney, and indeed in Australia. The place has a proud maritime history. Maritime workers have lived and worked here for generations. There are important historical links between the former wharves, the former warehouses and bond stores, and the residences on Dawes Point. Together these places form a community and historically their economic and social lives were closely intertwined.

Associative significance (SHR Criteria b)

The name of Dawes Point commemorates William Dawes (1762-1836), officer of marines, scientist and administrator. Dawes constructed the first batteries on the points protecting Sydney Cove and can lay claim to being the nation's first scientist.

Dawes Point as a place also has historical associative significance for the cross-cultural interactions William Dawes had with the Gadigal people. William Dawes befriended an Aboriginal woman called Patyegarang, who taught him her language. The Gadigal people visited Dawes at his observatory.

Social significance (SHR Criteria d)

The place name Dawes Point has strong social significance for the local residents and history community. The community has a history of protecting the place name and their identity for over 40 years.

In response to the growing use of East Rocks and West Rocks in the early 1970s, the Geographical Names Board attempted to define the boundaries of The Rocks and Millers Point. The Dawes Point community objected to being subsumed into The Rocks neighbourhood as proposed by the Geographical Names Board. They strongly argued they were a distinct community with important historic associations.

The dual naming of Dawes Point / Tar-Ra is another demonstration of the significance of this place name and its relationship to the traditional Aboriginal place name.

The residents of Millers Point and Dawes Point are firmly committed to the preservation of their suburbs' unique character. It was through their efforts that Millers Point and Dawes Point were listed on the State Heritage Register on 28 November 2003 – the first time an entire precinct has been listed.[27]

The history and social significance of Dawes Point to the local residents, both current and former, has been demonstrated in the recent Art & About 2011 project *Unguarded Moments*.

Rarity (SHR Criteria f)

Dawes Point is of 'state significance as a rare, if not the only, example of a maritime harbourside precinct that contains evidence of over 200 years of human settlement and activity that spans all historical phases in Australia since 1788. …The precinct is conceivably unique in Australia because of a strong sense of cohesion facilitated by a range of complementary architectural, structural, physical and social elements. The maintenance of both original fabric in a more or less intact state, and the successive generations of Millers Point residents, allows for a degree of rarity and authenticity that is unmatched on a national scale. …'.[28] The community identity attached to the place name of Dawes Point is part of this significance.

[27] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.
[28] State Heritage Register, Millers Point and Dawes Point Village Precinct, Listing number 01682; Gazette Date 28 November 2003.

Walsh Bay place name history and heritage assessment

History

The crescent-shaped bay between Dawes Point and Millers Point does not appear to have had any distinguishing name until the name Walsh Bay was bestowed upon it in 1919. Prior to the naming, the wharves were referred to by the name of the company that used the wharf (i.e. Dalgety's), Millers Point or Dawes Point. The Sydney Harbour Trust described and referred to the new wharfage in the bay in documentation as the wharfage Dawes to Millers Point or Dawes Point to Millers Point.[29]

The integrated port precinct comprising wharves, shore sheds, bond stores, bridges and roads was engineered and constructed by the Sydney Harbour Trust between 1906 and 1922.

The bay was named in 1919 following the retirement of Henry Deane Walsh, Engineer-in-Chief of the Trust, 1901-1919. Early renderings of the name appear as Walsh's Bay, however Walsh Bay appears to have been the nomenclature adopted by the Sydney Harbour Trust. The name Walsh Bay has been in continual use for 93 years. [30]

Walsh was the first Engineer-in-Chief and later one of Commissioners of the Sydney Harbour Trust. Walsh came to Australian in 1876 and joined the Public Works Department. For the greater part of his 41 years' service as a public servant he was engaged on harbour engineering work. His first appointment was resident engineer at Newcastle, and within 10 years rose to the position of district engineer. In 1892 Walsh was appointed to the Hunter District Water Supply and Swerage Baord, and in 1896 became its president. In 1901 Walsh joined the Sydney Harbour Trust as the Engineer-in-Chief. He was responsible for re-designing the wharfage between Dawes Point and Millers Point (subsequently called Walsh Bay), and the wharfage at Jones Bay. He designed and built Dalgety's wharf and Millers Point. Walsh was appointed a Commissioner of the Sydney Harbour Trust in January 1913, retiring in October 1919 due to ill health.[31]

According to his obituary in the *Sydney Morning Herald*, both Walsh Island in the Hunter River at Newcastle and Walsh Bay in Sydney were named in recognition and appreciation of his contribution to harbour engineering.[32]

Hickson Road, which was created by the Sydney Harbour Trust as part of the redevelopment of the wharves, is named after another Trust figurehead, R R P Hickson, President of the Sydney Harbour Trust in 1901-12.

The berths and wharves at Walsh Bay became known as the Walsh Bay wharves, but this does not negate the understanding that they are part of the Millers Point and Dawes Point communities.

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[29] P R Stephensen, The History and Description of Sydney Harbour, p.156;

[30] Sydney Harbour Trust Commissioners' 19th Report being for the year ended 30th June 1919, Government Printer 1919; NEW WHARFS (1919, November 17). *The Sydney Morning Herald*, p. 6. Retrieved March 7, 2012, from /nla.gov.au/nla.news-article15873127;NOTED ENGINEER.(1921, August 30). *The Sydney Morning Herald*, p. 7. Retrieved March 7, 2012, from nla.gov.au/nla.news-article28087982

[31] NOTED ENGINEER. (1921, August 30). *The Sydney Morning Herald*, p. 7. Retrieved March 7, 2012, from nla.gov.au/nla.news-article28087982; Sydney Harbour Trust Commissioners' 19th Report being for the year ended 30th June 1919, Government Printer 1919.

[32] NOTED ENGINEER. (1921, August 30). *The Sydney Morning Herald*, p. 7. Retrieved March 7, 2012, from /nla.gov.au/nla.news-article28087982;

Walsh Bay was officially designated a Bay by the Geographical Names Board on 19 November 1976.[33]

Sydney Regional Environmental Plan (SREP) No 16 - Walsh Bay was gazetted on 16 June 1989. This planning control paved the way for master planning for the commercial redevelopment of the wharves and shore sheds by redefining the permissible uses, establishing a conservation zone and adopting planning controls for the adaptive re-use, alteration and demolition of the wharves. The City of Sydney was the consent authority under the SREP. This superseded the permanent conservation order previously placed on the structures.

The Walsh Bay Wharves Precinct is listed on the State Heritage Register. The listing recognises the technological and historical significance of the wharves as early 20th century port infrastructure. However, the wharves' historical significance is also recognised as being contextual and related to the Millers Point and Dawes Point areas and it is clearly stated in the listing that 'as a heritage item Walsh Bay is integral with Millers Point' and reference made to the conservation area listing for contextual significance.[34]

The Walsh Bay Development (Special Provisions) Act 1999 was assented to on 31 May 1999 and came into effect immediately. This piece of legislation reinforced the severing of the wharves, foreshore and associated store structures from Millers Point and Dawes Point for redevelopment purposes. It defined the Minister as the consent authority (not the city council) and excised the area from provisions of the NSW Heritage Act.

In 2005 the REP was amended to define Walsh Bay as State Significant Development, reinforcing the government's control over the wharves.

Heritage assessment of place name – Walsh Bay

Historical significance (SHR Criteria a)

The bay was named Walsh Bay in 1919. Prior to this time, it appears the bay was not specifically named. Walsh Bay was officially designated a Bay by the Geographical Names Board on 19 November 1976. The name for the bay has been in continual use for 93 years.

These wharves are known as the Walsh Bay wharves, but this does not negate the understanding that they form part of and are historically connected to Millers Point and Dawes Point. The wharves' heritage significance is tied to these suburbs.

Associative significance (SHR Criteria b)

The bay was named Walsh Bay in 1919 in recognition of H D Walsh, who was the Chief Engineer of the Sydney Harbour Trust and the driving force behind the early 20th century re-construction of the wharves in Sydney Harbour. Both Walsh Island in the Hunter River at Newcastle and Walsh Bay in Sydney were named in recognition and appreciation of H D Walsh's contribution to harbour engineering over 41 years' service.

Social significance (SHR Criteria d)

The wharves are doubt often referred to as the Walsh Bay wharves, but they have always been part of, and serviced by, the suburbs of Millers Point and Dawes Point. The wharves' heritage significance is tied to these suburbs.

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[33] Geographical Names Board, Geographical Names Register Extract, reference 62431.
[34] State Heritage Register, Walsh Bay Wharves Precinct, Listing number 00559; Gazette Date 2 April 1999.

Comparative significance of Millers Point, Dawes Point and Walsh Bay

Walsh Bay, with its associated wharves, shore sheds and port infrastructure has its own heritage significance; however its significance is related to and enhanced by its relationship to the suburbs of Millers Point and Dawes Point. This is recognised in the wharves' State Heritage Register listing. The finger wharves are known as the Walsh Bay wharves, but this does not negate the understanding that they are, and have always been, part of Millers Point and Dawes Point.

In a similar way the wharves at Jones Bay, Pymont (also built by the Sydney Harbour Trust in the early twentieth century) may have been known as the Jones Bay Wharves but have always been connected to and part of the suburb of Pyrmont.

Dawes Point and Millers Point have greater longevity in useage, both dating from the early nineteenth century. Dawes Point as a name has been in continual use for 212 years, and Millers Point in continual use for 187 years. In comparison, Walsh Bay dates from 1919 and has been in use to describe the bay for 93 years.

Impact of proposed name change on Millers Point and Dawes Point

Over the last 40 years, Dawes Point and Millers Point have been subject to numerous onslaughts and subdivisions that diminish the suburbs' boundaries as well as the identity of the community. These attacks on the place names and community identity show a lack of respect or understanding for the area's history and its state heritage significance.

- 1901-1930s - Sydney Harbour Trust

- 1968 - Sydney Cove Redevelopment Authority (SCRA) created

  SCRA was created by an act of parliament and vested 53 acres into control of government agency to redevelop The Rocks area. This divided the communities of The Rocks, Millers Point and Dawes Point.

- 1971 - Green Ban on The Rocks

  Residents of The Rocks, Millers Point and Dawes Point muster with the unions in community action to question and halt the redevelopment and demolition of The Rocks.

- 1960s-70s - Use of the term East Rocks and West Rocks

  Recognition of The Rocks area as a distinctive planning area led to a bleeding of terms. While the 1971 City of Sydney Strategic Plan recognised the heritage values of Millers Point, in planning precinct terms the area started to be called the West Rocks. The West Rocks Action Plan No.29 (1976) covered the localities of Millers Point and Dawes Point including the wharves at Walsh Bay and Darling Harbour.

  The term West Rocks was objected to by locals who were anxious to distance themselves from the development push happening in The Rocks. The Geographical Names Board, concerned at the trend, initiates consultation on defining Millers Point and The Rocks.[35]

- 1973-75 - Geographical Names Board definition of neighbourhoods

[35] City of Sydney Archives: CRS 34 3066/73.

In response to the growing use of East Rocks and West Rocks, the Geographical Names Board attempts to define the boundaries of The Rocks and Millers Point. There were different understandings and definitions of The Rocks, Millers Point and Dawes Point amongst the Council, the local community, the Sydney Cove Authority, and the Maritime Services Board. Attempts to subsume Millers Point and/or Dawes Point under The Rocks were publicly and actively fought. The GNB received objections from the Royal Australian Historical Society, the National Trust, the First Fleeters Association, and a considerable number of local residents that Dawes Point was being subsumed within The Rocks.

- 1975 - Gazettal of neighbourhoods

Dawes Point, Millers Point and The Rocks proclaimed in Government Gazette as neighbourhoods, 24 January 1975.[36]

- 1975 - Fort Street Girls High School

Fort Street Girls High School relocates to rejoin its male counterpart in Petersham. It had been on the site since 1849. The site becomes headquarters of National Trust of Australia (NSW).

- 1980s-90s - Marketing of The Rocks by Sydney Cove Authority (SCA) / Sydney Harbour Foreshore Authority (SHFA)

The marketing of The Rocks as a heritage and tourist precinct has bled across into Millers Point and Dawes Point. While initial signage by the SCA distinguished between the suburbs, later signage and promotions claimed landmarks (e.g. Garrison Church, bus terminus) as being within The Rocks. Local concerns have continued into the 2000s, with the Millers Point-Dawes Point Resident Action Group investigating the development their own tagline to brand Millers Point and define boundaries.

- 1993 - Gazettal of suburbs

Dawes Point and Millers Point are defined as suburbs (NSW Government Gazette no. 36 on 16 April 1993) as part of an attempt by the Geographical Names Board to define all suburbs in NSW.[37]

- 1990s-2000s - Real Estate marketing / gentrification

E.g. complaint by a Millers Point resident, 24 June 1994, that the Highgate apartments were advertising as 'Observatory Hill' when the area is actually 'Millers Point'. The resident specifically wrote to the Council because he was 'concerned at the future erosion / total loss of the name 'Millers Point' to a more "trendy" alternative'. He argued that 'Millers Point is a historical community and it should not be allowed to lose its past identity' and he specifically asked for his complaint to be put on file (not just noted).[38]

This is one specific example. But it is an ongoing problem, across the LGA.

- 1999 - *Walsh Bay Development (Special Provisions) Act 1999*

This piece of legislation effectively divided Walsh Bay from Millers Point for redevelopment purposes and defined the Minister as the consent authority. Legalised control and excised area from provisions of the NSW Heritage Act.

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[36] City of Sydney Archives: CRS 34 3066/73.
[37] City of Sydney Archives: P08/01360.
[38] City of Sydney Archives: P08/01360.

The Millers Point-Dawes Point The Rocks Resident Action Group were actively involved in consultation, feedback and lobbying on the redevelopment of the Walsh Bay wharves through the 1990s. While they were supportive of the conservation of the wharves, they were concerned about how the new built environment and new community and visitors would be connected and integrated into Millers Point, Dawes Point and The Rocks. For them it was (as it has always been) about the connections of the existing communities that lived and worked there.

- 2006 - Sell-off of public building leases in Millers Point

16 leases sold on 99-year leases by Department of Housing.

- 2007 - Barangaroo gazetted as a suburb

Barangaroo gazetted as a suburb (Gazettal 5 October 2007). A portion of wharfage associated with Millers Point community is carved away by the state government for redevelopment and the consent authority is the newly created Barangaroo Delivery Authority.

- 2010-12 - Department of Housing

More properties in Dawes Point and Millers Point are being sold on 99-year leases by Department of Housing.

The above timeline provides an overview of the ongoing pressure on the community and suburb identities of Dawes Point and Millers Point for the last 40 years.

The place names of Dawes Point and Millers Point have been in continual use for over 212 and 187 years respectively. These communities are listed on the State Heritage Register for their history and continuity of community identity.

Creating a new suburb of Walsh Bay would slice off part of the suburb of Dawes Point and Millers Point. The historic place names would still exist as suburbs, but in diminished form. But the impact of a new suburb name Walsh Bay on the heritage place names of Millers Point and Dawes Point goes beyond the physical. The community's identity and maritime heritage is entailed by the names of Dawes Point and Millers Point. These values would be metaphorically severed by creating a new suburb of Walsh Bay. To re-name a portion of Millers Point and Dawes Point as the suburb of Walsh Bay would undermine the heritage values of this state listed precinct -- diminishing the historical associations, social values and meanings of these place names.

The redevelopment of the Walsh Bay wharves does not justify the removal or curtailment of the traditional nomenclature of the suburbs, which have been assessed as being of state significance.

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