

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (a) - Historical Significance			
Description			
An item is important in the course, or pattern, of NSW's cultural or natural history (State significance); OR An item is important in the course, or pattern, of the local area's cultural or natural history (Local Significance)			
National Trust Nomination Justification		Heritage NSW Commentary	
<ul style="list-style-type: none"> The nomination argues that the Ultimo Power House is potentially of State historic significance as the first large state-owned electricity generating station in NSW and the original generating station for the supply of electricity to power the tramway network in Sydney. It was the site where most of the major technological advancements in electrical generation, including steam turbines and large scale alternating current generation were trialled by NSW electricity authorities. 		<p>While the size and nature of the spaces demonstrate the historic use of the buildings to some extent, the historic electricity generating equipment is no longer in place. It was removed when the building was adapted as the Power House Museum in c1988. What remains are only the shells of the buildings with their architectural detailing. The site by its location and association provides the historical link to its former use.</p> <p>This Criterion is supported.</p>	
Cracknell Lonergan Architects Review Response			
<p>Our office broadly accepts the commentary of the National Trust and the additional comments of the Heritage NSW. It is accepted that there are many secondary and primary resources which identifies the Ultimo Power House and its history to the development of infrastructure and electricity development in Sydney. It is also noted that the site appears on the Engineers Australia Heritage Register for precisely these reasons. In our review of physical fabric, it is noted that the site has been substantially altered, including demolition of the smoke stacks, as well as the removal of much of the interior fabric (eg. electric generators) has made the connection to its historical past more tenuous.</p> <p>It is generally accepted that what remains of the original power house are primarily the shells of buildings, with substantial additions made in the 1980s to transform the site into the Powerhouse Museum of the MAAS. Whilst there is nothing inherently incorrect in the approach of adaptive reuse of historical structures, it is to be noted in our assessment that the extent to which the powerhouse structure has been changed does not make it immediately evident to the general public, the history and significance of the site. In particular, physical elements which may be associated with power stations, in particular, the smoke stacks and generators are obviously absent from the site. Furthermore, the lack of visual connections to the old tram network (much of which has also been lost) makes evidence of how the powerhouse is linked to the development of infrastructure of Sydney more a documentary record than a physically preserved mis-en-scene within this site and its context, limiting the ability for interpretation.</p> <p>Overall, whilst it is accepted that the site merits its existing listing at a local level under this criterion, further interpretation and improved exhibition of the historic significance of the site is advisable, and is discussed in the recommendations section of this report. The lack of more tangible and evident historical linkages to the wider context and the damage to major physical components of the original powerhouse indicates that the integrity of the site has been adversely affected and would not pass the threshold for a State Listing.</p> <p>It is noted that the existing Local listing recognises this criteria as part of the reason for its heritage significance.</p>			
Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Shows evidence of a significant human activity	YES AT A LOCAL LEVEL ONLY	Demonstrates historic development of the site, including remnant architecture of the old tram power house (though the interiors are substantially altered). The 1980s additions represents key additions from the era of post-modernist Sydney architecture and the adaptation of the building to house the collection of the Museum of Applied Arts & Sciences (MAAS).

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ii.	Is associated with a significant activity or historical phase	YES AT A LOCAL LEVEL ONLY	The site is remnant of old infrastructure of tram networks which wandered through the city, though, due to substantial alteration and removal of significant interior fabric (eg. Old engine rooms etc) the connection with historical activities and development of the city is not immediately apparent from merely viewing or walking through the building. The 1980s additions represents an adaptation of remnant historical fabric for new uses.
iii.	Maintains or shows the continuity of a historical process or activity	YES AT A LOCAL LEVEL ONLY	Demonstrates the ongoing transformation of the city and the regeneration of buildings as times change and required functions for buildings change. The site represents the change from tram power house to museum over the course of approximately one hundred years.
Exclusions			
iv.	Has incidental or unsubstantiated connections with historically important activities or processes	YES	There were periods of disuse between the decommissioning of the station in the 1960s and its new museum use in the 1980s. The locality has changed substantially, affecting the ability to interpret the original fabric within a particular context. Extensive loss of fabric has also adversely affected the ability to relate and identify historical connections.
v.	Provides evidence of activities or processes that are of dubious historical importance	NO	As discussed previously, there are substantiated links to the historic development of the city.
vi.	Has been so altered that it can no longer provide evidence of a particular	YES	It can be reasonably contended that the visibility of the 'tram power house' has been substantially diminished, both by the 1980s conversions and by the removal of interior fabric. The poor interpretation of three chimney structures externally affects the reading of the site as a landmark and is a loss of the fundamental identifying feature of the building's shell as a 'power station'. The alterations and subsequent surrounding development, with the exception perhaps of the Goods Line, provides little immediate or apparent connection to the historical infrastructure development of the city and does not immediately cast light on why the site is known colloquially as the 'Powerhouse Museum'.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (b) - Associative Significance

Description

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (State significance)

OR

An item has strong or special association with the life or works of a person, or groups of persons, of importance in the cultural or natural history of the local area. (Local significance)

National Trust Nomination Justification

- The nomination argues that the Ultimo Power House is potentially of State significance for its association with the Museum of Applied Arts and Technology, the principal museum of technology, manufacturing, science and craft in NSW and retains the aesthetic and cultural associations of this museum dating back to the International Exhibition in the late nineteenth century.

Heritage NSW Commentary

The nomination has not identified a person or group of people with which the building is associated although it may indicate that the association is made through the historic collection and the adaptive use of the site since 1988. The collection is undoubtedly of State heritage significance, making the group of curators, conservators and administrators who established and continued to enlarge the collection, the point of significant association. The nomination does not include the collection.

This Criterion is not supported.

Cracknell Lonergan Architects Review Response

In accordance with the criterion, the threshold for inclusion on the basis of association is 'strong or special'. In our review of this criteria, which will share many aspects with criteria (d) social significance (assessed subsequently), we have found that the threshold for inclusion on the basis of 'association' cannot be supported.

Whilst there is no dispute in regards to the MAAS's collection as being of State heritage significance, if not national significance, a question necessarily arises as to whether its location at this Ultimo Power Station site (which dates only from 1988) merits 'strong or special' association between the MAAS (as a group - collection / curators) and the site (Ultimo Tramways Power House) merits listing at a State level. It is our assessment and considered view, based on the guidelines for inclusion and exclusion that the adaptive use of the site since 1988 does not, in and of itself, warrant listing at the state level for associative significance. Furthermore, it is an established fact that the collection of the MAAS has, over the course of its history, been moved from various sites and has undergone significant historical change and enrichment. From its origins in the Garden Palace (now Royal Botanical Gardens) in the late 19th Century, to its occupation as the The Technological Museum in 'The Muse' (now Ultimo TAFE College Building C), to its site at the Powerhouse today, along with its satellites at Castle Hill and Observatory Hill, these multiple changes in time, demonstrates that the museum's collection has had various associations to various sites throughout the city and therefore, is not specifically and uniquely tied to one particular place within Sydney.

It is necessary to recognise and it is accepted that key objects within the MAAS collection were, as part of the 1988 transformation of the Ultimo Power House, specifically integrated into the 'journey' or spaces of the museum. Such items include (but are not limited to), the integration and demonstrations associated with the Burton & Watt Engine and the platform entry to the Locomotive No. 1 Train as two major exhibits within the Ultimo MAAS site. In spite of the specific integration of these important artefacts (with their own embodied historical and cultural significance) into the fabric of the 1988 adaptive reuse, they are, in and of themselves, not a sufficient direct association between the museum's collection and the Ultimo Powerhouse site to a level of association which would warrant listing at the state level.

As an alternative consideration for associative significance, an argument may be better forwarded that the site possesses special or strong association with the historic tramways of Sydney, and thus the old industrial working class and transport community of Sydney. As discussed in criterion (a) however, the substantial alterations made to the original interiors, including removal of highly significant industrial artefacts (boilers, chimney stacks, machinery) has substantially altered and adversely impacted the ability to visualise and associate the site with its historical association to electricity generation in NSW. Finally, it should be noted that any argument which seeks a listing on the associative significance of the industrial working class and transport community of Sydney would not include the 1988 additions, as the associative significance pre-dates these additions.

It is noted that the existing Local listing recognises this criteria as part of the reason for its heritage significance.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (b) - Associative Significance

Description

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (State significance)

OR

An item has strong or special association with the life or works of a person, or groups of persons, of importance in the cultural or natural history of the local area. (Local significance)

Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Shows evidence of a significant human occupation	YES AT A LOCAL LEVEL ONLY	The subject site's scale and form suggests historical association with the city's industrial past, but the association is not specific enough to warrant state listing on the grounds of criteria (b)
ii.	Is associated with a significant event, person, or group of persons	NO	Whilst an argument can be made that it is more recently associated with the MAAS and its collection, the history of the collection's movement across Sydney and the view of the MAAS as being a collection of museums spread across different fields of design and at different sites across the city makes a specific association as a group to this one specific site a difficult argument to support as 'strong or special'.
Exclusions			
iii.	Has incidental or unsubstantiated connections with historically important people or events	YES	In reviewing the history of the MAAS's collection and in the history presented previously, it is argued that the association of this particular 'group' to the subject site is incidental and not immediately part of the significant historical development of the Ultimo Museum site.
iv.	Provides evidence of people or events that are of dubious historical importance	NO	There is no dispute regarding the people (generally) who have lived and worked in the vicinity of the Ultimo Power House site. This association is however a more general one related to the overall development of infrastructure of NSW and not specific to this site alone. Similarly, the association of the MAAS collection with this site commences only in 1988, and is not, in and of itself, a substantial association which would warrant listing under this criteria.
v.	Has been so altered that it can no longer provide evidence of a particular association	YES	As previously identified, an additional argument for this criteria could be the association of working class men involved in the transport history of Sydney and the development of electricity generation. This has however been substantially and adversely impacted by the many alterations to the original Ultimo Power Station which makes this connection less immediately recognisable.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (c) - Aesthetic Significance

Description

An item is important in demonstrating aesthetic characteristics and/or technical achievement in NSW (State significance)
OR
An item is important in demonstrating aesthetic characteristics and/or technical achievement in the local area (Local significance)

National Trust Nomination Justification

- The nomination argues that the power station buildings are potentially of State heritage significance as a landmark group of buildings relating closely to the visual and architectural industrial context of the area. The Boiler House was historically one of the largest brickwork structures in the State.
- The nomination argues that the group is potentially of State heritage significance for its successful reuse as a Museum and for the successful integration of old and new buildings with the new building being awarded the Sulman Medal by the RAIA in 1988 in recognition of its architectural adaptive reuse.

Heritage NSW Commentary

A case may be able to be argued that the Boilerhouse specifically is of State significance as the largest brick built structure in the State and has local landmark qualities. Heritage NSW supports a view that the combined heritage building elements retain a landmark value that speak to the era of large scale industrial technology and development and that it is of a bulk, commensurate with the White Bay Power Station, that elevates its rating against this criterion.

The c1988 museum building is not part of the nomination in its current form, however its award-winning qualities are mentioned in the nomination. The Nominator has made no substantive argument on the aesthetic merits of the 1988 design to demonstrate a level of State significance. Heritage NSW has reviewed the comparative architectural responses and notes the retention of the expansive Australian National Maritime Museum (Philip Cox 1988-1991), and the Heritage Council's determination not to list the former Sydney Convention and Exhibition Centre (Philip Cox Richardson Taylor Partners, a much more extensive example of the architectural style which also won a 1989 Sulman Award by the architectural profession. The nomination has not attempted to demonstrate a State heritage value to the architectural expression of the 1988 Power House museum or any comparative assessment of the building within the corpus of the NSW Government Architect J. Thompson or design Architect Lionel Glendenning. Glendenning himself recently classified his work as 'tired' <https://www.abc.net.au/news/2019-01-20/lionel-glendenning-1/10730242>. A preliminary assessment of the work of Glendenning has not suggested a prolific or influential architectural presence emanating from his contractual work at the MAAS site, or it forming an important marker in postmodern design.

This Criterion is partly supported in relation to the landmark values of the heritage components only.

Cracknell Lonergan Architects Review Response

Having reviewed the fabric of the original powerhouse building, alongside the additions made in 1988, it is our assessment that a listing under this criterion is partially supported. Our view is that whilst the 1988 additions are an example of adaptive architecture and it is accepted that the project is a Sulman Award winning project, its aging, subsequent alterations and inflexible design makes potential for future re-adaptation problematic. Furthermore, as identified in Heritage NSW commentary, the original architect has himself classified the work as 'tired' which suggests there are accepted issues of the building which fundamentally does not make it a 'significant' or 'important' example of architecture from the 1980s. It is therefore concluded that the 1988 additions do not merit aesthetic significance at the State level.

It is noted that the existing Local listing recognises this criteria as part of the reason for its heritage significance.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (c) - Aesthetic Significance

Description

An item is important in demonstrating aesthetic characteristics and/or technical achievement in NSW (State significance)
OR
An item is important in demonstrating aesthetic characteristics and/or technical achievement in the local area (Local significance)

Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Shows or is associated with, creative or technological innovation or achievement	YES AT A LOCAL LEVEL ONLY	Whilst the proposal shows clear innovation in the concept of adaptive architecture and demonstrates the re-purposing of a historic building (powerhouse building) with new additions to suit the needs of the MAAS at the time, it is not of an architectural aesthetic significance to warrant listing at the State Level.
ii.	Is the inspiration for a creative or technical innovation or achievement	NO	As per response above.
iii.	Is aesthetically distinctive	YES AT A LOCAL LEVEL ONLY	<p>The Federation boilerhouse and powerhouse fabric, which are subject to an existing local listing are identified as being aesthetically distinctive for its form and scale, as well as demonstrating the Federation Industrial architectural style.</p> <p>The 1988 additions in the post-modernist style, though possessing some distinctive features such as an oval extruded form, are not considered to be significant innovation of the style and does not warrant a listing on the State level.</p> <p>The substantial loss of exterior and interior fabric to the original powerhouse structures, in particular the loss of the chimney stacks, severely impacts the ability to differentiate the powerhouse from a generic industrial building, thus, diminishing its aesthetic significance. Comparison to the White Bay power station which is highly intact, for example, would suggest that very little original fabric at the Ultimo powerhouse remains, further compromising its aesthetic distinctiveness.</p> <p>It is my opinion that the significant loss of the powerhouse's key aesthetic distinctive characteristics adversely impacts the ability for it to be listed on these inclusion grounds at a State Level.</p>

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NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (c) - Aesthetic Significance

Description

An item is important in demonstrating aesthetic characteristics and/or technical achievement in NSW (State significance)
OR
An item is important in demonstrating aesthetic characteristics and/or technical achievement in the local area (Local significance)

iv.	Has landmark qualities	NO	<p>The collection of buildings which form the powerhouse buildings from the Federation period is of a bulk and scale which illustrates industrial development both of the precinct and represents a significant development in the history and progress of Sydney. As the largest brick building in NSW, the boiler house provides a sense of scale and grandeur as a landmark.</p> <p>The landmark qualities of the site are obscured by contemporary development in the locality, which overshadows the site. The landmark qualities are also diminished by the demolition of smokestacks which once formed part of the building fabric. Critical components which would have clearly identified the site as a local landmark in terms of its height bulk and scale have been severely diminished by the demolition of original fabric, the loss of interior fabric and other adverse changes to the buildings to a level where it would not be immediately apparent that the site was once an industrial 'powerhouse' if not for the site's naming or specialist knowledge of architecture.</p>
v.	Exemplifies a particular taste, style or technology	NO	<p>The original structures on the site are representative of the Federation era of predominantly brickwork construction and is capable of demonstrating some characteristics of the style of the era. Substantial alterations to the fabric over the years has however diminished the building's ability to represent the significant characteristics of the style at an intact level, but nevertheless, the style is recognisable.</p> <p>The 1988 additions are indicative of a creative interpretation of ideas and approaches to adaptation and once upon a time, identifiable as part of the 1988 bicentenary projects littered across Darling Harbour. Many of these other structures have been demolished due to technological and functional obsolescence. The structures from 1988 indicate the post-modernist structuralist approach to architecture but it is not a leading example of architecture from this period.</p>
Exclusions		Cracknell Lonergan Recommendation	
vi.	Is not a major work by an important designer or artist	NO	<p>The work is noted to have been a Sulman Award winning work by the NSW Government Architect's Office. As discussed in other sections of this assessment however, it is not an exemplary work by the GAO in comparison to other listings of works by the office and as discussed for various reasons, the qualities of the adaptation has lost its integrity and does not warrant a listing at the State Level.</p>

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (c) - Aesthetic Significance

Description

An item is important in demonstrating aesthetic characteristics and/or technical achievement in NSW (State significance)
OR
An item is important in demonstrating aesthetic characteristics and/or technical achievement in the local area (Local significance)

vii.	Has lost its design or technical integrity	YES	<p>Significant alterations as part of the 1980s additions have actually had an adverse impact upon the design and technical integrity of the original powerhouse buildings. Its aesthetic qualities are particularly impacted by the demolition and poor interpretation of the original chimneys, arguably one of the most distinguishing features of industrial powerhouse buildings from that era.</p> <p>The 1980s additions, though clearly of the period of post-modernism, does not demonstrate a degree of design or technical prowess which would, in comparison to other state listed buildings, warrant a listing at a State Level. The later additions to the original intention of the 1980s addition, including the filling in of significant high volume spaces has further eroded the original intent of the adaptive reuse and adversely impacted the overall reading and integrity of the building.</p>
viii.	Its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded	YES	As per response supplied above.
ix.	Has only a loose association with a creative or technical achievement	YES	<p>Federation Structure</p> <p>The Federation structures have a strong association to the aesthetic development of an industrial architectural style from the period, presenting innovations in large scale brick and steel frame structures. It represents a good example of creative and technical achievement local to the Ultimo/Pyrmont Area.</p> <p>1980s Additions</p> <p>The Wran Building and subsequent additions, whilst presenting an example of adaptive architecture which is creative and technically of interest, is of a loose association and does not merit a listing at the State level per previous discussions on the architectural merit, its less than successful execution and more contemporary critical assessments of the building and its relationship to site.</p>

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
FOR THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (d) - Social Significance

Description

An item has strong or special association with a particular community or cultural group in NSW (State significance);
OR

An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual (Local Significance)

National Trust Nomination Justification

- The nomination argues that the Ultimo Power House may be of potential social significance at a State level for its historic, cultural and aesthetic association with the Museum of Applied Arts and Technology dating back to the International Exhibition in the late nineteenth century. It also claims social significance for Sydneysiders for whom the Power House Museum represents an important educational and cultural institution.

Heritage NSW Commentary

A generic case may be able to be argued that the Museum has a special association with the heritage and educational community of Ultimo for whom the Museum is an important information and research repository. It is argued however that it is difficult to ascribe a State level value to this attachment, rather than a general awareness by the broader community of the museum and its remit. It is noted that the MAAS has a long and substantive connection to the buildings of its historic home in Harris Street now part of the University of Technology (UTS). The Museum's connection to the Powerhouse site only derives from 1988. Heritage NSW notes that the museum as an entity, nor the collection is nominated for SHR listing. The collection's imminent removal from the current building will break any nexus to the current site.

This Criterion is not supported at a State level.

Cracknell Lonergan Architects Review Response

In our review of available documentation on the history of the site, it is argued that the Ultimo Powerhouse cannot be supported at a state listing level for this criterion. The threshold for inclusion is 'strong or special association' and whilst it is accepted that a social attribution of the collection of the Museum of Applied Arts and Sciences is attributed to the powerhouse museum (eg. by common parlance, people call the museum the 'Powerhouse Museum' rather than the more cumbersome 'MAAS'), this alone does not pass the threshold for inclusion on a social basis.

It is accepted that the collection of the MAAS holds high social significance at an international, national and state level, but the collection's links to the specific site of the museum are less tangible. It is identified and accepted that the museum has undergone multiple moves throughout its history as the collection has diversified and as sites have become available throughout its history. As the historical overview demonstrates, the MAAS collection has moved from the site of the Garden Palace, to the now Ultimo TAFE College, to its current site as discussed in criteria (b). Thus, it can be seen that the history of the museum as tangibly linked to the powerhouse site as only existing after 1988, with the completion of the recent adaptive reuse of the site.

It must be emphasised that this alone is not an argument against the listing of the building, merely that there is insufficient tangible linkages to attribute social significance at the state level.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (d) - Social Significance

Description

An item has strong or special association with a particular community or cultural group in NSW (State significance);
OR

An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual (Local Significance)

Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Is important for its associations with an identifiable group	YES AT A LOCAL LEVEL ONLY	Only a generic case could be made for the MAAS's collection to be associated socially and specifically to the site of the Powerhouse Museum. Whilst it is accepted that some significant artefacts of the collection were specifically integrated and moved to the site with the expectation of permanent occupation of the Ultimo site, the MAAS's overall history suggests that it has had a varied and more dynamic past to different sites across Sydney, which has enriched and changed as the collection has grown and changed with the development of NSW.
ii.	Is important to a community's sense of place	YES AT A LOCAL LEVEL ONLY	As a museum space, a broad argument can be made to there being a sense of place and connection for different generations of children visiting this site. It would be argued in this circumstance however that a stronger social significance is related to the artefacts and the collection of the MAAS as a whole, rather than specific physical fabric of the buildings or its site in Ultimo.
Exclusions		Cracknell Lonergan Recommendation	
iii.	Is only important to the community for amenity reasons	NO	As a museum, part of its social significance is to supply cultural amenity to the wider community. To that end, the only a broad connection to the city can be made in terms of its social significance. It is once again emphasised that the social significance of the collection of the MAAS outweighs the specific links to this site, which is the object of this assessment.
iv.	Is retained only in preference to a proposed alternative	YES	In light of the current controversy surrounding the development of the MAAS and the proposed move of its Ultimo collection to Parramatta, an argument could be forwarded that the proposed assessment is only on the basis of a perceived adverse alternative, which is to move the focus of the collection to Parramatta.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (e) - Research Significance			
Description			
<p>An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (State significance);</p> <p>OR</p> <p>An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history (Local Significance)</p>			
National Trust Nomination Justification		Heritage NSW Commentary	
• Not Applied		Not Applicable	
Cracknell Lonergan Architects Review Response			
<p>Not at a State Level of significance.</p> <p>Some knowledge or merit derived from understanding adaptation of historic buildings for new purposes and integration between old and new fabric, but it is not of a benchmark or significance which merits a listing at the State Level.</p>			
Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Has the potential to yield new or further substantial scientific and/or archaeological information	NO	<p>There is extensive historical archival material retained both within the MAAS Collection and in the NSW State Archives which provides details and documentation on the architectural and technological components of the original powerhouse.</p> <p>Given the substantial alterations made in the 1980s as part of the adaptation of the site, the majority of technological and scientific achievements associated with the historic fabric, such as power generators, engineering design etc...has essentially been lost.</p> <p>The substantial alterations undertaken in the 1980s, including integration of new services and structures as well as excavation works suggests that there is not likely to be archaeological potential, or that such archaeological potential would have already been unearthed or destroyed in previous works.</p>
ii.	Is an important benchmark or reference site or type	YES AT A LOCAL LEVEL ONLY	<p>The subject site presents an example of Federation Industrial architecture which is important in terms of its visual scale and use of brickwork and steel construction, indicating the history of technological advancement in building from the Federation period. There are however similar and better examples both within the area and within other listed sites such as the White Bay Power Station site.</p> <p>The adaptive reuse is a reference but does not constitute an important benchmark as a type. The reasons for this have been discussed in previous sections of this assessment.</p>

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (e) - Research Significance

Description

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (State significance);

OR

An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history (Local Significance)

iii.	Provides evidence of past human cultures that is unavailable elsewhere	NO	The subject site does not provide evidence of past human cultures which are unavailable elsewhere. There is considered to be very low or no archaeological potential on the site as substantial alterations and excavation works have been conducted on the site previously as part of the 1980s construction.
Exclusions		Cracknell Lonerган Recommendation	
iv.	The knowledge gained would be irrelevant to research on science, human history or culture.	YES	Substantial archival recording and documentary history on the construction, operation and subsequent adaptation of the site have been written, explored and examined. There is not considered to be substantive additional new information and technology which would yield sufficient potential for a listing at a State level.
v.	Has little archaeological or research potential	YES	There is considered to be very low or no archaeological potential on the site as substantial alterations and excavation works have been conducted on the site previously as part of the 1980s construction.
vi.	Only contains information that is readily available from other resources or archaeological sites	NO	There are architectural features and elements which are considered unique to this particular site. However, they are not at a level of merit to warrant listing at the NSW State level.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (f) - Rarity Significance

Description

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (State significance);
OR

An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history (Local Significance)

National Trust Nomination Justification

- The nomination argues that the Ultimo Power House as one of only two of the major survivors of the city-based electrical generating stations of the early twentieth century are important physical evidence of the scale and importance of this industry.

Heritage NSW Commentary

Heritage NSW is of a view that the SHR-listed White Bay Power Station is a better example and substantially more intact, including moveable heritage elements that better tell the story of power generation in NSW.

This Criterion is not supported at a State level.

Cracknell Lonergan Architects Review Response

In reviewing the building's fabric, and in particular considering both the changes to the Federation buildings for the adaptive reuse of the site, as well as the subsequent alterations and additions made in the intervening years 1988-2019 for the Wran Building, it is the view of this report that the buildings are not intact enough to warrant significant listing under rarity. Whilst there are some elements which demonstrate historic elements and techniques of construction, particularly for the Federation structures, the ability for further interpretation is limited. This assessment agrees with the commentary of Heritage NSW that the White Bay Power Station is a more intact and more significant collection of structures which represents the NSW cultural history of development.

Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Provides evidence of a defunct custom, way of life or process	YES AT A LOCAL LEVEL ONLY	The power house is reminiscent of a period of Sydney's development where industrial coal fired stations were appropriately located within inner city areas. It also represents the electrification of the city as part of the industrial development of the city. The 1980s additions do not present evidence of a 'defunct custom, way of life or process'
ii.	Demonstrates a process, custom or other human activity that is in danger of being lost	NO	There are no specific customs or processes which are relevant directly to the site which would warrant a listing at a state level.
iii.	Shows unusually accurate evidence of a significant human activity	NO	There are no specific human activities related exclusively to the site which warrants a listing at a state level.
iv.	Is the only example of its type	NO	As identified above, the White Bay Power Station is a comparable example and is finer in quality and intactness. The 1988 additions are also part of a wider trend of adaptation of historic buildings and not in and of itself the only example of adaptation which warrants listing at a State level.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (f) - Rarity Significance

Description

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (State significance);
OR

An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history (Local Significance)

v.	Demonstrates designs or techniques of exceptional interest	YES AT A LOCAL LEVEL ONLY	There is a degree of design and technical knowledge in brick and steel construction of the Federation industrial buildings which is of interest. These techniques, whilst seen in other constructions of the era have been generally conserved appropriately at a local level and contributes to the significance of the locality and local history.
vi.	Shows rare evidence of a significant human activity important to a community	NO	There are no remnant fabrics which suggest the processes for power generation or workers of the Federation / Late-Victorian era which would warrant representation of community history and by extension a listing at a State level.
Exclusions		Cracknell Lonergan Recommendation	
vii.	Is not rare	NO	In terms of its size and scale, the site can be considered rare. It should be recognised that it is not intact and discussed in previous sections, there are unsympathetic additions and alterations which have adversely impacted the ability to interpret the history of the Ultimo Power Station. Its rarity, compromised by its low level of intactness does not warrant listing at a State level.
viii.	Is numerous but under threat	NO	As above, the site can be considered rare.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (g) - Representational Significance

Description

An item is important in demonstrating the principal characteristics of a class of NSW's Cultural or Natural Places/ Environments (State significance);

OR

An item is important in demonstrating the principal characteristics of a class of the area's Cultural or Natural Places/ Environments (Local Significance)

National Trust Nomination Justification

• Not Applied

Heritage NSW Commentary

Not Applicable

Cracknell Lonergan Architects Review Response

Whilst the National Trust nomination has not made an application under this particular criteria, it is worth noting that the existing local heritage item listing identifies this criteria as one of the reasons for its listing at a local level of significance. Therefore, it is appropriate for us to conduct a review of the merits of the site under this criteria to determine whether it should be included as part of the listing at the State Level.

Based on our assessment of the inclusions and exclusions as stated below, we would conclude that the proposed listing should be amended to include a partial listing at the State Level of Significance under Representational Significance. The existing heritage listed fabric (local), which represents the original Federation Era Power Station is of State Significance in terms of its ability to represent a fine example of Federation Industrial Architecture, is considered outstanding because of its architectural integrity and size and is held in high historical esteem in relation to the historic development of energy generation within Sydney.

Our assessment supports the listing under this criteria for the Federation portions of the site, but does not support a listing which would include the 1988 additions. As previously discussed in the review under Criterion (c) Aesthetics, the post-modern additions which formed part of the adaptive reuse of the site, whilst interesting and of some architectural merit, is not of a defining representational significance of the period or the architectural typology which warrants listing at a State Level.

It is noted that the existing Local listing recognises this criteria as part of the reason for its heritage significance.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (g) - Representational Significance

Description

An item is important in demonstrating the principal characteristics of a class of NSW's Cultural or Natural Places/ Environments (State significance);

OR

An item is important in demonstrating the principal characteristics of a class of the area's Cultural or Natural Places/ Environments (Local Significance)

Grading		Guidelines [Y/N]	Commentary
Inclusions		Cracknell Lonergan Recommendation	
i.	Is a fine example of its type	YES AT A LOCAL LEVEL ONLY	<p>Federation Structure</p> <p>Yes - The original powerhouse building and its fabric is a fine example of Federation era industrial architecture, exhibiting key characteristics of industrial development within the era and some exhibition of structural technologies of the era by virtue of significant building height and spans.</p> <p>1980s Additions</p> <p>No - The 1980s additions which form the adaptive reuse of the site, whilst interesting and award winning within its time, does not demonstrate to a state significant degree, the architecture or the cultural development of NSW from that period.</p>
ii.	Has the principal characteristics of an important class or group of items	YES AT A LOCAL LEVEL ONLY	<p>Federation Structure</p> <p>The structures presents some representation of working class industrial life in Sydney at the turn of the 20th Century. Its linkages are diminished by the lack of more fabric for interpretation.</p> <p>1980s Additions</p> <p>The additions do not contribute to an important class or group of items.</p>
iii.	Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity	YES AT A LOCAL LEVEL ONLY	<p>Federation Structure</p> <p>As discussed in previous sections, the structures contribute at a local level to understanding the development of brick and steel construction in the 20th Century.</p> <p>1980s Additions</p> <p>The 1980s addition presents ideas for adaptive reuse but are not at a degree which warrants listing.</p>
iv.	Is a significant variation to a class of items	NO	Not applicable. There is no suggested variation to a class of items for this site.

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (g) - Representational Significance

Description

An item is important in demonstrating the principal characteristics of a class of NSW's Cultural or Natural Places/
Environments (State significance);

OR

An item is important in demonstrating the principal characteristics of a class of the area's Cultural or Natural Places/
Environments (Local Significance)

v.	Is a part of a group which collectively illustrates a representative type	YES AT A LOCAL LEVEL ONLY	<p>Federation Structure The collection of buildings overall represents a particular era of development and reinforces the local history and character of Ultimo's industrial past.</p> <p>1980s Additions The 1988 addition, once upon a time, could have been said to embody the rush of development at the behest of bi-centenary celebrations. Regrettably, much of these buildings have now been replaced owing to technical obsolescence and the connections to this era has thus also been severely lost.</p>
vi.	Is outstanding because of its setting, condition or size	YES	<p>The scale of original buildings and the scale and challenge of the adaptation are both commendable factors which would warrant a listing at the local level. The aesthetic and quality of structures overall, as well as the degree of intactness of original Federation fabric makes listing at a State level for this inclusion criterion inappropriate. It is recognised that this is a key inclusion at the local level.</p>
vii.	Is outstanding because of its integrity or the esteem in which it is held	NO	<p>Although the original fabric and MAAS are held in a high esteem, the quality and condition of the fabric makes the threshold for 'outstanding' a difficult one to achieve. As discussed across this assessment, the additions and the original fabric have suffered changes which have affected the ability to interpret both the original history and the original intent. Thus, it would be unreasonable to list the building on the basis of this particular inclusion.</p>

5.0 Assessment of Heritage Significance

NSW Heritage Guidelines (Inclusions and Exclusions)

Criterion (g) - Representational Significance

Description

An item is important in demonstrating the principal characteristics of a class of NSW's Cultural or Natural Places/ Environments (State significance);

OR

An item is important in demonstrating the principal characteristics of a class of the area's Cultural or Natural Places/ Environments (Local Significance)

Exclusions		Cracknell Lonergan Recommendation	
viii.	Is a poor example of its type	YES	<p>Federation Structure</p> <p>The Federation structures are broadly a good example for its type, representing a key period of industrial development in Sydney. Its integrity and aesthetic merits is however questionable, as more significant and intact buildings, namely the White Bay power station exists.</p> <p>1980s Additions</p> <p>The 1988 additions are not the best example of adaptive architecture. The multiple changes undertaken to renovate the Wran building between 1988 - 2018 demonstrates that the structure has not successfully withstood the test of time, and not been amenable to the changing requirements of the MAAS as it has grown. Whilst it may have been award winning in its day, more contemporary appraisals are sobering and as discussed previously, the architect himself has described the structure as 'tired'.</p>
ix.	Does not include or has lost the range of characteristics of a type	YES	<p>Unsympathetic additions made in the 1988 adaptation have restricted the ability to interpret original Federation fabric. This has adversely affected the reading of the building as a 'powerhouse' and in particular, the poor interpretation of the chimney structures has not enabled the site to be identifiable as a landmark.</p>
x.	Does not represent well the characteristics that make up a significant variation of a type	YES	<p>The 1988 additions do not make substantive meaningful interpretations of structures on site. Whilst it clearly attempts to reinterpret the original Garden Palace structure, it does not exhibit or represent these qualities clearly, such that they would not be widely understood by the general visiting public. As a form of adaptive architecture, it has resulted in some adverse intrusions upon original fabric and has not been overly successful in marrying old and new together.</p>

CRACKNELL LONERGAN ARCHITECTS
SUPPORTS IN PART THE EXISTING HERITAGE COMPONENTS OF THE SITE
FOR THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA

Assessment of Social Significance			
Grading		Guidelines [Y/N]	Commentary
Basic Tests		Cracknell Lonergan Recommendation	
i.	Attachment A community group (or groups) has a demonstrable attachment to a place/object.	YES AT A LOCAL LEVEL ONLY	<p>Only a generic case could be made for the MAAS's collection to be associated socially and specifically to the site of the Powerhouse Museum. Whilst it is accepted that some significant artefacts of the collection were specifically integrated and moved to the site with the expectation of permanent occupation of the Ultimo site, the MAAS's overall history suggests that it has had a varied and more dynamic past to different sites across Sydney, which has enriched and changed as the collection has grown and changed with the development of NSW.</p>
ii.	Nature of the Community Is the community group (or groups) big/small, united/discordant, formal/informal, geographical-based/online etc?	-	<ul style="list-style-type: none"> • A fixed community can be said to exist, identified namely as employees of the MAAS. This comprises of a diverse group of staff involving conservationists, historians, curators and other specialists. • It is accepted that this is a large representative group of museum professionals within the context of NSW. • It is accepted that the group is formalised as employees of an organisation - the MAAS. • It is not accepted that this organisation is specifically and intrinsically linked to the Ultimo powerhouse site. Their work has involved both local and international exhibitions as well as curation of artefacts across all of the MAAS's facilities. • It is therefore argued that the nature of the community, like the collection is mobile and not geographically linked.
iii.	Time-Depth The Attachment between the place and the community group (or groups) can be demonstrated to have existed for period of time	YES AT A LOCAL LEVEL ONLY	<p>The current Powerhouse Museum site was completed in 1988, representing a thirty year attachment between the MAAS and the powerhouse site, typically considered the minimum time threshold for heritage consideration.</p> <p>In reviewing the community and its social links to the site, it is believed that there is a strong local Sydney connection between the community - both specific staff and broader visitors / schools etc...to the site. There is however insufficient detail or history to suggest that the subject site specifically carries a larger social significance for the NSW state at large which would warrant a listing for social reasons, of the Powerhouse museum site.</p>

6.0 Assessment of Social Significance

Heritage Victoria Assessment Guidelines

Assessment of Social Significance			
Grading		Guidelines [Y/N]	Commentary
Determining Significance		Cracknell Lonergan Recommendation	
iv.	<p>Resonance</p> <p>The social value of a place exerts an influence that resonates in the New South Wales context. For social significance to satisfy Criterion G, it will either be associated with, or representative of, a story or theme that forms part of NSW's identity. Places associated with emergent themes/stories have the potential to satisfy this test.</p>	YES AT A LOCAL LEVEL ONLY	<p>Although the original fabric and MAAS are held in a high esteem, the quality and condition of the fabric makes the threshold for 'outstanding' a difficult one to achieve. As discussed across this assessment, the additions and the original fabric have suffered changes which have affected the ability to interpret both the original history and the original intent. Thus, it would be unreasonable to list the building on the basis of this particular inclusion.</p> <p>It is accepted that local to the Ultimo context, the structures are demonstrative of the industrial past, but the links to a larger theme which forms part of NSW's identity is a higher threshold which in this instance has not been met.</p> <p>There is no dispute that the collection of the MAAS possesses a great degree of resonance, but once again, it is important to differentiate between the entity of the MAAS and the buildings to which they are currently housed. The two are not inseparable, as demonstrated in the history of the MAAS's development and the significance of the former is not evidently reliant upon the latter.</p> <p>In consideration of these factors, it is concluded that the resonance of the site and its community links is a local level of significance.</p>
Exclusions		Cracknell Lonergan Recommendation	
v.	<p>Association is of local significance only</p> <p>The attachment to the place/object does not have the ability to resonate beyond a particular local community.</p>	YES - LOCAL SIGNIFICANCE	Both the history of the site and the powerhouse museum today are of local significance only. Whilst the collection of the museum is of NSW State if not national significance, the assessment against the NSW state criteria and in this section demonstrates that the links and degree of significance does not fundamentally past the threshold for a state listing.
vi.	<p>Attachment does not relate to the current generation</p> <p>There is inadequate evidence to demonstrate that attachment for the place/object is felt by a present community or communities. In these circumstance, the place/object may be of significance under Criterion A.</p>	YES - LOCAL SIGNIFICANCE	There is no question that the collection of the MAAS and its significance to the identity and history of NSW is intergenerational. The link between the powerhouse and the notion of intergenerational significance is arguably harder to justify at a State level. Thirty years since its opening is not, as yet, long enough to test the notion that the museum has contributed to intergenerational significance between NSW communities, even though it is argued that the site retains a significant local community significance.

**CRACKNELL LONERGAN ARCHITECTS
DOES NOT SUPPORT LISTING AT A STATE LEVEL
THE PROPOSED LISTING ON THE BASIS OF THIS CRITERIA**