

UTS Student Accommodation Peter Johnson Building (Building 6) Heritage Impact Statement—March 2009

1.0 Introduction

1.1 Preamble

Godden Mackay Logan (GML) has been commissioned by Hutchinson Builders to prepare a Heritage Impact Statement (HIS) to accompany the submission of a Project Application to the Minister for Planning, pursuant to Part 3A of the *Environmental Planning and Assessment Act 1979* (NSW) (EP&A Act). The Project Plan proposes an additional 13 levels on top of the existing seven-storey Peter Johnson Building (hereafter referred to as Building 6) located in Harris Street on the site of the University of Technology, Sydney (UTS) in Ultimo at the southern end of the Sydney CBD. The location of the site is indicated on Figure 1.

This Heritage Impact Statement is prepared to address the following Director General's Requirements (DGRs) issued on 17 February 2009:

- *Heritage Impact Statement (HIS) assessing the impacts of the proposed development on the existing campus layout and buildings and heritage items within the site and the vicinity of the site, as relevant.*

The DGRs also require an 'appropriate level of consultation' with the NSW Heritage Council. GML have had discussions with the Manager, Conservation, Heritage Branch, Vincent Sicari, on 3 and 9 March 2009. Matters raised in discussion relating to the significance of, and impact on, Building 6 have been addressed in Sections 2.0 and 3.1 of this report.

1.2 Methodology

This HIS identifies and assesses the nature and degree of heritage impacts relating to the current development proposal for the site (see Sections 3.0 and 4.0), against the background of the statutory controls (see Section 1.4, below) and, where appropriate, provides recommendations for mitigative measures and consent conditions (see Section 5.0).

The HIS has been prepared having regard to the methodology outlined in the *NSW Heritage Manual 1996*, produced by the NSW Department of Urban Affairs and Planning and the NSW Heritage Office.

The report also incorporates relevant principles and processes of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 1999*. In doing so, it provides a basis for informed decisions that have regard to the assessed significance and specific values of the site and its setting.

1.3 Heritage Items within the UTS Broadway Precinct

The City of Sydney LEP 2005 (SLEP 2005) lists the following heritage items within the UTS Broadway Precinct and in the vicinity of Building 6. All date from the late nineteenth- and early twentieth-century development of George Street West (now Broadway).

Federation Commercial Building (Bon Marche Building), 1–7 Broadway

The Bon Marche building (UTS building CB03) is a four-storey retail and commercial building of the Federation Free Classical style located on the corner of Broadway and Harris Street (Figure 2). The facade of the building is relatively intact, though some of the ornamentation and the curved parapet have been removed. The interior has been highly modified for teaching and office spaces. The SLEP 2005 listing provides the following statement of significance:

This late nineteenth century building is a fine example of the federation Free Classical architectural style and is a good representative of a common form of utilitarian retail and commercial building constructed in Sydney during its period. This late nineteenth century commercial and retail building is located at the interface between the Ultimo/Pyrmont peninsula and the main thoroughfare of the city and helps to record the development of the of Pyrmont and Ultimo as a commercial, industrial and warehouse district on the southern fringe of the central business district during the latter half of the nineteenth century.

Federation Commercial Building, 9–13 Broadway

The Federation Commercial Building at 9–13 Broadway (also known as the Terraces and UTS building CB08) comprises the former Commercial Banking Corporation of NSW branch buildings and is located adjacent to the Bon Marche building. The Terraces consists of three three-storey terraces of Federation Free Classical style designed by Wardell and Vernon (Figure 4). The spatial integrity of this building has generally been retained. The Loft (UTS building CB09) is a small two-room, two-storey brick building located at the rear of 9–13 Broadway and within that building's lot boundary (Figure 5). It dates from the same period as the Terraces. It has been converted recently by UTS into a small café and bar. The SLEP 2005 listing provides the following statement of significance:

The building dates from one of the key period of layers for the development of Ultimo as a direct result of subdivision of the Harris and Macarthur Estates. It is a good example of a Federation Free Classical commercial building which makes a positive contribution to the streetscape.

1.4 Other Heritage Items in the Vicinity of UTS Building 6

Heritage items outside the UTS Broadway Precinct but in the vicinity of UTS Building 6 reflect the mix of building types and uses in the Ultimo area.

Hotels and Brewery

A number of hotels in the area are listed as heritage items in the SLEP 2005. The Sutherlands Hotel (now Bar Broadway) shown in Figure 6, dates from the late 1930s–early 1940s period and the Agincourt Hotel (Figures 3 and 8) was constructed in 1898. Both are listed as items of Local heritage significance. Further removed from the subject site are the Kent Brewery administration buildings, the No. 1 Gate Portal, the County Clare Inn (now Clare Hotel—visible in the distance in Figure 7) and former Australian Hotel (now Abercrombie Hotel). It is understood that these buildings will be retained in the redevelopment of the Frasers Broadway site.

The Sydney Institute Ultimo TAFE

Building W (Marcus Clark building) is a former Marcus Clark department store at Railway Square, constructed in 1910 (see Figures 9 and 12). The SLEP 2005 listing provides the following statement of significance:

The Sydney Institute of Technology, Ultimo, is part of an ongoing tradition of centralised commercial, financial and professional dealings within the CBD, particularly of emporia. The choice of site reflects the pre-eminence of this precinct for retail in the 1920s-30s. The building is historically significant for its associations with the influential Australian retailing firm Marcus Clarke (sic), with Spain & Cosh architects, and with James Nangle, architect, teacher of architects and later superintendent of technical education in NSW. It is one of the largest Free Classical buildings of the Inter-war period, distinguished from its peers by the 'skyscraper' effect of the central tower. The former Marcus Clarke building is one of the major contributors to the spatial quality and townscape character of Railway Square and a rare record of the development of Railway Square and Broadway as a transportation node. The twelve storey tall central tower defines the building as a landmark on the southern edge of the CBD. Its social significance is as a reminder of the former role of Broadway as a retail shopping area and more recently for its functions within the Sydney Institute of Technology.

Commercial Buildings

The former Westpac Bank branch building is located on the corner of Regent Street and Broadway (Figure 10). The SLEP 2005 listing provides the following statement of significance:

The bank is an important record of the influence and distribution of banking in the centralised pattern of commercial development in central Sydney. It was also associated with the gold smelting operations of the Bank of NSW. The combination of the two functions is unusual and it is considered of regional significance. It is also associated with Varney Parkes, a prominent and skilled architect in late nineteenth and early twentieth century. The Westpac Bank illustrates a rare use of the Federation Romanesque style in a bank building, being well proportioned and skilfully detailed. It is a significant landmark on a prominent corner of George Street, designed to accentuate its location through corner chamfer, arched main entry and cupolas above the parapet.

Canada House (former) is a narrow seven-storey masonry building adjacent to the former Westpac Bank branch building (see Figure 10). The SLEP 2005 listing provides the following statement of significance:

Former Canada House is representative of the historical development of this area following the construction of Central Railway. It is visually dominant in the precinct of buildings of similar age and scale that surrounds Railway Square. Although some design elements provide interest by their idiosyncratic placement, the building is not a distinguished architectural work.

894–855 George Street is a small two-storey commercial building between the Marcus Clark building and the Agincourt Hotel (see Figure 7). The SLEP 2005 listing provides the following statement of significance:

849-855 George Street is one component of a major phase of development that occurred around Railway Square in the 1900s, reflecting the growing importance of the area as a retail precinct, in no small part due to its proximity to the railway. It is one of a group of Federation period buildings of differing scales & styles which create the predominant townscape character of the precinct (& the nearby city markets precinct) and is considered of local historic significance.

849-855 George Street is an individualistic example of the Federation Free Style with Anglo-Dutch influences. Bold forms in plaster & decorative ceramic tiles are utilised on the street facade in a manner rarely seen in Sydney. The unusual nature of the facade treatment creating a unique architectural quality is considered to be of Regional importance.

Corner Site

The intersection of Broadway, Harris and Regent Streets is listed as a significant corner site in SLEP 2005. Each of the four corner buildings on this intersection (Bon Marche building, Agincourt Hotel, former Westpac Bank branch and Sutherlands Hotel) (Figures 3, 7 and 10) is also individually listed. The SLEP 2005 listing provides the following statement of significance:

The intersection is of environmental and aesthetic significance as a key pivotal point or gateway at the southern extremity of the north-south street grid of the CBD. The corners are well defined by prominent buildings and these are of architectural and cultural significance as examples of the mixed uses and decorative richness once commonly employed in prominent corner sites.

Railway Square Heritage Streetscape

Railway Square (see Figures 11 and 12) is listed on the Heritage Streetscape Map in SLEP 2005. The SLEP 2005 listing provides the following statement of significance:

Railway Square combines monumental heritage buildings and streetscapes with a sequence of varied open spaces. It is the major visual and functional gateway to the city centre from the west for both public transport and road traffic. High Significance: The views and vistas of various landmark Federation era buildings.

Railway Square Special Area

SLEP 2005 provides the following statement of significance for the Railway Square Special Area:

Railway Square is of aesthetic and social significance as a major visual and functional gateway to the city from the west and south. The intersection of George & Pitt Streets is one of Sydney's busiest and largest intersections and has traditionally dispersed traffic and pedestrians into and out of the city. The Square is of historical significance as it has functioned for over 100 years as a railway station and still acts as a major transport interchange node, allowing change between heavy rail, light rail and buses. It has historical association with early rail transport in Sydney and symbolic importance as the focus of the Sydney and State rail systems. The Central Station Clock Tower is a landmark building within the area.

1.5 Statutory Controls

The statutory controls relating to heritage are contained in Part 6 of SLEP 2005. They are as follows:

Clause 67 Objectives

The objectives of the heritage provisions are:

- (a) to conserve the heritage of Central Sydney, and*
- (b) to integrate heritage conservation into the planning and development control processes, and*
- (c) to provide for public involvement in heritage conservation, and*
- (d) to ensure that any development does not adversely affect the heritage significance of heritage items, and*
- (e) to provide greater certainty in the management of the heritage of Central Sydney, and*
- (f) to encourage high quality design and the continued use or adaptive re-use of heritage items.*

Clause 74 Development within the vicinity of a heritage item

The consent authority, when considering an application for development within the vicinity of a heritage item, must take into account the impact of the proposed development on the heritage significance of the heritage item.

2.0 Description of the Proposal

The proposal is described in the design report as follows:

The proposal for Student Accommodation is to provide an accommodation tower located at Level 8 upwards located on the Eastern Side of the building with up to 720 beds.

The proposal envisages that the Ultimo Pedestrian Network, which already has a high level of pedestrian through traffic can be enlivened further with a possible Café and Student Services activity. A new major entry at street level will be established at the Student Accommodation UPN address. This would contribute significantly to repositioning the Peter Johnson Building as a major node in the Campus Structure.

The entry and reception for the Accommodation will be at level 2 via the Ultimo Pedestrian Network. This will provide a clear entry and separation for the Resident population from the transient Student Population and therefore provide a high level of access control for the accommodation.

The first accommodation level is at Level 8. This level would also include all the common areas including the Common Room, Resource Centre, Laundry, Music Room, TV and Games Room and a barbeque terrace, which looks down upon the Ultimo Pedestrian Network, providing a level of passive surveillance whilst also taking advantage of views to Darling Harbour. A further 13 levels of accommodation extends over the air space above. A roof terrace is proposed on level 21.

Other than the changes described above and some minor structural upgrades, there are no changes proposed in this application to the main Harris Street elevation, main entry and major spaces in the podium level of Building 6.

This HIS is based on the DA drawings prepared by Nettleton Tribe Partnership Pty Ltd as follows:

Drawing Number	Date	Title
3531_DA001	March 2009	Site Analysis
3531_DA002	March 2009	Site Plan
3531_DA003	March 2009	Level 1 Podium Plan
3531_DA004	March 2009	Level 2 Podium Plan
3531_DA005	March 2009	Level 3 Podium Plan
3531_DA006	March 2009	Level 4 Podium Plan
3531_DA007	March 2009	Level 5 Podium Plan
3531_DA008	March 2009	Level 6 Podium Plan
3531_DA009	March 2009	Level 7 Podium Plan
3531_DA010	March 2009	Level 8 Podium Plan
3531_DA011	March 2009	Level 1 Basement Part Plan
3531_DA012	March 2009	Level 2 Part Plan
3531_DA013	March 2009	Level 3 Part Plan

Drawing Number	Date	Title
3531_DA014	March 2009	Level 4 Part Plan
3531_DA015	March 2009	Level 5 Part Plan
3531_DA016	March 2009	Level 6 Part Plan
3531_DA017	March 2009	Level 7 Part Plan
3531_DA018	March 2009	Level 8 Part Plan
3531_DA019	March 2009	Typical Levels 09–14
3531_DA020	March 2009	Typical Levels 15–20
3531_DA021	March 2009	Roof Terrace Plan
3531_DA022	March 2009	Roof Plan
3531_DA023	March 2009	Street Elevation—Harris Street
3531_DA024	March 2009	East Elevation—PN
3531_DA025	March 2009	West Elevation—Harris Street
3531_DA026	March 2009	East Elevation—UPN
3531_DA027	March 2009	East–West Sectional Elevation A–A
3531_DA028	March 2009	East–West Sectional Elevation B–B
3531_DA061	March 2009	Existing Podium Plans Level 01
3531_DA062	March 2009	Existing Podium Plans Level 02
3531_DA063	March 2009	Existing Podium Plans Level 03
3531_DA064	March 2009	Existing Podium Plans Level 04
3531_DA065	March 2009	Existing Podium Plans Level 05
3531_DA066	March 2009	Existing Podium Plans Level 06
3531_DA067	March 2009	Existing Podium Plans Level 07
3531_DA068	March 2009	Existing Podium Plans Level 08

3.0 Heritage Impacts within the UTS Broadway Precinct

3.1 Heritage Impacts on the UTS Broadway Precinct Layout

The proposed vertical extension to Building 6 retains the overall urban form of the site including the existing street pattern and this represents a neutral heritage impact.

The proposed new building will not be out of place adjacent to other recent development (the ABC building and the recent apartment block at the rear of the Federation Free Style Commercial Building, 849–855 George Street). In some views along Broadway from the south, the tower may be seen above the Bon Marche building and the Terraces. However the separation of the site from these items and the substantial setback of the tower from Harris Street (approximately 40 metres) would substantially mitigate any scale impacts.

Building 6, itself, is a Post-Modern style building dating from the late 1980s designed by Philip Cox. The building was designed to support a vertical extension on the rear (east) of the site and the

current proposal occupies a similar envelope to an office tower designed and approved in the early 1990s. Building 6 has not been identified as a potential heritage item and is not included on the RAI A 20th Century Register of Significant Buildings.

3.2 Impacts on Heritage Items within UTS Broadway Precinct

This section considers the impacts on Heritage Items within the UTS which are in the vicinity of Building 6.

The currently-listed heritage buildings in the vicinity of Building 6—the Bon Marche building (CB03), the Terraces (CB08) and the Loft (CB09)—form an important group representing examples of the late nineteenth-century commercial expansion in the area associated with the construction of Central Railway Station. The Bon Marche building is associated with the Marcus Clark building on Railway Square and together with the Terraces it contributes to the values of the intersection of Broadway, Regent and Harris Streets, which forms a heritage corner site listed in the SLEP 2005.

The proposed 13-level tower addition to Building 6 (making the building a total of 20 storeys plus roof terrace) would be located to the rear of the existing building and set well back from Harris Street. While it will be visible in some oblique views from Harris Street, due to its substantial setback from the street alignment it would not have a visual or scale impact on the heritage buildings on the UTS site itself, namely the Bon Marche building, the Terraces or the Loft.

4.0 Heritage Impacts on Other Items in the Vicinity

A number of heritage items are outside of the UTS Broadway Precinct but close to the subject site (see Section 1.3). Heritage items on the southern side of Broadway are sufficiently separated from the subject site for there to be no scale impact due to the proposed development. No significant views of these items are affected by the proposed Building 6.

Railway Square is listed on the Sydney LEP 2005 as a Special Area and the streets within that area are also included on the LEP as Heritage Streetscapes. The listing for Railway Square identifies the high significance of views and vistas of various landmark Federation-era buildings.

The upper levels of the proposed 13-level tower addition to Building 6 will be visible in the backdrop to the heritage items that are located on the northern side of Railway Square in views from the south. These heritage items include the former Marcus Clark department store (TAFE building W), and two other heritage items on Broadway in this Special Area (the Agincourt Hotel, 871 George Street, and the Federation Free Style Commercial Building, 849–855 George Street). While the proposed development is unlikely to be visible behind the tower of the Marcus Clark building in key views from George and Pitt Streets and Railway Square itself (given the view lines and angles), it is possible that the proposed addition may be visible to the left (west) of the Marcus Clark tower in some small number of views, for example from the exit ramp to Railway Square from Central Railway Station (see Figure 12). However, the view of the tower will be almost totally blocked by the existing residential apartment block between the subject site and the heritage items on Broadway.

Given the separation of the proposed tower addition from this area, there would be negligible heritage impact on the Railway Square Special Area and the Heritage Streetscapes within it.

5.0 Conclusion

The separation of the subject site from heritage items on the UTS campus and other heritage items in the vicinity means that there would be no resultant physical impacts on these items.

The tower extension to Building 6 is set back approximately 40 metres from the Harris Street alignment of the existing podium levels. This substantial setback means that in most views from Harris Street the tower extension would not be visible and, where visible, will appear as a separate built form, dissociated from the podium. The setback would reduce the scale impact in views from the south and west, for example from Broadway over the heritage listed buildings on the UTS site (the Terraces, the Loft and the Bon Marche building) resulting in a negligible impact of heritage items in the vicinity.

The tower extension will be visible as a backdrop to the Agincourt Hotel and some sections of the Broadway heritage streetscape. Again, the proposed tower will be visible in views from Railway Square but these views are already affected by the residential development to the north of the Federation Free style commercial building, 849–855 George Street, which is of a similar scale to the proposed Building 6 and closer to Railway Square. The proposal would result in a negligible heritage impact on the significance of the Railway Square Special Area and the Heritage Streetscapes within it.

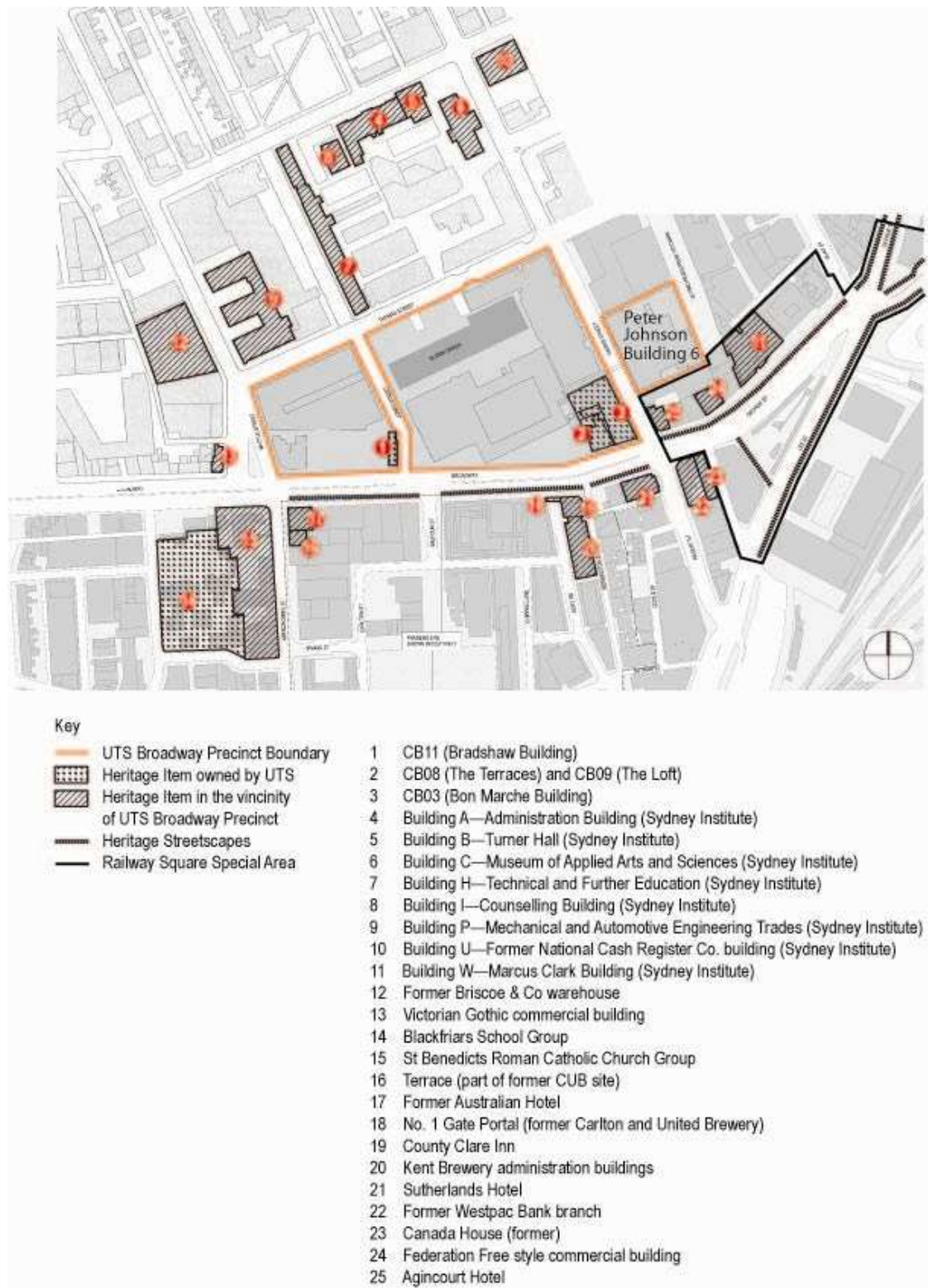


Figure 1 Map of heritage items in the vicinity of UTS Building 6. (Source: BVN 2008 with overlay by GML 2009)



Figure 2 The Bon Marche building (CB03) on the intersection of Broadway and Harris Street. (Source: GML 2009)



Figure 3 The Bon Marche building and the Agincourt Hotel opposite. This represents the northern part of the Corner Site listed on the SLEP 2005. (Source: GML 2009)



Figure 4 The Terraces (CB08) with the edge of the Bon Marche building visible on the right. (Source: GML 2008)

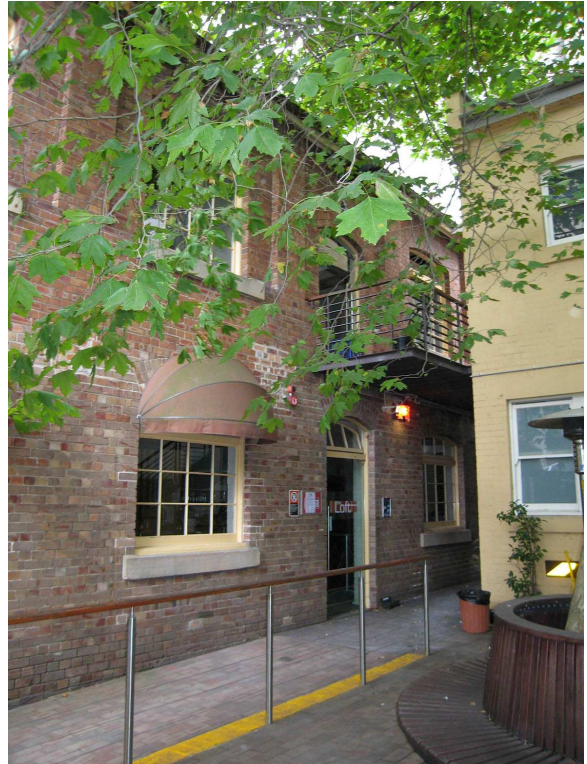


Figure 5 The Loft (CB09) at the rear (north) of the Terraces. (Source: GML 2009)



Figure 6 Broadway streetscape showing Sutherlands Hotel to the left and Clare Hotel to the right. (Source: GML 2009)



Figure 7 Broadway streetscape showing the Federation Free style commercial building at 894–855 George Street. (Source: GML 2009)



Figure 8 The Agincourt Hotel at the corner of Harris Street and Broadway. (Source: GML 2009)



Figure 9 The former Marcus Clark department store building on Railway Square, now part of the Sydney Institute of TAFE. (Source: GML 2009)



Figure 10 The former Westpac Bank branch on the corner of Harris Street and Broadway and the adjacent former Canada House. (Source: GML 2009)



Figure 11 View of George Street, Railway Square, showing the recent residential tower behind the Agincourt Hotel, on the left, and Marcus Clark building, on the right. (Source: GML 2009)



Figure 12 View of the Marcus Clark building from the southern side of Railway Square. The proposed Building 6 would fill the gap in the view between the recent apartment block to the left and the Marcus Clark building to the right. (Source: GML 2009)