

Sydney Metro
State Significant Development,
Development Application (SSD DA)

Prepared for Pitt Street Developer North Pty Ltd

APPENDIX L

STATEMENT OF HERITAGE IMPACT

ISSUE C - JUNE 2020

Issued for Stage 2 SSD DA

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SYDNEY METRO : PITT STREET NORTH OVER STATION DEVELOPMENT

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SSD DA AND SEARS REQUIREMENTS

TABLE 1 : RELEVANT SSD 17_8875 CONDITIONS

Title	Full Description	Section reference in this report
B7 Heritage Impact Assessment	<p><i>Must consider:</i></p> <p><i>(a) the frontages of the podium should incorporate including masonry compared to window glazing and a high degree of architectural modelling and articulation</i></p> <p><i>(b) the Pitt Street and Castlereagh Street frontages of the podium should respond to the major horizontal and vertical elements of the heritage buildings along those respective street frontages</i></p> <p><i>(c) the podium should interpret the subdivision pattern established during the late nineteenth and twentieth century, characterised by lot widths of the National Building and Masonic Club.</i></p>	5.0, 6.3, 6.4
B8 Heritage Impact Assessment	<p><i>Include a detailed Heritage Impact Assessment (HIA)... for the proposed works, prepared in consultation with the Heritage Council of NSW and City of Sydney Council. The HIA must address the recommendations of the concept state Heritage Impact Statement dated August 2018 prepared by GML Heritage.</i></p>	6.8.2, 6.3, 6.4, 6.7.1
B3 Built form and urban design	<p><i>f) the selection of materials is to be complementary to the existing development context and respectful of heritage items in the site's vicinity</i></p>	5.0, 6.3, 6.4, 6.7.1
B16 Noise and Vibration	<p><i>Demonstrate the following noise and vibration requirements consistent with the construction works at the site approved under CSSI 7400 can be met:</i></p> <p><i>(b) vibration testing has been conducted before and during vibration generating activities that have the potential to impact on heritage items to identify minimum working distances to prevent cosmetic damage. In the event that the vibration testing and monitoring shows that the preferred values for vibration are likely to be exceeded, the Applicant must review the construction methodology and, if necessary, propose additional mitigation measures.</i></p> <p><i>(c) advice of a heritage specialist on methods and locations for installing equipment used for vibration, movement and noise monitoring of heritage-listed structures.</i></p>	6.3, 6.8.4

TABLE 2 : SEARS REQUIREMENTS

Title	Description of Requirement	Section reference in this report
Item 6 Heritage	<p><i>Include:</i></p> <p><i>a) A detailed heritage impact statement (HIS) that identifies, considers and addresses any potential impact of the proposal to heritage items on the site, the site curtilage and surrounding area, including any built and landscape items, conservation areas, views and settings.</i></p> <p><i>In particular, the impact of the proposal on the following heritage items should be assessed: - the State listed Sydney School of Arts (SHR 00366); Pitt Street Uniting Church (SHR 00022); and the Great Synagogue (SHR 01710) - the locally listed Criterion Hotel including interior (I1933); Pilgrim House including interior (I1935); National Building (I1931), Masonic Club including interior (I1699) and (former) Australian Consolidated Press facade (I1751).</i></p>	6.7.1, 5.0, 6.3, 6.4
	<p><i>b) Address any endorsed conservation management plans for heritage items on the site and surrounding area.</i></p>	6.7.2
	<p><i>d) Demonstrate how the impacts are mitigated through facade design and treatment, selection of external materials and finishes and signage and public art strategy.</i></p>	5.0, 6.3, 6.4, 6.7.1

1.0

INTRODUCTION

1.1 BACKGROUND

This report has been prepared to accompany a detailed State Significant Development (SSD) development application (DA) for a commercial mixed-use Over Station Development (OSD) above the new Sydney Metro Pitt Street North Station. The detailed SSD DA is consistent with the Concept Approval (SSD 17_8875) granted for the maximum building envelope on the site, as proposed to be modified.

The Minister for Planning, or their delegate, is the consent authority for the SSD DA and this application is lodged with the NSW Department of Planning, Industry and Environment (NSW DPIE) for assessment. This report has been prepared in response to the requirements contained within the Secretary's Environmental Assessment Requirements (SEARs) dated 28 October 2019.

The detailed SSD DA seeks development consent for:

- Construction of a new commercial tower with a maximum building height of RL 175.8m (approximately 38 storeys).
- The tower includes a maximum GFA of approximately 55,601m²sqm, excluding floor space approved in the CSSI.
- Integration with the approved CSSI proposal including though not limited to:
 - Structures, mechanical and electronic systems, and services; and
 - Vertical transfers.
- Use of spaces within the CSSI 'metro box' building envelope for the purposes of:
 - Retail tenancies;
 - Commercial lobby and commercial amenities;
 - 45 car parking spaces within the podium for the purposes of the commercial premises; and
 - Loading and services access.
- Utilities and services provision; and
- Stratum subdivision (staged).



Figure 1.1
Aerial view of the subject site outlined in red.
Source: Urbis Pty Ltd

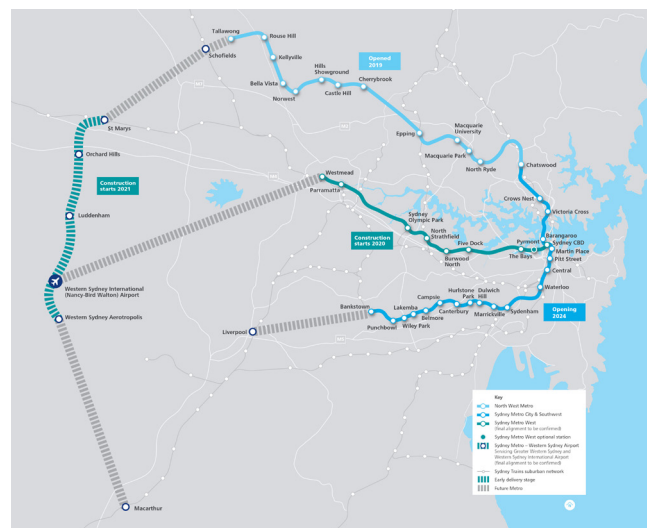


Figure 1.2
Sydney Metro Alignment Map.
Source: Sydney Metro

1.2 THE SITE

The site is located within the Sydney CBD. It has three separate street frontages, Pitt Street to the west, Park Street to the south and Castlereagh Street to the east. The area surrounding the site consists of predominantly commercial high-density buildings and some residential buildings, with finer grain and heritage buildings dispersed throughout.

The site has an approximate area of 3,151sqm and is legally described as follows:

- 175-183 Castlereagh Street (Lot 1 in DP229365, Lot 2 in DP900055 and Lot 3 in DP74952)
- 40 Park Street (Lot 2 in DP509677)
- 42-46 Park Street (Lots 1 & 2 in DP982663 and Lot 3 in DP61187)
- 48 Park Street (Lot 1 in DP74367)

- 252-254 Pitt Street (Lot 1 in DP596474)
- 256 Pitt Street (Lot 17 in DP1095869)

1.3 SYDNEY METRO

Sydney Metro is Australia's biggest public transport program. A new standalone railway, this 21st century network will revolutionise the way Sydney travels. There are four core components:

Sydney Metro Northwest (formerly the 36km North West Rail Link)

This project is now complete and passenger services commenced in May 2019 between Rouse Hill and Chatswood, with a metro train every four minutes in the peak. The project was delivered on time and \$1 billion under budget.

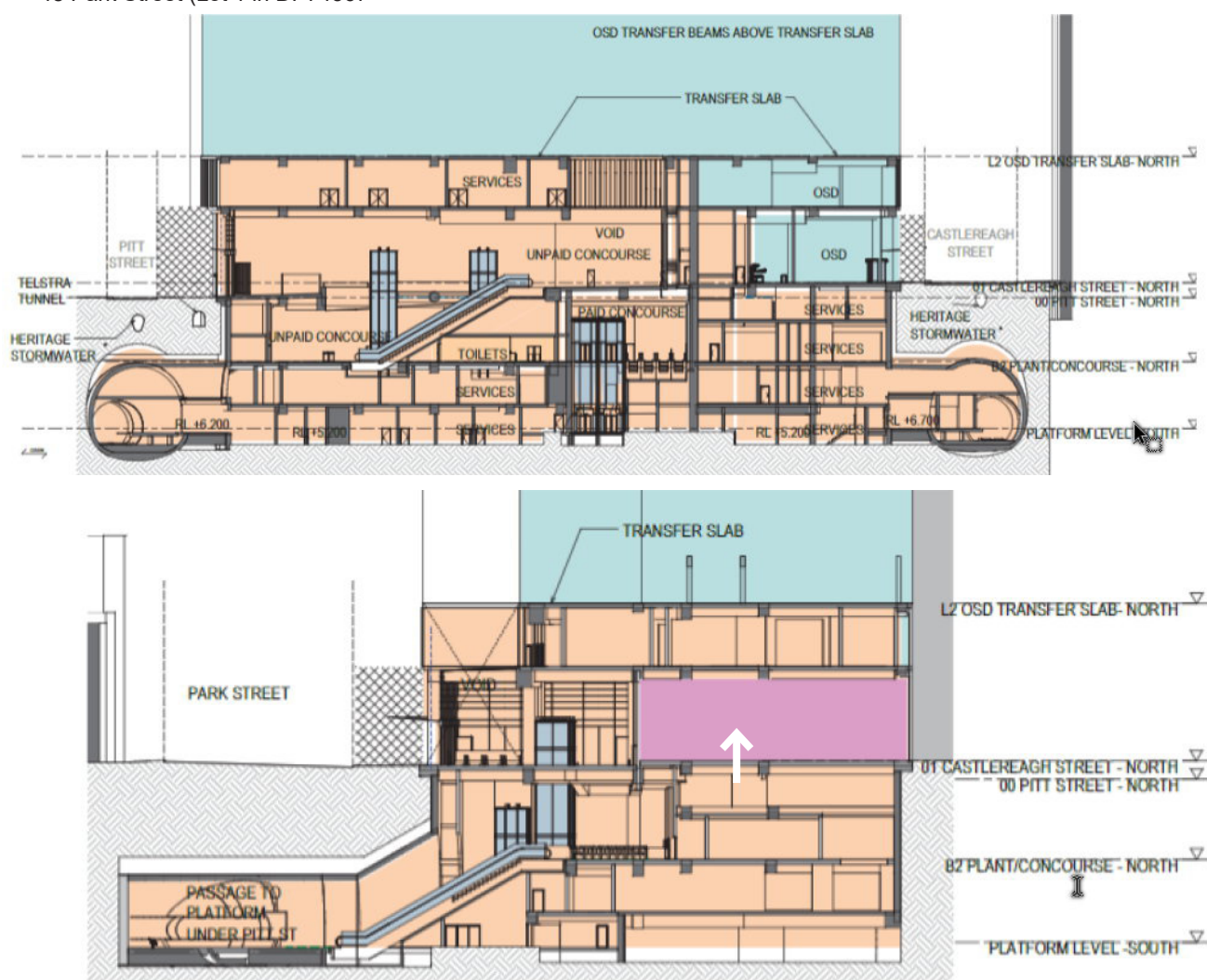


Figure 1.3
Sections through Station: East-West (top) and North-South
Source: CSSI Preferred Infrastructure Report (TfNSW)

LEGEND

- METRO PROPERTY BOUNDARY
- OSD DEVELOPMENT - SUBJECT TO SEPARATE ASSESSMENT PROCESS
- STATION
- SHARED ACCESS BETWEEN OSD AND STATION FOR LOADING AREA AND SERVICE LIFT

Sydney Metro City & Southwest

Sydney Metro City & Southwest project includes a new 30km metro line extending metro rail from the end of Metro Northwest at Chatswood, under Sydney Harbour, through new CBD stations and southwest to Bankstown. It is due to open in 2024 with the ultimate capacity to run a metro train every two minutes each way through the centre of Sydney.

Sydney Metro City & Southwest will deliver new metro stations at Crows Nest, Victoria Cross, Barangaroo, Martin Place, Pitt Street, Waterloo and new underground metro platforms at Central Station. In addition it will upgrade and convert all 11 stations between Sydenham and Bankstown to metro standards.

In 2024, customers will benefit from a new fully-air conditioned Sydney Metro train every four minutes in the peak in each direction with lifts, level platforms and platform screen doors for safety, accessibility and increased security.

Sydney Metro West

Sydney Metro West is a new underground railway connecting Greater Parramatta and the Sydney CBD. This once-in-a-century infrastructure investment will transform Sydney for generations to come, doubling rail capacity between these two areas, linking new communities to rail services and supporting employment growth and housing supply between the two CBDs.

The locations of seven proposed metro stations have been confirmed at Westmead, Parramatta, Sydney Olympic Park, North Strathfield, Burwood North, Five Dock and The Bays.

The NSW Government is assessing an optional station at Pyrmont and further planning is underway to determine the location of a new metro station in the Sydney CBD.

Sydney Metro – Western Sydney Airport

Metro rail will also service Greater Western Sydney and the new Western Sydney International (Nancy Bird Walton) Airport. The new railway line will become the transport spine for the Western Parkland City's growth for generations to come, connecting communities and travellers with the rest of Sydney's public transport system with a fast, safe and easy metro service. The Australian and NSW governments are equal partners in the delivery of this new railway.

On 9 January 2017, the Minister for Planning approved the Sydney Metro City & Southwest - Chatswood to Sydenham project as a Critical State Significant Infrastructure project (reference SSI 15_7400) (CSSI Approval). The terms of the CSSI Approval includes all works required to construct the Sydney Metro Pitt Street Station, including the demolition of existing buildings and structures on both sites (north and south). The CSSI Approval also includes construction of below and above ground works within the metro station structure for appropriate integration with over station developments.

1.4 PITT STREET NORTH OVER STATION DEVELOPMENT (OSD)

Development consent was granted on 25 June 2019 for the Concept Development Application (SSD 8876) for Pitt Street North OSD including:

- A maximum gross floor area of 50,310m² (including station floor space);
- A maximum building envelope, including street wall and setbacks for the over station development;
- A maximum building height of RL188.74;
- Podium level car parking for a maximum of 50 parking spaces; and
- Conceptual land use for either one of a mixed use or commercial scheme (not both).

The building envelope approved within the Concept SSD DA provides a numeric delineation between the CSSI Approval "metro box" envelope and the OSD building envelope. As illustrated in Figures 1.4 and 1.5, the delineation line between the two projects is defined at RL 48.00 (Level 5).

For the purposes of the Detailed (Stage 2) SSD DA, it is noted that while there are two separate planning applications that apply to the site (CCSI and SSD DA), consultant reports should address the full development across the site to provide contextual assessment. Where items fall outside of the SSD DA scope (for instance landscaping in the public domain) and are regulated through the CSSI Approval, this is to be noted in the consultant report to provide guidance to the NSW DPIE that this is outside the scope of the OSD application.

1.5 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to assess the heritage impact of the proposed development against the relevant heritage guidelines and objectives established by the City of Sydney in the *Sydney Environmental Plan (LEP) 2012* and the *Sydney Development Control Plan (DCP) 2012*, the

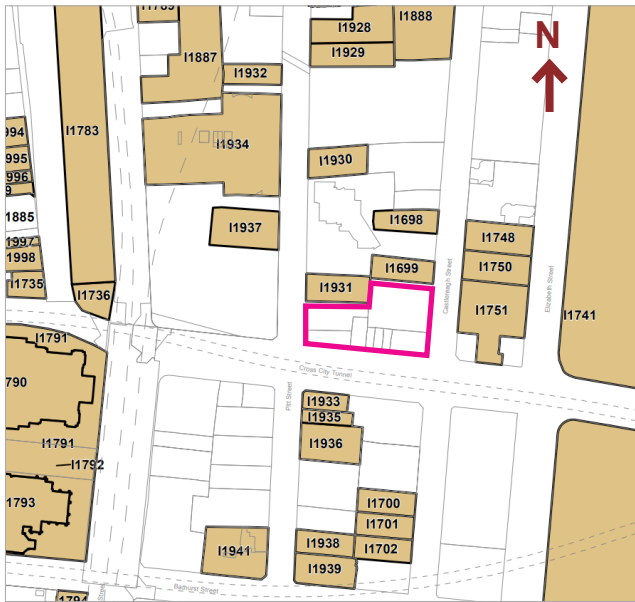


Figure 1.6
Extract from the LEP Heritage Map 15 with heritage items shaded in brown and the subject site outlined in red.
Source: Sydney LEP 2012 Heritage Map, sheet HER_015

project having been designated as CSSI, the consent authority is the Minister for Planning, Industry and Environment. The City of Sydney and (with regard to items listed on the SHR) Heritage NSW will also act as referral authorities.

Potential heritage impact will therefore be assessed herein against the relevant guidelines and objectives of the Sydney LEP 2012 and the Sydney DCP 2012 under the Environmental Planning and Assessment Act 1979, and the assessment criteria established by the NSW Heritage Office (now Heritage NSW).

(The site is also close to underground culverts forming parts of the Bennelong Stormwater System, a heritage item listed on the Heritage Register of Sydney Water under Section 170 of the Heritage Act 1977. The heritage impact on this item is assessed in the separate Statement of Heritage Impact for the Pitt St Station.)

1.8 SCOPE OF REPORT

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

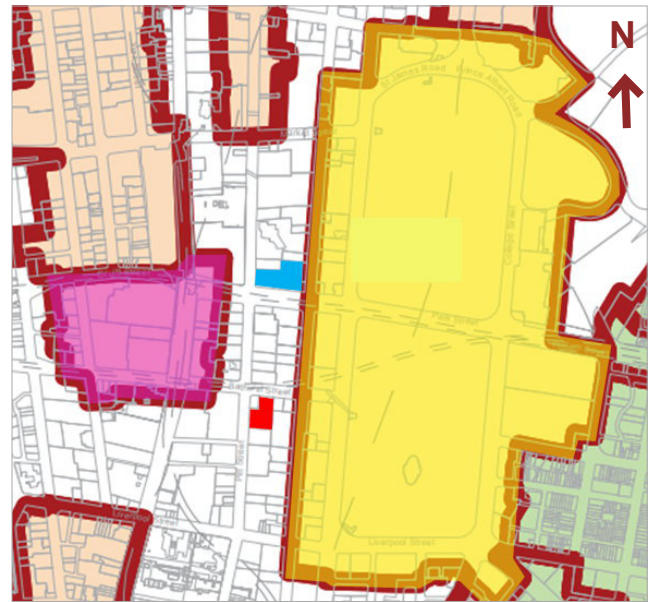


Figure 1.7
Excerpt from City Locality Areas Map with College Street/Hyde Park SCA shaded yellow and Sydney Square/Town Hall/St Andrews SCA shaded pink. The subject site is shaded blue and the Pitt Street South site is shaded red.
Source: Sydney DCP 2012, Section 2, Figure 2.1

Assessment of archaeological impact has been addressed in prior reports by others. As noted the site has been excavated.'

1.9 COPYRIGHT

Copyright of this report remains with GBA Heritage.

1.10 AUTHORSHIP

Section 2.0	Dr Cameron Hartnell Senior Heritage Consultant
	Theodora Gianniotis Heritage Consultant
	Katherine Huntsman Heritage Consultant
	Dov Midalia Senior Heritage Consultant
Other sections	Dov Midalia Senior Heritage Consultant
	Katherine Huntsman Heritage Consultant
Review	Graham Brooks Director
Photographs and drawings	GBA Heritage unless otherwise noted

2.0

HISTORICAL SUMMARY

2.1 EARLY HISTORY OF SYDNEY (1788-1820s)

The first settlement's freshwater source was the flow later called the Tank Stream, and the subject site lies within the southern reaches of its catchment area.¹ This influenced the way the township was laid out, with the main body of the settlement on its western side. During Phillip's governorship, administrative and legal concerns came to be concentrated on the eastern side of the stream and military, convict and civil concerns on the western side.

To provide for a well-ordered and healthy township, Phillip ordered streets to be a uniform 200 ft wide and building allotments a standard 60 ft x 150ft, to 'allow for the proper circulation of air.'² The realisation of Phillip's plans, however, was dependent on the Crown retaining control of the land. To this end, all land within the Colony was declared Crown land. In January 1792, Phillip established a boundary line that encompassed most of the modern day City of Sydney, within which all land was reserved for the Crown and the use of the Town of Sydney. The subject site was located at the southernmost end of Phillip's township.

Despite Phillip's best attempts to control the development of the settlement, the lines of the first streets were determined more by patterns of use than by regulation. The first discernible track, then known as the 'Main Track', later as 'High Street' and finally 'George Street,' ran south from the western bank of the Tank Stream to the 'Brickfields' and the first farms located to the west.³

When Pitt Street was created, and the origins of the name, are not clear. The street, known first as 'Pitt's Row', appears in two illustrations accompanying David Collins's *Account of New South Wales*, published in 1798, but most likely drawn in 1795.⁴ Pitt's Row and High Street provided the only routes south from the township, George Street from the western side of the Tank Stream and Pitt Street from the eastern side.

Pitt Street is the oldest street in Sydney to have retained its original name; it is the only surviving street name recorded on James Meehan's Plan of the Town of Sydney dated 31 October, 1807.⁵ At this time, the street began at Bridge Street in the north, petering out at the southern end around modern day Market and Park Streets. The street would not be extended north for its full length until 1853.

The southern end of Pitt's Row evidently had an unsavoury reputation. When offered land at the southern end of the street, Macarthur reputedly stated that the neighbourhood was the haunt of 'prostitutes and the lowest classes.'⁶ The Brickfields area, to the south, was a notorious haunt of 'illegal boxing matches, robberies and murders'.⁷

When Governor Macquarie arrived in the Colony in 1809, he found 'a dirty, straggling settlement of crooked streets and irregular buildings.'⁸ Pitt's Row was only half the width of modern day Pitt Street. Soon after taking office, Macquarie embarked on a civic improvement programme which included widening the main streets to fifty feet, and 'de-stumping.' Surveyor Meehan prepared a new plan of the township, which was approved by the Governor. Macquarie declared that any buildings constructed without the permission of Meehan would have their houses pulled down and 'further incur the Governor's displeasure.'⁹

Macquarie divided the settlement into five districts, each with a watch house and police force. The boundaries of the Fifth District extended from Park Street in the north to the southern boundary of the Brickfields in the south and from Hyde Park in the east to Cockle Bay (Darling Harbour) in the west, thereby incorporating the subject site.

When commenting on Macquarie's activities, the *Sydney Gazette* reported that the improvement in Sydney's streets was 'daily becoming more obvious' and that nowhere was the improvement 'more

1 From map in Margo Beasley, *The Sweat of Their Brows: 100 Years of the Sydney Water Board 1888-1988*, The Water Board, Sydney, 1888, 2.
2 Paul Ashton, *Sydney Takes Shape – A History in Maps*, Brisbane, Hema Maps Pty Ltd, 2000, 8.
3 Norman Edwards, 'The Genesis of the Sydney Central Business District 1788-1856', in Max Kelly (ed), *Nineteenth Century Sydney*, NSW, Sydney University Press, 1978, 37-8.
4 Cited in C.H. Bertie, 'Old Pitt Street', *The Royal Australian Historical Society Journal and Proceedings*, Volume VI, Part II, 1920, 69 - 70.

5 Geoffrey Scott, *Sydney's Highways of History*, Melbourne, Georgian House, 1958, 61.
6 Cited in *ibid*, 62.
7 *Sydney Gazette*, 18 June 1829.
8 Paul Ashton, *op cit*, 2000, 18.
9 Government Order from the *Sydney Gazette*, 11 August 1810, cited in *ibid*, 18.



Figure 2.1

1819 painting of the City of Sydney looking south-west from Surry Hills, with approximate location of subject site circled. The site was then on the edge of the developed township.

Source: 1819 painting by Joseph Lycett, SLNSW, ML 54

conspicuous than in Pitt's Row', which had been turned into 'a fine level causeway.'¹⁰

An 1802 map shows the subject site was located in an undeveloped area well away from the main settlement (see Figure 2.2). It appears that the tracks of that era followed the local topography to allow easy passage of people, goods and animals. The subject site is understood to have been located near a track running from Darling Harbour to the Old Sydney Burial Ground (the site of Sydney Town Hall) atop the hill, then along the high ground to the south-east, and eventually along the general route of today's Oxford Street. The crest of the hill was likely an important landmark in early Sydney as the edge of its visual catchment. The subject site is located at this crest in proximity to the burial ground. Its southern boundary, Park Street, was gazetted in 1810¹¹.

South of the track was an area known as 'Brickfield Hill', notable for noxious or otherwise undesirable activities, including brickmaking at the small settlement of the same name, and a gallows (visible in Figure 2.2). The Pitt Street South OSD is located in close proximity to this area.

By 1822 (see Figure 2.3), much of the southern section of the city had been subdivided, with the exception of the south-eastern and south-western areas. Subdivision of the subject urban block had been completed by the early 1830s.

¹⁰ Cited in Geoffrey Scott, op cit, 1958, 63.

¹¹ Sydney Gazette 6 Oct 1810, 1-2.



Figure 2.2

1802 map of Sydney with approximate location of subject site circled.

Source: *Plan de la ville de Sydney*, National Library of Australia, Map F307, Object No 229944462



Figure 2.3

1822 map of Sydney with approximate location of subject site circled. The site was at the southern end of the commercial district.

Source: *1822 Map, Plan of the Town and Suburbs of Sydney*, National Library of Australia, Map F107

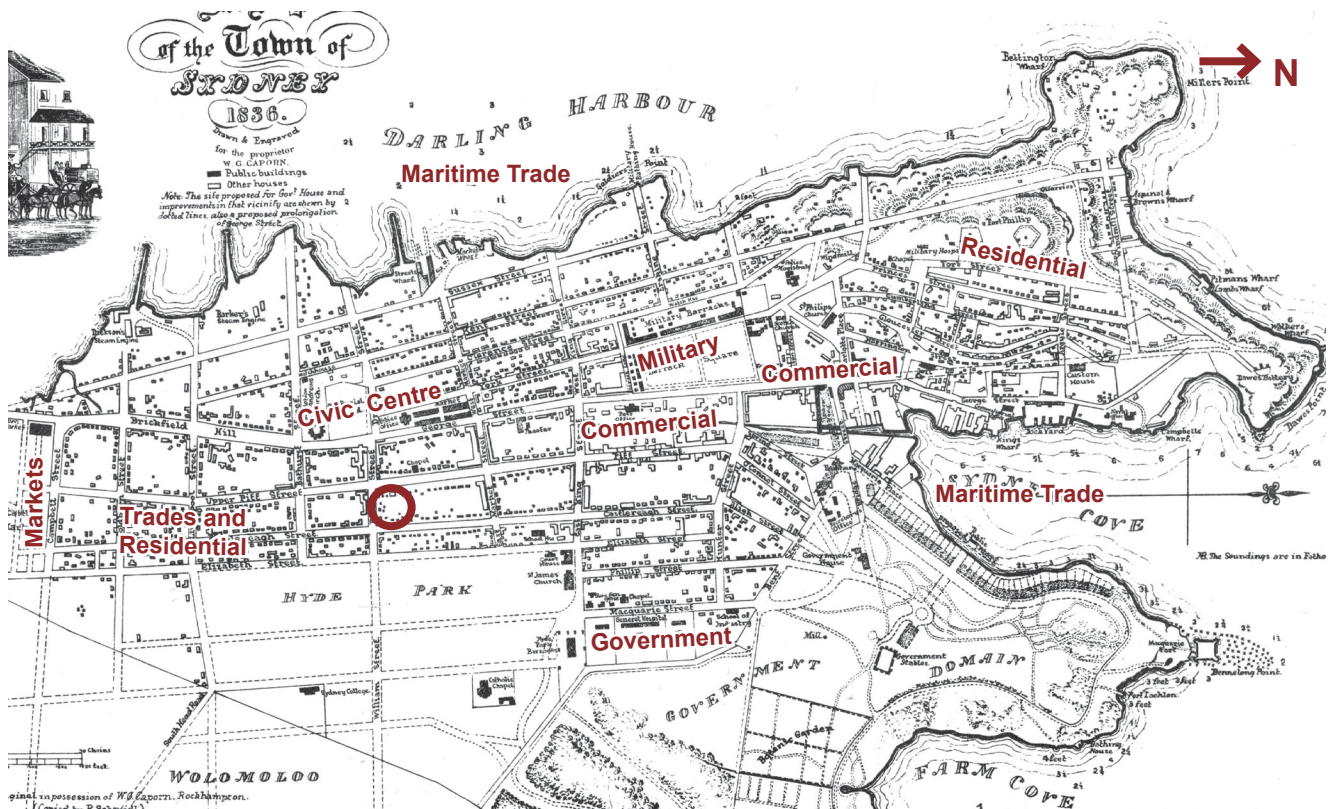


Figure 2.4

1836 map of Sydney with approximate location of subject site circled and main zones of use identified.

Source: 1836 Map engraved for W. G. Caporn, "Town of Sydney, 1836", State Library of NSW, M3 811.16/1836/2, FL3795253

2.2 INITIAL DEVELOPMENT OF THE SITE (1830s-1840s)

Maps from 1836 and 1838 (Figures 2.4 and 2.5) show that Sydney was experiencing continued strong population growth at this time.

Figure 2.4 shows the city's core commercial zones and maritime centres, Circular Quay and Darling Harbour. A major civic area in George Street developed with the commencement of works on St Andrews Cathedral and expansion of the Sydney Markets, which linked with Darling Harbour via Market Street. George Street remained the city's main thoroughfare to Parramatta.

From 1822 to 1836, the south-east corner of the city was surveyed and subdivided by the Streets Alignment Act of 1834 and the Building Act of 1837, lengthening a quickly developing Pitt Street with what appear to be detached structures throughout, attracting a range of small-scale trades and businesses. Park Street was at the centre of this development.

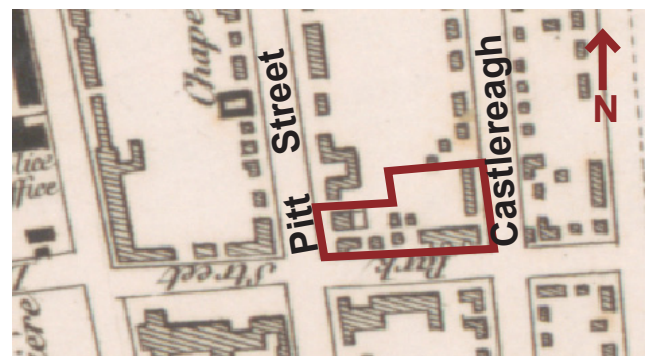


Figure 2.5

Excerpt from 1838 map with subject site outlined in red.

Source: "Plan de la Ville de Sydney". National Library of Australia, PIC Col 591, Object No 136153804



Figure 2.6

1845 map showing slightly less populated site.

Source: Shields Map of Sydney, 1845, Historical Atlas, Sydney Archives

2.3 COMMERCIAL EXPANSION (1850S-1870S)

The City of Sydney continued expanding through this period, underpinned by strong population growth, from approximately 44,000 in 1850¹² to 75,945 in 1870.¹³ The city's core commercial zones both expanded and increased in density. New, larger buildings were erected, often in sandstone. Centrally located in this commercial zone and along the city's main transport routes, the Park Street area between Pitt and Castlereagh Streets continued to be viewed as a central hub, attracting trades and business from all classes. As the economy recovered from the 1840s depression the area saw a building boom as investment was renewed in small scale businesses and residences.

The 1939 *Former Sydney Water Head Office CMP* details the social and economic character of the area during this time:

*By 1850, Sydney's economy was more diverse than it had been before the depression. In his description of Sydney in 1848, Joseph Fowles proceeds along Pitt Street as far south as Park Street, noting as he does that, south of Market Street, the 'fashionable establishments' give way to buildings of a more "utilitarian description. Among which are many wholesale and manufacturing concerns on a very extensive scale."*¹⁴

That the southern reaches of Pitt Street had not lost all of its early unsavoury reputation, was noted by social commentator William Jevons, who described the area two blocks south of the subject site as follows:

*That part of Sydney where the lowest and vicious classes most predominate and where the abodes are the worst possible description, is the square block of land contained between George, Goulburn, Pitt and Campbell Streets... Such is Durands Alley, some female inhabitants of which are punished almost every day in the Police Court for offences chiefly connected with prostitution....No more secure and private retreat for vice is afforded in Sydney.*¹⁵



Figure 2.7

Eastward view along Park Street, 1877, with subject site at left and Great Synagogue at upper left. See Figure 2.12 for detail. The arrow indicates the building of RJ Hughes, Auctioneer.

Source: State Library of Victoria, Ref. H96 160 39 cc000038



Figure 2.8

1848 drawing of east side of Pitt Street near corner of Park Street. The arrow indicates the building of RJ Hughes, Auctioneer.

Source: Fowles, Ch. VIII

Development around the subject site during this period seems to have escaped the ill connotations afforded the area south of Bathurst Street. On Pitt Street three storey masonry shopfronts were flanked by single storey timber structures with yards that were progressively infilled. On Park Street a row of two storey structures terminated at the Barley Mow Inn on the corner of Castlereagh Street, established in the 1850s. Yards connecting Castlereagh Street to Pitt Street were used for horse trades and the manufacture of carriages by firms including the Kearey Brothers, and Holt and McCormack.

The Sands Directory 1858-1870 identifies a number of other trades and small businesses that were established for several decades on the site, including:

- 26 Park Street: Walter Rossiter, furniture dealer
- 30 Park Street: John Ward, fruiterer
- 32 Park Street: Fletcher Brothers iron founders
- 34 Park Street: Mrs Bridget Murphy, draper
- 277 Castlereagh Street: Barley Mow Hotel / Joseph's Family Hotel.

12 Trove, "Sydney Morning Herald", "Sydney Census", Tuesday 11 March 1851, 2.
 13 Trove, "Queanbeyan Age", "The Population of the Colony", Thursday 8 June 1871, 2.
 14 Joseph Fowles, *Sydney in 1848: A Facsimile of the Original Text and Copper-Plate Engravings of its Principal Streets, Public Buildings, Churches, Chapels, etc.*, from Drawings by Joseph Fowles, NSW, Ure Smith, 1952. Originally published in 1848.
 15 William Jevons 1858 cited in Barry Groom and Warren Wickman, *Sydney- The 1850s: The Lost Collections*, NSW, University of Sydney, 1982, pp60 and 62.

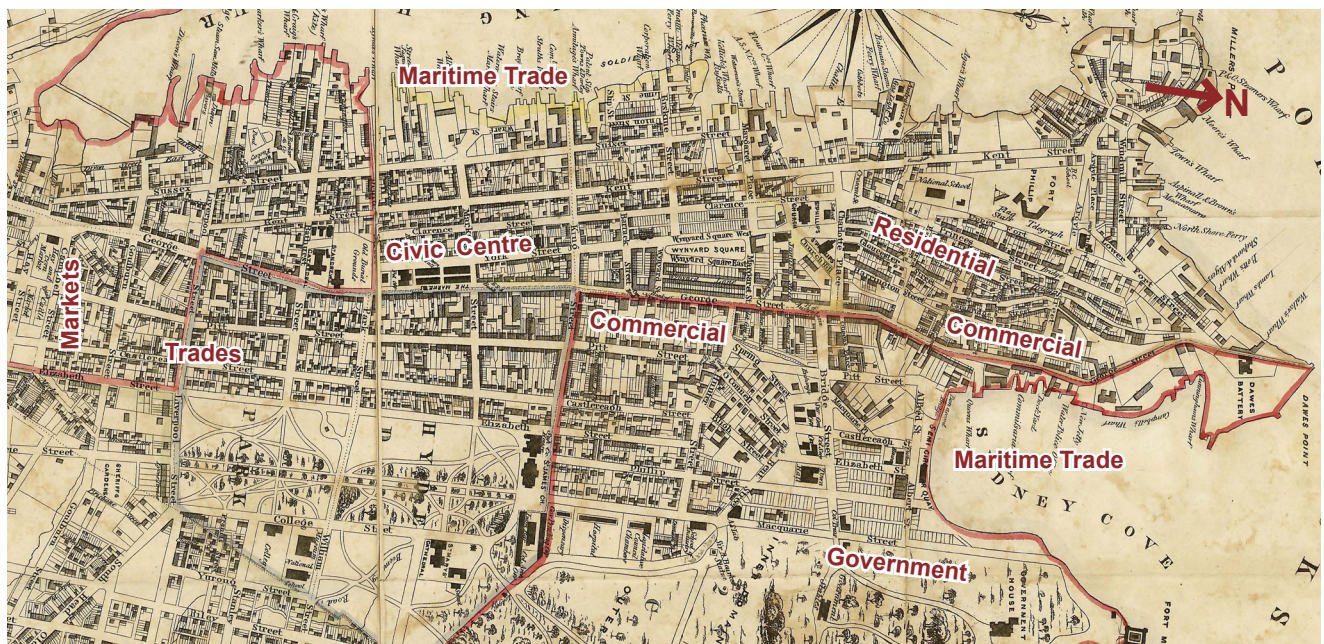


Figure 2.9
1854 map of Sydney with approximate location of subject site circled and main zones of use identified.
Source: 1854 City of Sydney Map, Sydney Archives, Historical Atlas

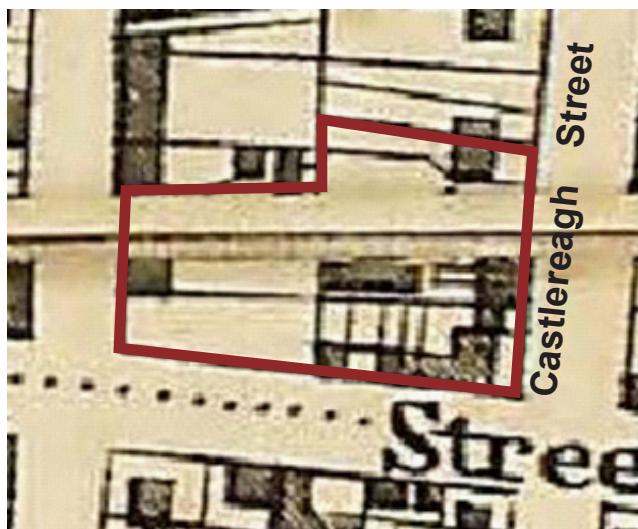


Figure 2.10
Detail of Figure 2.10 with subject site outlined in red. Note the cluster of development around the Barley Mow Hotel site on the corner of Park and Castlereagh Streets.



Figure 2.11
Wiley & Son's [sic] basket warehouse, 20-21 Park St, 1858 (likely opposite the subject site).
Source: State Library of NSW, call no. SV/43



Figure 2.12
252 Pitt Street, c1870, showing Kearey Brothers coachbuilders.
Source: SLNSW, FL1246099, Box 42 No. 4

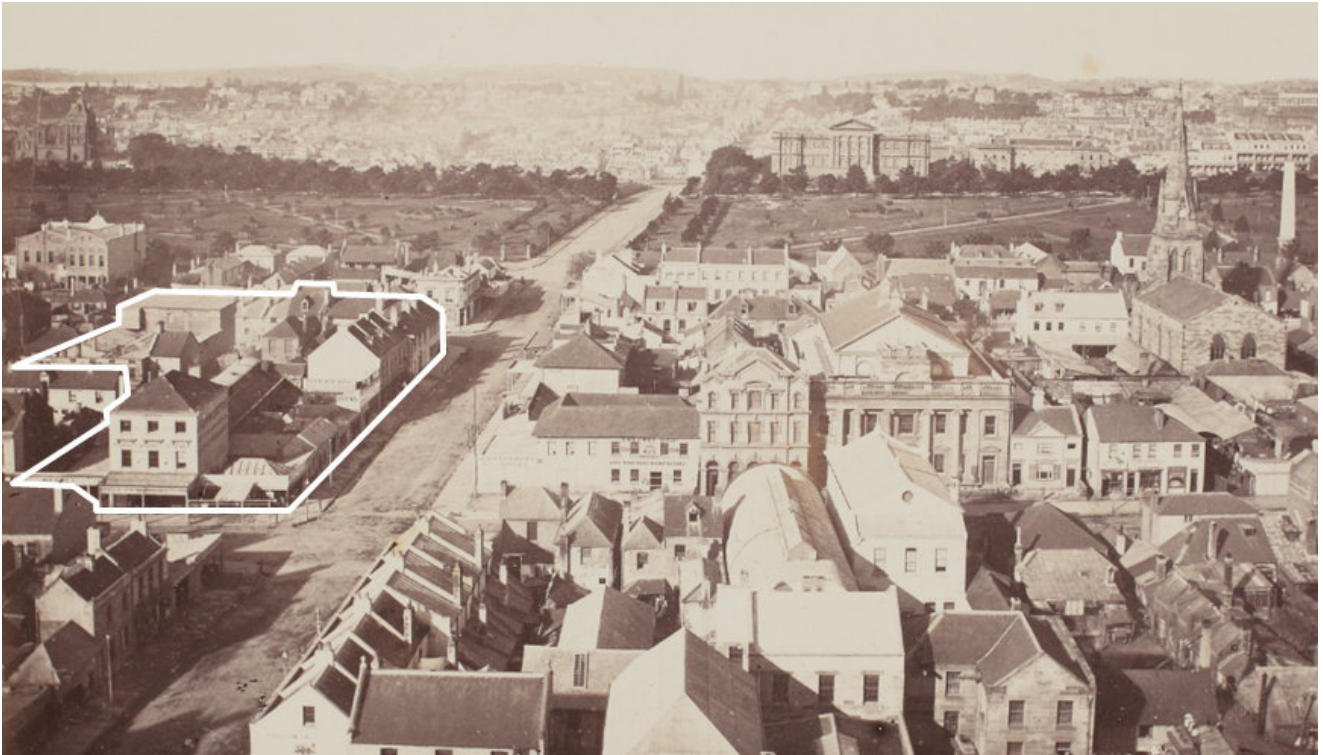


Figure 2.13

View east from Sydney Town Hall clock tower, 1873. The landmark spire at top left is that of St George's Presbyterian Church in Castlereagh Street, now barely visible among taller buildings.

Source: National Library of Australia, Sydney from Town Hall Tower, view looking east over the corner of Park and George Street, 1873, Image no. oai:espace.library.uq.edu.au:UQ:367220



Figure 2.14

Detail of Figure 2.7, with buildings on the subject site highlighted. The Great Synagogue is at upper left: as with St George's Presbyterian Church, the then landmark is now dwarfed by taller surrounding buildings.



Figure 2.15

Coloured engraving, 1888, showing eastwards view over central Sydney with Town Hall and St Andrews in foreground and location of subject site circled.

Source: *Bird's-eye view of Sydney, 1888*, by Albert Fullwood, in S Hunt and G Davison, pp.138-139

2.4 ECONOMIC GROWTH (1880s-1890s)

The 1880s was a period of economic growth for NSW, created by the end of an economic downturn in 1879 and improving transport infrastructure. These conditions supported rapid urban development in Sydney's CBD.

The intense investment in NSW railways from the 1850s saw the completion of key lines on the network through the 1880s, effectively linking Sydney's ports with economic centres across the State¹⁶. From 1879, the government re-initiated tram transport, and rapidly expanded the network to cover hundreds of kilometres across the greater city and suburban areas over the following two decades. Within the CBD, these lines ran primarily along George and Elizabeth Streets while Pitt Street did not initially carry trams. The government also turned to road investment, which allowed for an increase in load weights, particularly between the wharves and the city.

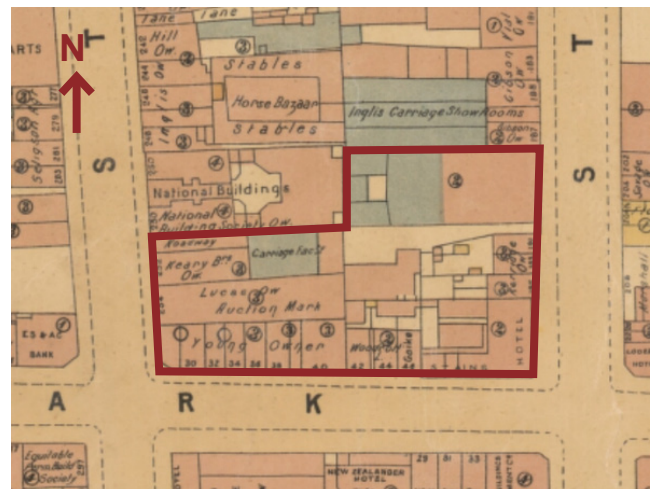


Figure 2.16

Excerpt from 1888 map with subject site outlined in red, showing the extent of development in the vicinity.

Source: *1888 Map, City of Sydney*, National Library of Australia, Map RM 722

¹⁶ *The Roadmakers*, (2000), 42-3.

New building construction accompanied these economic and transport improvements. In 1879 the first official *Building Act* was passed “to make better provision for the construction of buildings ... in the city of Sydney”.¹⁷ A major factor behind the construction of taller buildings was the adoption of mechanical lifts for passengers and goods. Lifts were introduced into Sydney in the 1880s and were rapidly adopted into the design of taller buildings.¹⁸

Some of the largest impacts of these developments were experienced in the areas of the city nearest the main rail and shipping transport links. Large swaths of residential housing on the west side of the city, along Sussex, Kent, Clarence and York Streets, were redeveloped for large, multi-storey warehouses with lifts. Nearby George and Pitt Streets continued to prosper as major commercial centres. At the heart of the city centre, the Park Street area experienced dense commercial growth and remained a hub of horse and iron trades, other small businesses and their working class residences.

On Pitt Street, Kearey’s improved their coach factory until the industry came to a halt at the turn of the century. On Park Street, the three-storey Young’s Chambers was emerging, led by Fletcher’s and then Henderson’s ironmongers (1870s-1920s). The Barley Mow Inn remained steadfast at the corner of Castlereagh and Park Streets, while the yards around it would soon be consumed by another factory.

2.5 A NEW CENTURY (1900s-1950s)

The early twentieth century saw the erection of ever taller buildings in the city in a pattern of growth that continues today. This period also marked the introduction of several planning measures to guide the future growth of the city and greater Sydney. A number of properties within the subject site were redeveloped for taller structures, but the location continued as a centre primarily for trades. As time went on, however, the site shifted to hosting more general commercial businesses as the small trades moved elsewhere, ending a long era in this part of the city.

Public transport infrastructure continued to grow through this period. Overcrowding on the tram lines along George and Elizabeth Streets prompted the State government to construct a new city circle line. In 1901, it constructed a line running from Circular Quay to the Sydney Railway Terminus (near Redfern) down Pitt Street and back along Castlereagh Street. This was a critical route that brought passengers directly past

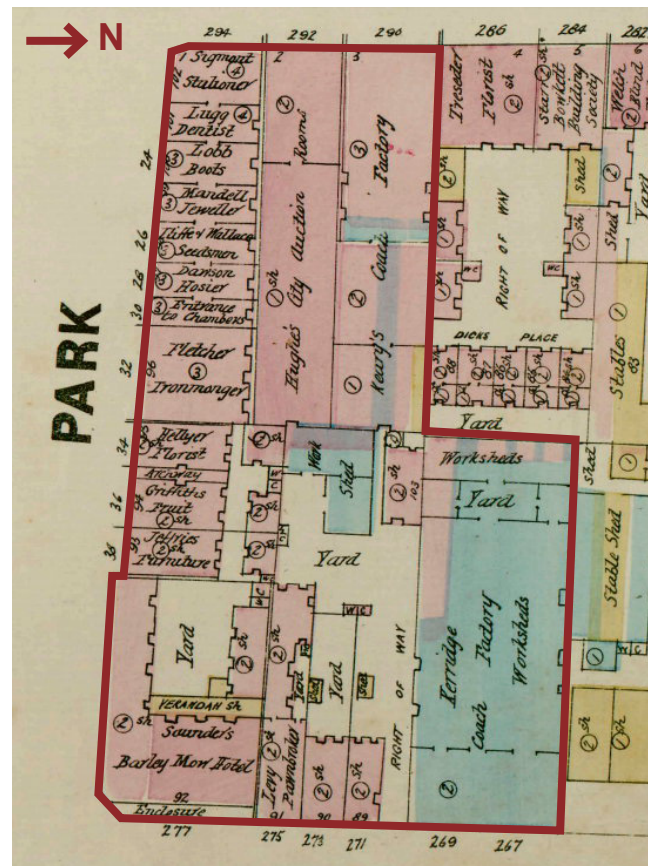


Figure 2.17

Excerpt from 1880 map with subject site outlined in red, showing the businesses occupying the site.

Source: Map 10, Dove's Plans of Sydney, Historical Atlas, City of Sydney Archives

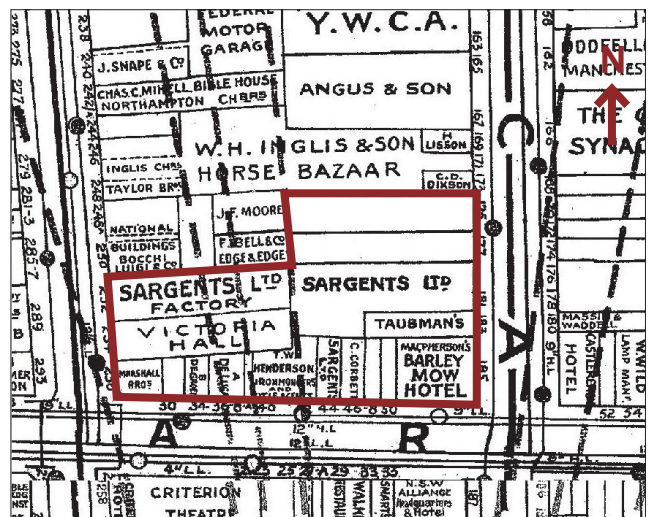


Figure 2.18

Excerpt from 1910 map with subject site outlined in red, showing businesses occupying the site.

Source: Map of Central Sydney, Historical Atlas, City of Sydney Archives

17 Company Directors House Conservation Plan (1999), 13 (citing Freeland, J M, "Architecture in Australia" (F Cheshire, Melbourne: 1968), 160.

18 Ibid.



Figure 2.19

Aerial view to east over Pyrmont and the city, 1932, with location of subject site circled.

Source: State Library of NSW, photograph by Milton Kent, Call Number ON 447 Box 14, ref: FL8812116

the subject site. In its first year of operation, the line carried 854,516 people per month, increasing within a decade to 1,165,736. When the new Central Station was completed in 1906, it included ramps to carry the Pitt Street trams up to the platform level. Suburban train lines were also extended into the city, running from Central to St James by 1926 and from Central to Wynyard in 1932, both away from the subject site.

The 1908-09 *Royal Commission for the Improvement of the City of Sydney and Its Suburbs* recommended better thoroughfares, improved port-warehouse connections, dignified civic spaces, and the remodelling of key transport interchanges. While the recommendations were not immediately implemented, they did set the tone for future considerations of the expansion of greater Sydney. In the CBD, concerns of fires in tall buildings lead to the *Height of Buildings Act (NSW) 1912*, which limited building heights to 150 feet (45.7m), approximately 15 storeys, a limit that remained in place until 1957.

In 1900, Sargents Pies refitted the former Kearey Brothers coach factory on Pitt Street into an industrial bakery with refreshment rooms. At three storeys, the new building complemented the building heights along this section of Pitt Street. Sargents operated until 1975. In 1925, the Barley Mow Hotel, on the corner of Park and Castlereagh Streets, became the Windsor Hotel. Though gradually redeveloped, until recently the site was mainly occupied by three storey buildings with somewhat taller structures at each street corner.

The completion of the Sydney Harbour Bridge in 1932 provided greater road and rail access between the city

and the North Shore and altered traffic and commercial patterns in the central city. At the same time, ongoing overcrowding on the George and Elizabeth Street tram lines prompted the State Government to transfer a number of routes off George and Elizabeth streets to Pitt Street. The routes terminated in the south and south-western suburbs, including Botany, St. Peters, Rosebery, Daceyville Junction, Cook's River, Dulwich Hill, Canterbury and Earlwood.

By the 1950's, the tram network was viewed by many as choking the road network, so the government successively closed it down up to 1961. At the same time, work recommenced on the city's underground rail lines, and the City Circle Line was completed through Circular Quay in 1956. Discussions over the construction of the Eastern and Western Distributor roads also started in the 1950s, commenced construction in the 1960s and took decades to complete.

2.6 A TALE OF FOUR CITIES: BUILDING HEIGHTS IN SYDNEY

Like all dynamic landscapes, cityscapes represent the evolution of human needs, capacities and priorities. Sydney has evolved through a series of historical and visually distinguishable stages, to the extent that one might view it as a series of cities, each largely erasing, while also retaining evidence of, its predecessor. The result is a rich, highly eclectic cityscape. In broad terms, and with particular attention to the evolution of building heights, the following 'cities' can be discerned:

- The Colonial city
- The Victorian/Federation city
- The Post-War city
- The Contemporary city

The typical built forms of each stage were influenced by many factors: geographical limitations, economics, prestige, architectural fashion, regulations and, perhaps most importantly, available technology. Nowhere was the interplay of such factors more evident than in the matter of building height.

Earliest buildings in the Colonial city were limited to one or two storeys by the difficulty in obtaining good quality clay or lime, with only church builders investing the time required for construction in stone. By 1800, construction techniques had improved sufficiently to permit two or three storey buildings to proliferate, though regulations soon banned the use of timber for fire safety reasons, transforming the nature of the city.

The Victorian city took shape in the second half of the 19th Century, when Sydney's population leapt from approximately 50,000 to almost 400,000. Photographs and drawings of Sydney in the 1870s and 1880s show a sea of residential and commercial buildings not exceeding three storeys, interspersed with taller structures including banks, hotels, government buildings and church spires. In the vicinity of the subject site this included the 1858 St George's Presbyterian Church in Castlereagh Street, a landmark at the time but barely visible today amidst its taller neighbours.

Technology was the primary factor in determining height. Larger buildings such as the Australian Museum extension, the Colonial Secretary's building and the GPO appeared in the 1860s-1870s, but 'until the advent of the lift in the 1880s, even the tallest buildings only reached four or five storeys.'¹⁹ At the same time, new construction materials and components, such as ready-made cast iron columns and beams, began to be imported. The tall commercial, religious and public buildings built at this time remained as landmarks well into the 20th Century.

The Federation period saw eager exploitation of the new structural and lift technologies, with the erection in Sydney of several buildings described, at seven to ten storeys, as 'skyscrapers'. They were also a cause for concern: fire safety technology had not kept pace, resulting in cases where, for example, people on higher levels could not be reached by fire department ladders. Completion in 1912 of the twelve-storey Culwalla Chambers triggered the *Height of Buildings Act*, limiting height to the equivalent of approximately fifteen storeys, much to the frustration

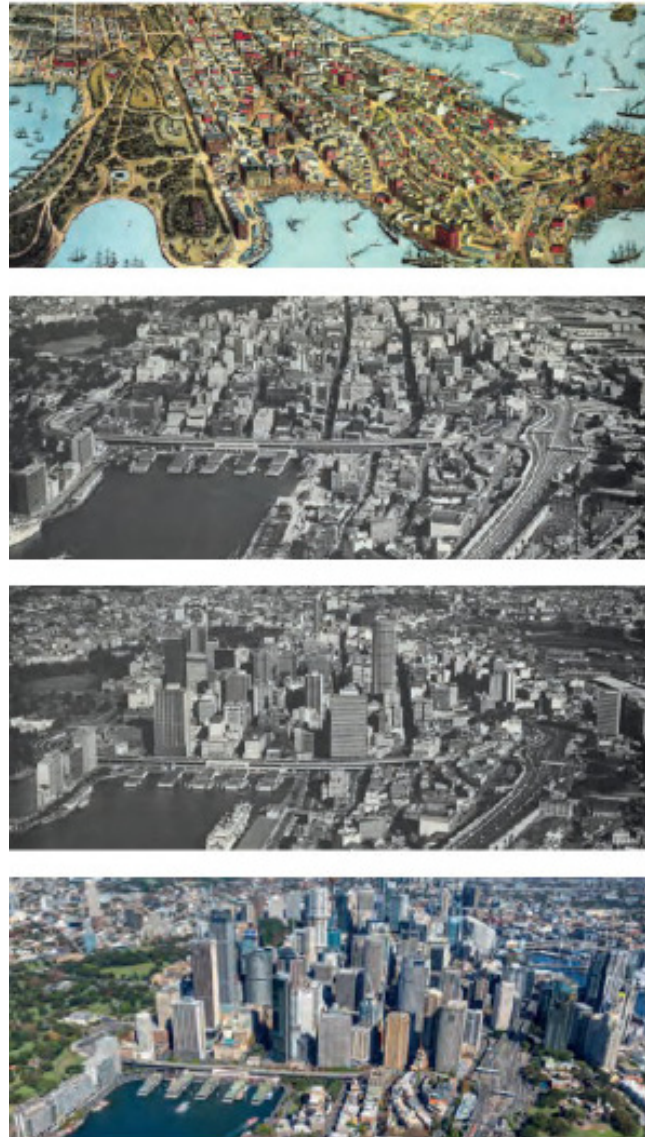


Figure 2.20
Central Sydney as it was (from top) in 1888, 1960, 1970 and 2016. Several taller buildings have since been built, commenced or approved.
Source: City of Sydney, *Draft Central Sydney Planning Strategy*, 2016

of local architects and developers. A 1914 article in the journal *Building*, focusing on the new 60-storey Woolworth Tower in New York, was titled 'The Beauty of the Skyscraper; What Australians are Missing'. 'One assumes,' wrote the author, 'that the chief objection to the skyscraper is not so much against itself as against its incongruity with lowlier neighbours.' The Woolworth Tower continues to stand out in its setting; Culwalla Chambers does not.

As the Act was not relaxed until 1957, building heights remained static during the Inter-War and early Post-

¹⁹ Stapleton, M, 'The Victorian City, 1860-1895', in Jahn, G (ed), *A Guide to Sydney Architecture*, Balmain, 1997, p.45

War periods despite considerable technological, stylistic and economic change during this time; hence the omission of an otherwise stylistically distinguishable 'Inter-War' city from this schema.

International Style skyscrapers had emerged in the USA by the late 1940s, but it was only with the construction of the 25-storey AMP Building at Circular Quay in 1962 that Sydney's third, Post-War city began to be built. Buildings of 15 to 30 storeys proliferated. Australia Square Tower, built in the mid-1960s, reached 50 storeys, the 1978 MLC Centre reached 68 storeys and the 1981 Sydney Tower (Centre Point) the equivalent of 100 storeys. The proposed OSD building will be 38 levels in height.

With dramatic advances in materials, structural and computer technologies since the 1980s, a new wave of 'supertall', technologically advanced buildings has begun to emerge on the world scene. The international construction rate of buildings of over 200 metres in height (approximately 60 storeys) has continued to accelerate since the 1960s, and many more are proposed. Several 'megatall' skyscrapers of over 600 metres height have also been completed globally: the very concept of 'sky' as a place above the everyday human realm is itself being modified, receding ever upwards.

In Central Sydney, the current maximum building height is generally 235 metres²⁰ (with exceptions such as 'Area 3', which includes the subject site and where height is primarily governed by solar plane considerations). The Crown building at Barangaroo and the Greenland tower on the corner of Pitt and Bathurst Streets, both under construction, will be 75 and 67 storeys high respectively. Under the recently approved Central Sydney Planning Strategy, which specifically aims at enhancing Sydney's global competitiveness, permissible heights will be further increased in certain locations.

Sydney's evolution continues: the 'fourth city' is under construction. Each wave of development has erased much of what came before, but has also preserved, adapted and reused older buildings. The result is a city of often dramatic contrasts between old and new, tall and short, stone and glass.

Some of the many examples of this are shown in the following photographs.

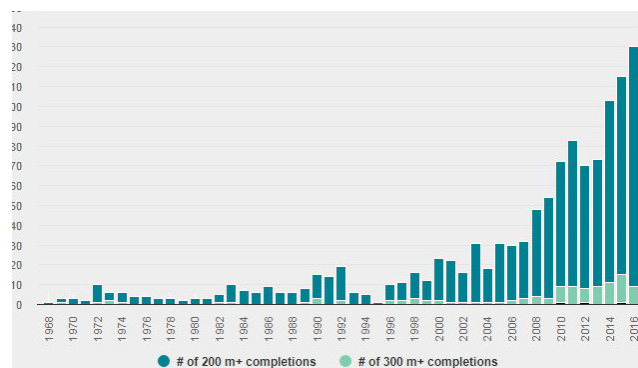


Figure 2.21

Graph showing international completions of buildings over 200 metres tall, from 1968 to 2018.

Source: Council on Tall Buildings and Urban Habitat, <http://www.skyscrapercenter.com/year-in-review-2018>



Figure 2.22

Extract from LEP Height of Buildings Map with subject site outlined in red. The area shaded brown has a permissible building height of 235 metres. Heights in Area 3, outlined in blue, are primarily governed by solar plane considerations.

Source: Sydney LEP 2012 Height of Buildings Map, sheet HOB_015

²⁰ City of Sydney, *Planning Proposal, Central Sydney*, 2016, p.7

**OLD AND NEW,
TALL AND SHORT:
A SYDNEY THEME**

2.23 Corner George and
Liverpool Streets

2.24 Corner George and
Bridge Streets

2.25 Corner Pitt and King
Streets



2.26 Corner Pitt and King
Streets

2.27 Corner Erskine and
Clarence Streets

2.28 Corner Erskine and
Kent Streets



2.29 Corner George and
Bathurst Streets

2.30 Corner Park and
Pitt Streets

2.31 Pitt Street near Park
Street



2.32 Corner Pitt and
Market Streets

2.33 Pitt Street Mall

2.34 Corner George and
King Streets



3.0

SITE DESCRIPTION

3.1 URBAN CONTEXT

The vicinity of the Pitt Street Station North site is defined for the purposes of this report as the area bounded by Elizabeth Street, Bathurst Street, George Street and Market Street. This sector of the Sydney Central Business District is close to its eastern edge (as demarcated by Hyde Park) and its bustling commercial area (north of Market Street), and away from its two busy water frontages (on Port Jackson and Darling Harbour).

The area is densely built up around a grid of relatively narrow urban streets, and features an eclectic mixture of buildings of widely varying construction periods, scales, heights and styles, reflecting most of the stages of the city's development history as discussed

in Section 2.0. Victorian, Federation, Inter-War, Post-War International, Late 20th Century and Early 21st Century buildings stand side by side, often in dramatic juxtaposition.

The character of the building stock in the vicinity is indicated in the images on the following pages.

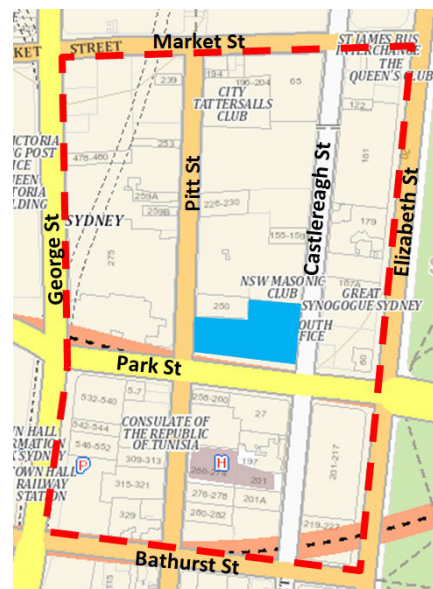


Figure 3.1
Map showing
subject site
shaded in blue
and defined
vicinity outlined in
dashed red line.
Source: SIX Maps

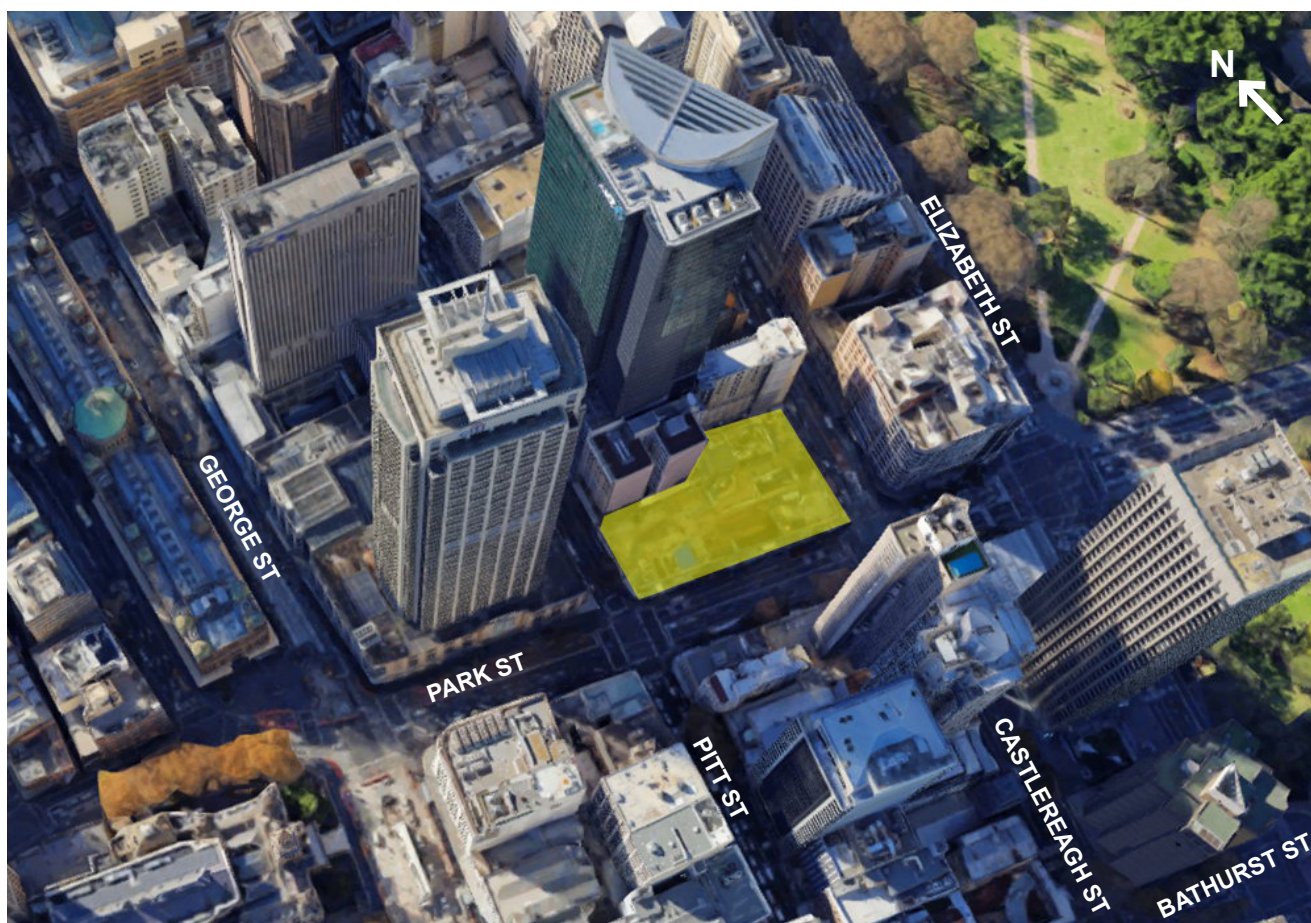


Figure 3.2
Aerial view from south-west showing the location of the subject site (shaded in yellow) and its vicinity.
Base image: Google Maps, accessed 16.1.20

PARK STREET: North side



FIGURES

3.3 -3.5 The Galleries, Pitt Street frontage

3.6 54-60 Park Street (at right)



PARK STREET: South side



FIGURES

3.7 201-217 Elizabeth St

3.8 5-27 Park St

3.9 5-27 Park St St

3.10 532-540 George St



PITT STREET: East side



FIGURES

- 3.11 192-194 Pitt Street
- 3.12 196-204 Pitt Street
- 3.13 196-204 Pitt Street
- 3.14 210 Pitt Street
- 3.15 228 Pitt Street
- 3.16 161 Castlereagh Street
- 3.17 248A-250 Pitt Street
- 3.18 258-260 Pitt Street
- 3.19 264A Pitt Street
- 3.20 266-274 Pitt Street
- 3.21 276-278 Pitt Street

PITT STREET: West side



FIGURES

3.22 329 Pitt Street

3.23 325 Pitt Street

3.24 295-301 Pitt Street

3.25 The Galleries

3.26 275 Pitt Street

3.27 259 Pitt Street

3.28 249-251 Pitt Street

3.29 55 Market Street

CASTLEREAGH STREET: West side



FIGURES

- 3.30 203 Castlereagh Street
- 3.31 201 Castlereagh Street
- 3.32 197 Castlereagh Street
- 3.33 Masonic Club
- 3.34-3.35 161 Castlereagh Street
- 3.36 159 Castlereagh Street
- 3.37 133-145 Castlereagh Street
- 3.38 65 Market Street

CASTLEREAGH STREET: East side



FIGURES

- 3.39 83-87 Market Street
- 3.40 141-120 Castlereagh Street
- 3.41 161 Elizabeth Street
- 3.42 183-187 Castlereagh Street
- 3.43 183 Castlereagh to 52 Park Street
- 3.44 201-217 Elizabeth Street
- 3.45-3.46 229-249 Elizabeth Street

MARKET STREET: South side



FIGURES

3.47-3.48 49-51 Market Street

3.49 55 Market Street

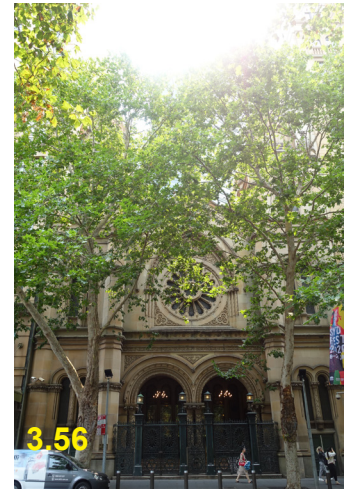
3.50 61-65 Market Street

3.51 65 Market Street

3.52 83-87 Market Street

3.53 135-137 Market Street

ELIZABETH STREET: West side



FIGURES

3.54 141-143 Elizabeth Street

3.55 161-187 Elizabeth Street

3.56 187A Elizabeth Street

3.57 187-195 Elizabeth Street

3.58-3.60 201-217 Elizabeth Street

3.61 219-227 Elizabeth Street

BATHURST STREET: North side



FIGURES

- 3.62 442A-570 George Street
- 3.63 323-331 Pitt Street
- 3.64 284-292 Pitt Street
- 3.65 284-292 Pitt Street, 203
Castlereagh Street
- 3.66 203 Castlereagh Street
- 3.67 219-227 Elizabeth Street

GEORGE STREET: East side



FIGURES

- 3.68 458-466 George Street
- 3.69 468-472 George Street
- 3.70 259 Pitt Street
- 3.71 The Galleries
- 3.72 532-540 George Street
- 3.73 542-552 George Street
- 3.74 552A-570 George Street

3.2 VIEWS IN THE VICINITY

General views are described in a separate Visual Impact Analysis by Urbis. Significant vistas or views are available on the fringes of the defined vicinity, for example along George or Park Streets towards Town Hall and the Queen Victoria Building, along Elizabeth Street to Hyde Park, eastwards along Park Street to Hyde Park and northwards from the more northern parts of Park Street to Centre Point Tower.

Within the vicinity, however, and with the exception of Park Street, the narrowness of the streets and the presence of street trees generally restrict views to relatively short sections of streetscape and limited views of the upper sections of tall buildings. Along Park Street more expansive horizontal and vertical views are available. The nature of views to the subject site is indicated in the photographs below.



FIGURES

3.75 View east along Park Street to Hyde Park, with subject site at left and Criterion Hotel at right (arrow).

3.76 View west along Park Street with subject site at right.

3.77 View south along Pitt Street with subject site at left and Criterion Hotel at centre. The mural on the blank north wall of Pilgrim House is visible behind the Hotel, and the Pitt Street Uniting Church is behind Pilgrim House.

3.78 View north along Castlereagh Street, with subject site at left, the Masonic Club at centre and Centre Point Tower beyond.

3.3 HERITAGE ITEMS IN THE VICINITY

All structures on the subject site have been demolished.

The locations of relevant listed heritage items in the vicinity are shown in the aerial view below. The items and significant views to and from them are described on following pages. In all aerial views the subject site is shaded yellow.

A note on views

Generally, Primary views (indicated by yellow arrows in the images below) are direct views in which the subject building is the main element, and in which the character of a primary facade is clearly discernable. (Primary facades are those intended to be 'front' facades, and other well-exposed facades intended to face the public domain or be clearly visible from within the site.) Secondary views (indicated by white arrows) are those whose subject is the building's context, setting or role in a streetscape or group of buildings.

Primary views are graded as having High heritage significance and Secondary views as having Moderate heritage significance. All other views have Little or no significance. It is noted that 'good' views which were not available originally or at an early stage are not considered to have heritage significance. The heritage impact of the proposal on significant views is assessed in Section 6.0.



Figure 3.79

Aerial view, showing the subject site shaded in yellow. Heritage items in the vicinity are numbered as follows:

1. National Building (Ashington Place). 2. Masonic Club. 3. Former Manchester Unity Building. 4. Great Synagogue. 5. Former Australian Consolidated Press Building (facade). 6. Criterion Hotel. 7. Pilgrim House. 8. Pitt Street Uniting Church. 9. Hyde Park. 10. Former School of Arts. 11. Sydney Square Plaza and Town Hall.

Base image: Google Streetview.

The National Building

248A-250 Pitt Street

A large twelve-storey concrete Inter-War building in the Commercial Palazzo style (in fact two buildings separated by a deep light well and joined by the lift and stair lobby). The primary (Pitt Street) facade features rusticated stone cladding on first and second floors above the retail tenancies and a box awning, and is divided into three vertical sections each featuring window pairs on most levels. Cornices at the tenth floor and parapet complete the Classical motif. The south facade is blank.

Primary views to/from the building are from/to the west and secondarily from/to the north and south along Pitt Street. Part of the blank south facade was visible over the lower (now demolished) buildings on the subject site. The proposed North OSD will be located directly on the National Building's southern boundary.



Figure 3.80

Aerial view showing subject site (shaded yellow), the National Building (shaded red), and significant views. The dashed pink arrow indicates existing non-heritage views that will be obstructed by the proposed building.



Figure 3.81

View south along Pitt Street with National Building (indicated by red arrow), School of Arts (white), Criterion Hotel (black) and subject site (yellow).



Figure 3.82

The National Building seen from Pitt Street.

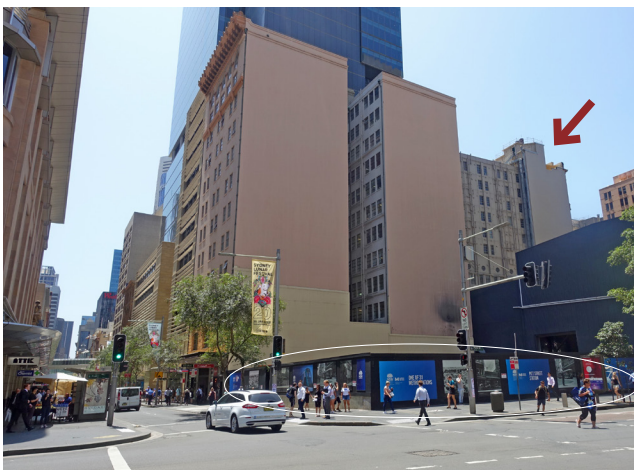


Figure 3.83

The south facade of the National Building seen from the south-west corner of Pitt and Park Streets, with the Masonic Club indicated by the red arrow and the subject site by the ellipse.

The Masonic Club

169-173 Castlereagh Street

A grand twelve-storey stone-clad Inter-War building in the Commercial Palazzo style, with two-storey Classical columns supporting arched windows and defining a *piano nobile* above the ground floor. Simple rectangular windows give much of the facade a contemporary appearance but a projecting cornice above the tenth floor completes the Classical motif. The ground level is occupied by original shopfronts under an elaborate box awning. Large recesses in the north and south facades accommodate windows.

Primary views to/from the building are from/to the east and secondarily from north and south along Castlereagh Street. The proposed North OSD will be located directly on the Club's southern boundary.



Figure 3.84
Aerial view showing subject site (shaded yellow), the Masonic Club (shaded red), and significant views.



Figure 3.85
View to north-west from corner of Park and Castlereagh Streets, with subject site partly enclosed in black screen and Masonic Club behind it.



Figure 3.86
View of Masonic Club from its south in Castlereagh Street.



Figure 3.87
View south along Castlereagh Street with Masonic Club at right and subject site behind it.

Former Manchester Unity Building 183-187 Elizabeth Street

A twelve-storey stone-clad Inter-War building in the Commercial Palazzo style, with large arched windows at first floor level, projecting balconies above fourth and ninth levels and projecting top cornice. A contemporary vertical addition is generally not visible from the street. The building fronts onto both Castlereagh and Elizabeth Street; side facades are partly recessed to accommodate windows and admit light.

Primary views to/from the building are from/to Elizabeth and Castlereagh Street, primarily the former given the narrowness of Castlereagh Street. Sightlines between the subject site and the Manchester Unity Building are limited by the Masonic Club.

The Great Synagogue 187A Elizabeth Street

The Great Synagogue is listed on the State Heritage Register. The site fronts onto both Elizabeth and Castlereagh Street, with the main structure occupying most of the site and facing Elizabeth Street, while a smaller 'back of house' section faces Castlereagh Street. Due to its eastward orientation and the tall building to its immediate south, the primary structure has no visual relationship to the subject site.

The western section of the building has a three storey stone facade in a simple if idiosyncratic Victorian style, with the upper two floors painted. Each floor features two triplets of arched windows and additional single arched openings at the north and south ends. The springing levels of the arches and the floor levels are emphasised by cornices and the arches by hood moulds. An unsympathetic glass and metal single storey has been added.

Primary views to/from this section of the building are from/to the west and secondarily from north and south along Castlereagh Street.



Figure 3.88
Aerial view with subject site shaded in yellow and Manchester United Building shaded blue, Great Synagogue shaded red, the ATP facade shaded green and significant views.

Former Australian Consolidated Press façade 189-197 Elizabeth Street

The listing applies to the Elizabeth Street and the Castlereagh Street facades of the former ACP building; only the latter facade has any visual relationship with the subject site. This is a six-storey 1920s stone facade in the Free Classical style, with an elaborate central three-storey section featuring Ionic columns, cornices and an arched middle window, surrounded by rectangular openings. Above this is a seven-storey-high postwar addition in a undecorated modernist style.

Views to/from this facade are primarily from/to the west and secondarily the north and south along Castlereagh Street: the north-eastern section of the subject site is directly across the street.



Figure 3.89
The former Manchester Unity Building.



Figure 3.90
The facade of the former Australian Consolidated Press (ACP) Building



Figure 3.91
The Great Synagogue (Castlereagh Street facade)

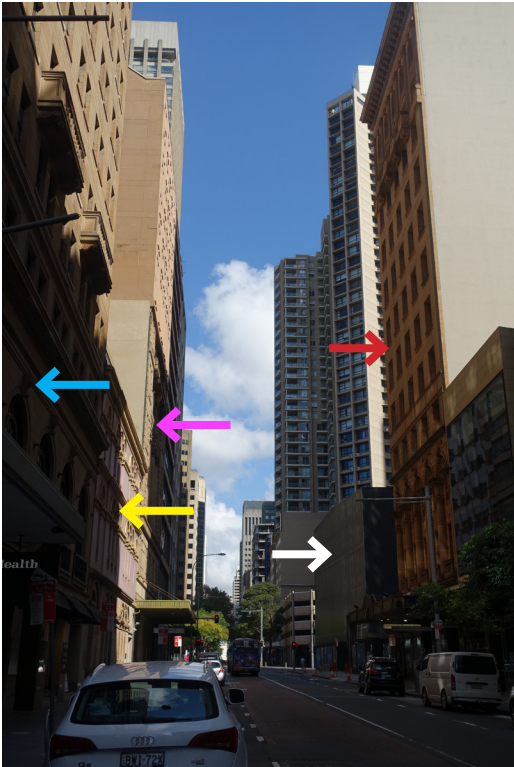


Figure 3.92
View south along Castlereagh Street, with subject site indicated by white arrow, Masonic Club (red), Manchester Unity building (blue), Great Synagogue (yellow) and ACP facade (pink).



Figure 3.93
View north along Castlereagh Street from Park Street, with subject site at left, Manchester Unity building indicated by blue arrow, Great Synagogue (yellow) and ACP facade (pink).

The Criterion Hotel

259-260 Pitt Street

The Criterion Hotel is a three-storey 1930s brick building in the Art Deco style, fronting onto both Park and Pitt Streets, with a trio of two-storey arches on the Park Street facade, elaborate ornamental brickwork at parapet level, a ceramic-tiled ground floor facade and ceramic insets into the blond-brick facade.

The building is directly opposite the subject site and highly conspicuous given its corner siting and the width of Park Street. Primary views to/from it are to Park Street and Pitt Street, especially as approached from the west, when both sites will occupy the view.

It is noted that existing views of the Hotel's northern facade from Pitt Street north of Park Street only became available following demolition of the subject site's buildings; such views were not hitherto available and are not considered to have heritage significance.



Figure 3.95
The Criterion Hotel seen across Park Street from the subject site



Figure 3.94
Aerial view showing subject site shaded yellow, Criterion Hotel shaded red and significant views.



Figure 3.96
View to south-west from Pitt Street, with subject site at left, Criterion Hotel across Park Street and painted north facade of Pilgrim House beyond.



Figure 3.97
View east along Park Street, with National Building at left, subject site at centre left and Criterion Hotel at far right.

Pilgrim House

262-264 Pitt Street

Pilgrim House is a seven-storey rendered brick Inter-War building in the Commercial Palazzo style, with a recessed and balconied central area topped by a large decorative arch, a row of arched windows and a projecting cornice. The seventh/attic storey is set back and not visible directly from Pitt Street, but the largely blank northern facade, currently bearing a painted mural, is visible over the lower Criterion Hotel to the immediate north

Primary views to/from the front, Pitt Street facade are from/to the west; views along Pitt Street are limited by its narrowness and established trees. The northern facade is more generally visible, especially from the many tall buildings in the vicinity. This facade will directly face the subject site.

Pitt Street Uniting Church

264A Pitt Street

The Church is a two-storey stone 1840s building in the Old Colonial Grecian style, with a third/attic storey set back on the roof. The front, Pitt Street facade features two-storey Ionian columns, Paladian pediments above primary openings and an entablatured parapet topped with decorative balustrading, contributing to the temple-like facade. The site is listed on the State Heritage Register.

The significant facades of the building have no visual relationship with the subject site, which is separated from the Church by other development and the width of Park Street.



Figure 3.98
Aerial view showing subject site shaded yellow, Pilgrim House shaded red, the Pitt Street Uniting Church shaded blue and significant views. The white dashed arrow indicates views to the tertiary north facade of Pilgrim House over the top of the Criterion Hotel.



Figure 3.99
Pilgrim House



Figure 3.100
Pitt Street Uniting Church

Former School of Arts

275 Pitt Street

The former School is a two storey sandstone building dating in part to the 1860s, with a Victorian Georgian style facade. Cornices and an entablature emphasise the levels while pilasters, upper storey Corinthian columns and tall arched windows divide the facade into five formal bays. The site is listed on the State Heritage Register.

The front facade has an oblique relationship to the Pitt Street side of the subject site and is separated from it by the width of Pitt Street.

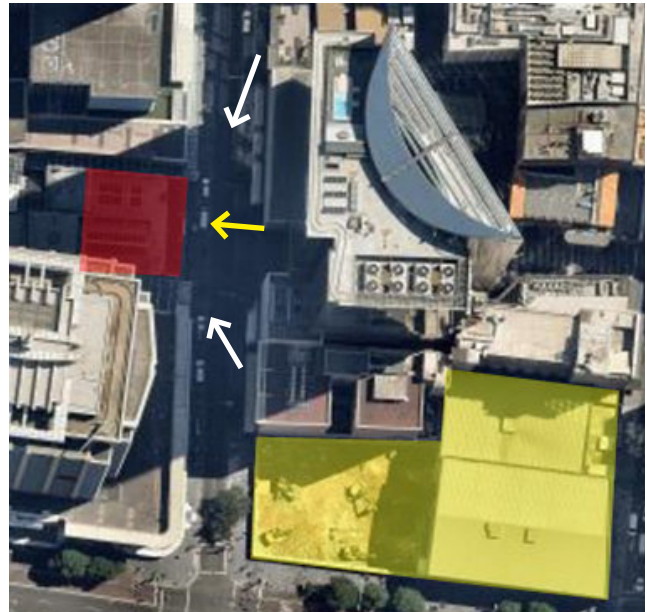


Figure 3.101

Aerial view showing subject site shaded yellow, School of Arts shaded red and significant views.



Figure 3.102

The Former School of Arts.

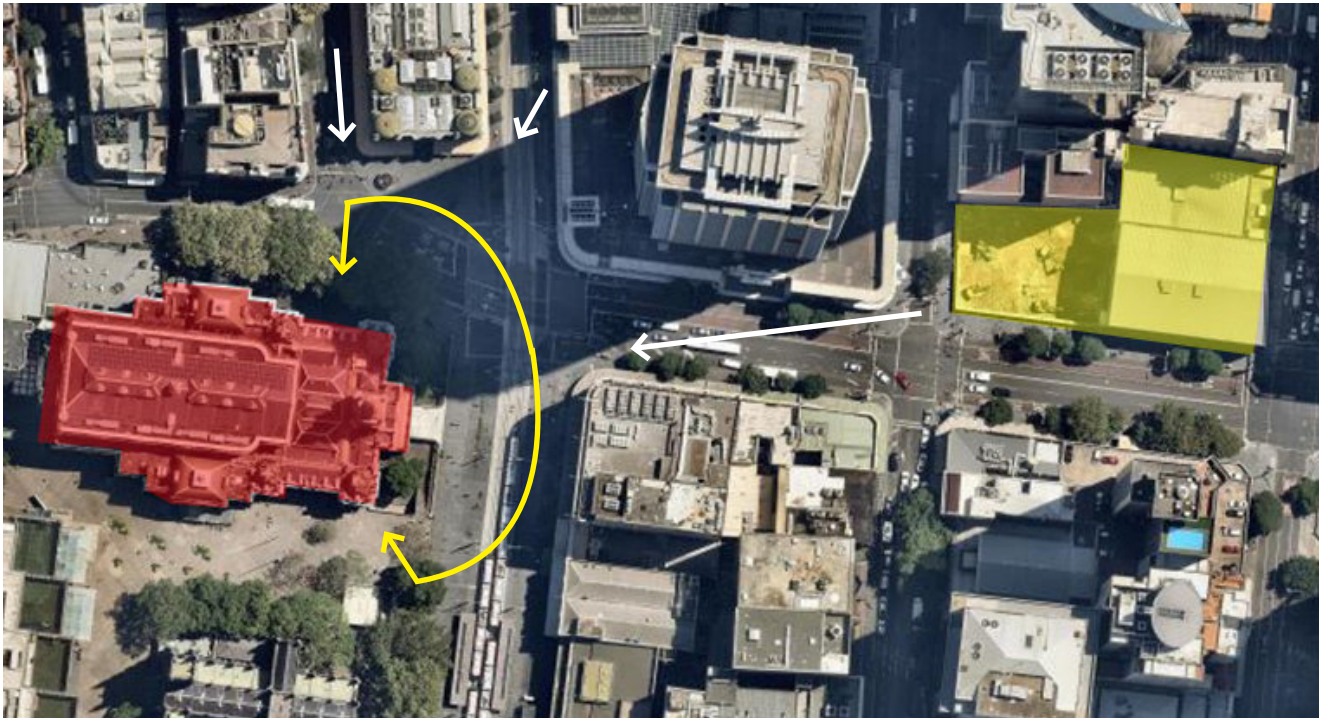


Figure 3.103

Aerial view showing subject site shaded yellow, Sydney Town Hall shaded red, the possible site of a new public open space shaded green and significant views.

Sydney Town Hall

The Town Hall is a monumental four storey sandstone and brick building with a clock tower, built in stages between 1869 and 1889. The main, east facade is in the Victorian Second Empire style, combining Classical elements such as pediments and Corinthian columns with Mansard roofs and dormer windows. The site is listed on the State Heritage Register.

The front facade of the Hall faces in the general direction of the subject site, which is separated from it by the entire block between George and Pitt Streets; the north side of this block is occupied by the CitiGroup Centre building, which is taller than the proposed building. Glimpses between the subject site and the Town Hall are currently available along Park Street.

There is discussion of redeveloping the property on the south-east corner of the George and Park Streets intersection as public open space, though no Development Application has been lodged. Should this eventuate, somewhat broader views between the two buildings will open up, but their separation by distance and roadways will remain.



Figure 3.104

Sydney Town Hall

3.4 THE SYDNEY SQUARE/TOWN HALL/ST ANDREWS SPECIAL CHARACTER AREA

While it is not a listed heritage item, potential impact on the Sydney Square/Town Hall/St Andrews Special Character Area (SCA), as described in Section 2.1.10 of the *Sydney DCP 2012*, is also considered herein. The DCP states:

The precinct represents the symbolic and visual focus and centre of the city and serves as a landmark feature along George Street, due to its prominent location and association with major civic events. The clock tower of the Town Hall and spires of St Andrews Cathedral either appear in, or terminate many significant vistas, particularly those from Park, George, York and Bathurst Streets.

The heritage impact of the proposal on this area is addressed in Section 6.6.

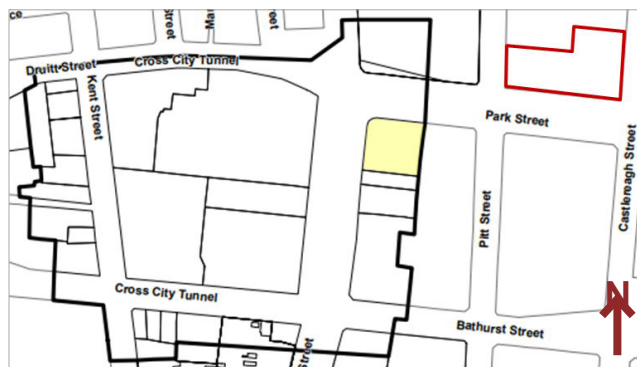


Figure 3.105
Map of Sydney Square/Town Hall/St Andrews SCA, with subject site outlined in red and site of proposed town square shaded in yellow.

Base map: *Sydney DCP 2012, Section 2.1.10*



Figure 3.106
View west along Park Street, from intersection of Park and Pitt Streets towards Town Hall (red arrow). If the proposed town square proceeds, the building indicated by the blue arrow would be removed.



Figure 3.107
View east along Park Street, from north-east corner of SCA in George Street towards subject site (arrow).

3.5 THE COLLEGE STREET/HYDE PARK SPECIAL CHARACTER AREA

While it is not a listed heritage item, potential impact on the College Street / Hyde Park Special Character Area (SCA), as described in Section 2.1.2 of the Sydney DCP 2012 and whose western boundary is Castlereagh Street, is also considered herein. (It is noted that Hyde Park is listed on the State Heritage Register.) The DCP states:

College Street and Hyde Park form a precinct, which clearly separates the City from the residential areas to the east, forms part of the green eastern edge and frames an important gateway to the City... The west and south edges consist of commercial development of larger scale with strong street alignment, creating a greater sense of enclosure to Hyde Park...

The heritage impact of the proposal on this area is addressed in Section 6.6.

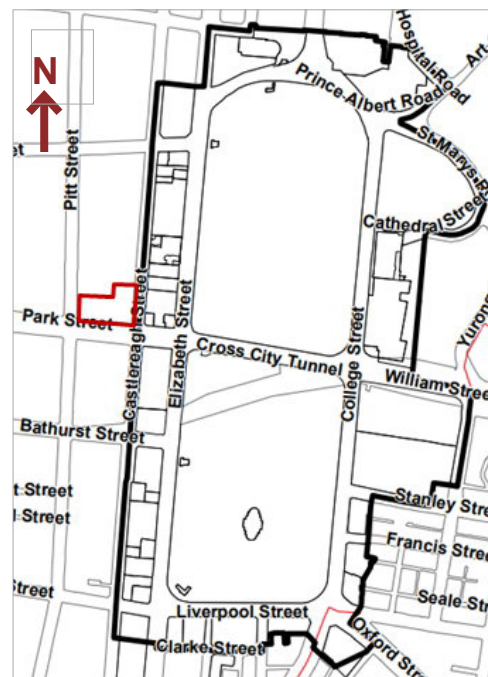


Figure 3.108
Map of College Street/Hyde Park SCA, with subject site outlined in red
Base map: Sydney DCP 2012 Section 2.1.2



Figure 3.109
View from Hyde Park to south-west, with approximate location of subject site (not height of proposed building) indicated by arrow.



Figure 3.110
View from Hyde Park to north-west with approximate location of subject site indicated by arrow.



Figure 3.111
View west along Park Street with Hyde Park at left and right, and subject site indicated by arrow.

3.6 THE SUBJECT SITE

The subject site is not listed in any statutory instrument as an item of heritage significance. All buildings on the site have been removed.

The site is an L-shaped property with frontages on Park, Pitt and Castlereagh Streets. The heritage-listed National Building and Masonic Club adjoin the

site's northern boundary on the west and east sides respectively, while the listed Criterion Hotel is directly across Park Street, and the Great Synagogue and Former ACP Facade directly across Castlereagh Street. Some current views of the site are shown on this page.



Figure 3.112
Aerial view of site as it was in April 2018, with boundaries shown in red. (Source: Nearmap)



Figure 3.113
View west along Park Street with subject site indicated by arrow.



Figure 3.114
View north-east across Park Street towards site, with National Building (at left) and Masonic Club (arrow) on Castlereagh Street.



Figure 3.115
View east along Park Street with subject site at left and Criterion Hotel at right.

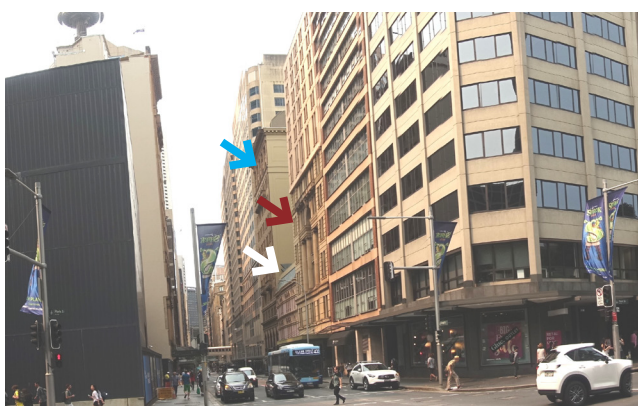


Figure 3.116
View north along Castlereagh Street with site at left and Manchester Unity Building, Great Synagogue and Former ACP Facade indicated by blue, white and red arrows respectively.



Figure 3.117
View north along Castlereagh Street with site at left and Masonic Club at centre.

4.0

HERITAGE SIGNIFICANCE

4.1 THE SUBJECT SITE

The subject site is not listed as an item of heritage significance in any statutory instrument. It is not within a conservation area or special character area.

Archaeological investigations of the subject site were undertaken by Casey & Lowe Pty Ltd, identifying significant artefacts and evidence of historical structures, as outlined in their preliminary report, *Sydney Metro City & Southwest, Tunnel and Station Excavation Works, Pitt Street Station North Preliminary Report*, dated November 2018, and other documents.

4.2 ESTABLISHED SIGNIFICANCE OF HERITAGE ITEMS IN THE VICINITY

The subject site is adjacent to or in the vicinity of several individually listed heritage items. The analysis in this report focuses on the impact of the proposed development on the items identified in Section 1.5. Other listed heritage items in the wider locality are separated from the subject site by intervening development, roadways, distance and public domain, and have no visual relationship to the subject site.

The following Statements of Significance for the relevant items are sourced from the NSW Heritage Inventory.

TABLE 4.1 : STATEMENTS OF SIGNIFICANCE FOR HERITAGE ITEMS IN THE VICINITY

Listed Item		Statement of Significance
Name	National Building	<i>See Figure 3.80</i>
Address	248A-250 Pitt Street	The National Building is a twelve storey reinforced concrete commercial building constructed in the Interwar Commercial Palazzo style and having a prominent position due to its height relative to the streetscape. The building has historic significance as a reflection of the history of building societies and other investment institutions in the commercial life of Sydney. It is an important building in the professional work of the architectural firm of Joseland & Gilling. The building has a high aesthetic significance as a fine and largely intact example of the style and includes many of the identifying elements such as the arched windows, antique cornice and terrazzo plasterwork.
LEP Item no.	I1931	
NSW Heritage Inventory no.	2424046	

TABLE 4.1 : STATEMENTS OF SIGNIFICANCE FOR HERITAGE ITEMS IN THE VICINITY

Listed Item		Statement of Significance
Name	Community Building 'Masonic Club' including interior	<i>See Figure 3.81</i> The Masonic Club is significant as a fine example of the Inter-war Commercial Palazzo style. It is a twelve storey sandstone building, symmetrical in its massing with three distinct sections that are fundamentally classical in composition. Designed and built by the Masonic Lodge in 1925, it is socially and historically significant for its continued associations with this nationally influential social organisation. Its skilfully designed sandstone façade is an important contributor to the streetscape and reflects an important period of urban growth during the 1920s. Its interiors are both aesthetically and historically significant. The double volume main Dining Room is a fine example of a classically derived interior pertaining to the Gentleman's Club and features large recessed arched windows and a plaster ceiling with a deep, elaborate cornice incorporating classical dentils. The conversion of the upper levels to hotel type rooms reflects a growing need in the city during the later decades of the twentieth century.
Address	169-173 Castlereagh Street	
LEP Item no.	I1699	
NSW Heritage Inventory no.	2423976	
Name	Former 'Manchester Unity' Building including interiors	<i>See Figure 3.82</i> The building is part of an ongoing tradition of centralised commercial, professional and financial dealings in CBD. The choice and use of the site reflects pre-eminence of the portion of the city for professional and financial institutions on the prestige location adjacent to the park. An excellent example of Inter-war Commercial Palazzo style, the facade features projecting balconies and a deep cornice. Although common for the period, this building is an exemplar for its use of proportion and balance with fine detailing of west four floors and top three floors. It is an important contributor to townscape character of Elizabeth Street and Hyde Park Precinct.
Address	183-187 Elizabeth Street	
LEP Item no.	I1748	
NSW Heritage Inventory no.	2424002	

TABLE 4.1 : STATEMENTS OF SIGNIFICANCE FOR HERITAGE ITEMS IN THE VICINITY

Listed Item		Statement of Significance
Name	The Great Synagogue	<p><i>See Figure 3.83</i></p> <p>The Great Synagogue is of state and potentially national significance as the earliest surviving synagogue in NSW still in use, which has represented the centre of Jewish worship and culture in central Sydney since the 1870s. The Great Synagogue is associated with the Mother Congregation of Australian Jewry, together with many subsequent leading members and families of the Jewish faith. By its prominent situation and presence in Central Sydney, its magnificent architectural grandeur, its rich symbolism, and its important collection of Hebrew documents and other religious artefacts, the Great Synagogue also embodies and demonstrates the early development and importance of the Jewish faith and culture in New South Wales during the 19th Century.</p> <p>The Great Synagogue is a major landmark of Sydney. It is the only high Victorian style Synagogue in Australia and represents one of the most elaborately decorated Victorian buildings in Sydney, internally and externally. The building also represents one of the finest works of the leading NSW architect, Thomas Rowe. It contains excellent examples of the best quality decorative work in moulded plaster, carved sandstone and timber, metalwork, tiling and stained glass that is remarkable for its richness, originality and the degree of craftsmanship by leading decorative firms of the High Victorian period from Australia, Great Britain and the United States. Apart from its architectural excellence, the Great Synagogue provides a rich townscape aspect to Hyde Park and is an iconic building of Elizabeth and Castlereagh Streets. (Phillips 2000 & HO 2004)</p>
Address	187A Elizabeth Street, Sydney	
LEP Item no.	I1748	
NSW Heritage Inventory no.	5051584	
SHR Listing no.	01710	
Name	Former 'Australian Consolidated Press' Facade	<p><i>See Figure 3.84</i></p> <p>The Australian Consolidated Press Offices was designed by the influential firm of Spain & Cosh, and Bruce Dellit (whilst in their employ). The sandstone facade has aesthetic significance as a confident expression of the inter-war Free Classical style. It was designed to express the most modern standards of publishing and staff amenity. The building has been continuously associated with newspaper publishing since its construction in 1925. Its construction at that time is representative of an important period of redevelopment in the city.</p>
Address	189-197 Elizabeth Street	
LEP Item no.	I1761	
NSW Heritage Inventory no.	2424004	

TABLE 4.1 : STATEMENTS OF SIGNIFICANCE FOR HERITAGE ITEMS IN THE VICINITY

Listed Item		Statement of Significance
Name	Criterion Hotel	<p><i>See Figure 3.85</i></p> <p>The Criterion Hotel constructed in the Inter-War Art Deco style is situated in a prominent location on the corner of Pitt and Park Streets in the inner city Town Hall precinct, and has aesthetic significance for the quality of its exterior detailing. The Criterion has significance as the finest of the five remaining hotel buildings constructed in this style in the CBD; the others which all remain operational are the Criterion (Sussex Street), the Great Southern, the Tudor Inn, and the Wynyard. It also has aesthetic significance as an important corner element and for its contribution to the streetscape of the immediate area. The hotel has historic significance for carrying on the name of the Criterion Theatre which formerly occupied the site. The hotel has social significance as a fine, largely intact, and fully operational example of a small inner city corner hotel. The building has social significance as part of the network of purpose built hotels which provided social / recreational venues and budget accommodation for the local community.</p>
Address	258-260 Pitt Street, Sydney	
LEP Item no.	I1933	
NSW Heritage Inventory no.	2424127	
Name	Pilgrim House	<p><i>See Figure 3.86</i></p> <p>Pilgrim House is a seven storey commercial building in the Commercial Palazzo style, which forms part of a varied streetscape within Pitt Street. The building has high historic significance in the history of the Australian Broadcasting Commission as the first Federal head office of the ABC and as a venue for the ABC's live studio broadcasts until 1970. The building has high social significance for its ability to reflect the social justice concerns of the Uniting Church. The building has high aesthetic significance as a rare Commercial Palazzo building with a triumphal arch motif. The building has a high level of exterior and interior fabric with outstanding potential to be restored.</p>
Address	262-264 Pitt Street, Sydney	
LEP Item no.	I1935	
NSW Heritage Inventory no.	2424128	
Name	Pitt Street Uniting Church	<p><i>See Figure 3.87</i></p> <p>Pitt Street Uniting Church is aesthetically significant as an exceptional example of a church in the Old Colonial Grecian style by John Bibb. It was opened in 1846, with later extensions by G A Mansfield (1866). It is historically and socially significant as a centre of worship and community activity of the Congregational and Uniting Churches for 150 years, and is associated with prominent members of the congregation including retailer David Jones. The building's scientific significance derives from potential archaeological deposits beneath the floor of the original section of the building.</p>
Address	264A Pitt Street, Sydney	
LEP Item no.	1936	
NSW Heritage Inventory no.	2424129	
SHR Listing no.	00022	

TABLE 4.1 : STATEMENTS OF SIGNIFICANCE FOR HERITAGE ITEMS IN THE VICINITY

Listed Item		Statement of Significance
Name	Former Sydney School of Arts	<p><i>See Figure 3.88</i></p> <p>The Sydney School of Arts is significant as a work that combines the design of three prominent nineteenth century architects, Verge, Bibb and Backhouse. It is significant for its historical associations with the School of Arts, the foundation of Technical Education and its association with major Sydney figures. It is significant for the quality of the surviving interiors and exteriors and its contribution to the streetscape of the area. It is a rare surviving early remnant church building in the inner city. It is important in the conservation movement as a focus for the retention of significant early buildings.</p>
Address	275 Pitt Street, Sydney	
LEP Item no.	I1937	
NSW Heritage Inventory no.	2424049	
SHR Listing no.	00366	
Name	Sydney Town Hall including interiors	<p>Sydney Town Hall is significant as one of the grandest and most elaborate and largely intact examples of nineteenth century High Victorian buildings surviving in Australia. It is significant as a design of the architects J. H. Wilson, Bell & Bond and Thomas Sapsford, and for the involvement of a variety of famous designers and craftspeople in the execution of its interior elements. It is significant as a grand civic monument being a landmark feature along George Street, serving as the symbolic centre of the city. The Town Hall is significant as one of the state's most important civic buildings and has been involved with the governing and development of Sydney City since the mid-nineteenth century. The building has historic and scientific significance occupying the site of an early colonial cemetery, with some grave sites intact in the foundations. It has social significance for its continued association with the Sydney City Council and for its association with government functions and important social and political persons since its construction. The Town Hall has scientific significance for the conservation technology used in the restoration of its interior spaces, most notably the Vestibule.</p> <p>Centennial Hall: The Centennial Hall is significant as one of the grandest and most elaborate intact examples of a High Victorian nineteenth century hall surviving in Australia. It is significant as a design of the City Architect Thomas Sapsford, completed by George McRae, as well as for the involvement of a variety of famous designers and craftspeople in the execution of its interior elements. The Hall has significance as one of the state's most important civic spaces having been associated with state and local community events since the mid-nineteenth century. It has historic significance having been the largest of its kind, when constructed, in the world. Centennial Hall still serves as a venue for a variety of large scale community events and is one of only two grand nineteenth century halls of this scale surviving in Australia. The Hall is representative of the style considered appropriate for community halls associated with local metropolitan government during the mid-nineteenth century, and is considered to be one of the finest Victorian interiors in Sydney. It has scientific significance for the conservation technology used in the restoration of its interior.</p>
Address	483 George Street	
LEP Item no.	I1790	
NSW Heritage Inventory no.	2424103	
SHR Listing no.	01452	

5.0

DESCRIPTION OF THE PROPOSAL

The proposed building, including the Over Station Development (OSD) and the above-ground section of the Pitt Street Station below it, is detailed in the plans by Foster and Partners Architects and the Statement of Environmental Effects that accompany this application.

The detailed SSD DA seeks development consent for:

- Construction of a new commercial tower.
- Integration with the approved CSSI proposal including though not limited to:
 - Structures, mechanical and electronic systems, and services; and
 - Vertical transfers;
- Use of spaces within the CSSI 'metro box' building envelope for the purposes of:
 - Retail tenancies;
 - Commercial lobby;
 - Loading and services access.
- Utilities and services provision.
- Stratum subdivision (Station/ OSD).

This report evaluates the potential heritage impact of the whole proposed structure that includes the Pitt Street North OSD and the above-ground part of the Station below it. This structure is to be located above the north entrance to the Pitt Street Metro Station, whose main below-ground section, to be provided by Transport for NSW, is not addressed in this report. While some functions and services associated with the station are housed within the building podium, **for the purposes of this report 'the proposal' includes only and all of the structure above ground level.**

The proposed building will be a 38-level commercial structure including parts of the Metro Station complex, with commercial and retail tenancies above, as well as limited parking and loading facilities. The building is located in close proximity to several other tall contemporary buildings, notably the ANZ building to its north and the Citigroup Centre to its west - both of which are taller than it - and will employ the tower-and-podium typology recognised as a means of mitigating the visual impact of tall buildings on urban streetscapes, with the podium relating to the existing streetscape and the tower component set back from the podium face and street.

The tower section of the building is articulated into three towers, designated herein as the West tower



Figure 5.1
Architects' model of proposal as seen from south-east, showing the three towers and the segmented podium aligned with the heritage listed Masonic Club (at right).
Source: Foster and Partners



Figure 5.2
Excerpts from architects' Pitt Street (left) and Castlereagh Street elevations, with adjoining heritage items (in grey). The segments of the proposed podium reflect the adjoining heritage items' heights and storeys.
Source: Foster and Partners

(fronting onto Park and Pitt Streets), East tower (fronting onto Park and Castlereagh Streets) and North tower (fronting onto Castlereagh Street). Only the two shortest facades, the west facade of the West tower and the east facade of the East tower, are parallel to the street - all other street facades are angled away from the street in response to considerations of solar access, views and, importantly, apparent bulk. Each tower is of a different height, emphasising their legibility as separate, smaller, more vertical masses.

The height of the podium component matches that of the adjoining twelve-storey heritage buildings to the north of the site: the National Building (Ashington Place) on the Pitt Street side and the Masonic Club on Castlereagh Street. The podium, too, is articulated into smaller segments by recesses at the three entry points (to the Station, the tower and the service dock), with the segment adjoining the Masonic Club rising to match its height.

GBA Heritage has worked with the architects to ensure that the proposed building respects and responds sympathetically to its heritage context. Thus the expressed floor levels of the podium match those of the adjacent heritage buildings, and its north facade steps away from the National Building and Masonic Club to ensure continued light penetration to their south facades. The use of arches in several nearby heritage items is referenced in the proposed building's use of curves and organic forms, and the materiality and colours of the facades reflect the palette of the heritage items in the vicinity. Stone cladding, for example, is incorporated into the segments of the podium meeting the adjoining stone-clad heritage items, and is used in the 'blades' on all facades of the third storey, providing a gradual transition from opacity to transparency, massiveness to lightness, historical to contemporary.

The aims of the proposal are:

- To provide an integrated station development that services the Sydney Metro;
- To continue the appropriate evolution of central Sydney in line with Transit Oriented Development and other government economic, housing and employment objectives; and
- To conserve the significance of any heritage items in the vicinity, retain and protect the important features of the nearby Special Character Areas and be consistent with the evolving character of the central city.

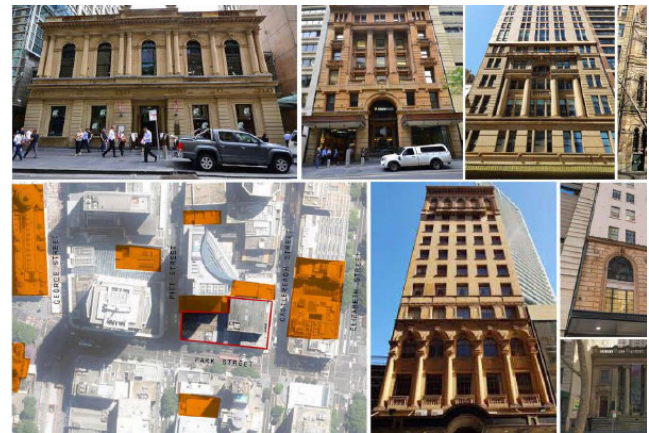


Figure 5.3

Excerpt from architect's presentation showing map of heritage buildings in the vicinity featuring stone cladding.

Source: Foster and Partners

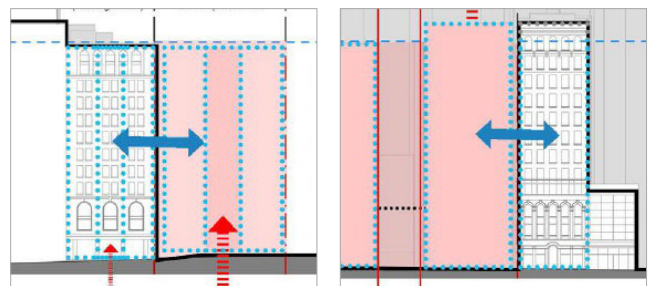


Figure 5.4

Excerpts from architect's presentation showing the relationship of the proposed podium to adjoining heritage items. *Left:* The podium (shaded pink) reflects the height and traditional lot width of the National Building as well as its division into three vertical bays. *Right:* The podium reflects the height and width of the Masonic Club.

Source: Foster and Partners



Figure 5.5

Excerpt from architects' Pitt Street elevation. Stone elements including the National Building lower facade (left) and in the proposed building (including shade fins) are shaded in pink. This follows the principle of gradual transition as shown in the architects' schema (below).

Source: Foster and Partners



6.0

ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This section assesses the potential heritage impact of the proposed development against the relevant guidelines and criteria of the *Sydney Local Environmental Plan (LEP) 2012*, the *Sydney Development Control Plan (DCP) 2012* and the NSW Heritage Office (now Heritage NSW) documents, *Altering Heritage Assets* and *Statements of Heritage Impact*. The requirements of the SEARs as noted in Section 1.1 are also addressed.

6.2 OVERVIEW OF POTENTIAL HERITAGE IMPACTS

The proposed development will be consistent with the evolved urban landscape of this sector of Central Sydney and with the Park, Pitt and Castlereagh Street streetscapes in close proximity.

While the subject site itself is not listed as an item of heritage significance and all structures on it have been demolished, and while the site is not within any Heritage Conservation Area, there are several listed heritage items in the vicinity, and the College Street/Hyde Park SCA and Sydney Square/Town Hall/St Andrews SCA are in close proximity.

Two listed heritage items, the National Building and the Masonic Club, directly adjoin the subject site, and other heritage items are in close proximity. The impacts on these items of above-ground physical connections or underground excavation and construction must be considered. The Acoustics Report accompanying this application states that a separate management plan addressing the potential impact of vibration during construction on other buildings is to be prepared.

Other potential heritage impacts on the above items and others listed in Section 1.5 relate to visual sympathy with and potential visual 'domination' of them, views to and from them and the character of their settings.

While the proposed building will not be the tallest building in the vicinity - the neighbouring ANZ Building and Citigroup Centre exceed its height - it will form

a tall backdrop to the National Building and Masonic Club as seen from nearby viewing locations in Pitt and Castlereagh Streets. This will be consistent with the long Sydney tradition of juxtaposing low-scale older buildings with new high-rise ones (see Section 2.6).

A general visual impact analysis by Urbis Pty Ltd, which does not specifically address visual impacts on heritage items, concludes that

Overall the level of visual impacts on all public domain view locations modelled, is considered to be low. In this regard the potential visual impacts of the proposed development on the public and private domain is considered to be reasonable and acceptable.¹

Significant views associated with heritage items in the vicinity of the subject site are shown in Section 3.3 of this report, and demonstrate that no identified significant views are obstructed by the proposed building.

As noted in Section 5.0, the proposed podium has been carefully designed to reflect the heights of the adjacent heritage items, as well as reflecting their lot widths, the external expression of their levels and their materiality (see Figures 5.2-5.6).

The nearby Manchester Unity building and the Town Hall are of similar height. The distance between the Town Hall and the subject site, as well as the presence between them of the tall CitiGroup Centre building, precludes any 'domination' of, or other adverse heritage impact on, the Town Hall by the proposed building. This will remain the case should the proposed Town Square be created, which would afford slightly broader views but have no effect on separation or intermediate structures.

Most of the other heritage items in the vicinity listed in Section 1.5 and shown in Section 3.3 are lower in height than the Manchester Unity building or Town Hall, but their visual relationship to the subject site is distant and/or highly oblique, obviating any adverse

¹ Urbis, *Draft Visual Impact Assessment* p.33

impact by the proposed building. The low rear section of the Great Synagogue and the Former ACP building Facade have a more direct visual relationship to the subject site but are separated from it by the width of Castlereagh Street and are not strongly perceptible together with it (see Figure 3.102). The strong stratified expression of levels on the proposed podium also reflects the heights and levels of such lower items.

Overall, the difference in height between the proposed building and others in the vicinity, including heritage items, will be consistent with the character of the vicinity's streetscapes, as shown in Section 3.0.

GBA Heritage has worked with the architects to ensure that the bulk, materiality and colours of the main tower of the proposed building respond sympathetically to its heritage context. This has been achieved by:

- Reducing the apparent bulk and mass of the building by splitting the tower section into three components, generally splayed away from the street in order not to create a high 'street wall', differing in heights to emphasise their verticality and separation, and rounded at their corners to soften their silhouettes and sympathise with the curved elements, such as arches, of nearby heritage items.
- Basing the materiality and colours of the proposed building on those of heritage items (and other buildings) in the vicinity, with particular attention to the common use of sandstone. As shown in Section 5.0, the proposed building incorporates stone elements in such a way as to transition gradually from stone to glass and old to new, and to create a contemporary building that speaks to and respects its historical neighbours.

As shown in Sections 3.2, 3.3 and 6.7.1, no existing significant views to or from any heritage item, or to, from or within either relevant SCA, will be obstructed or adversely altered by the proposed development.

Overall, the proposal will have no adverse heritage impact on any listed heritage item or SCA (including a modified future Sydney Square/Town Hall/St Andrews SCA with a town square in the location shown in Figure 3.91).

6.3 GUIDELINES OF HERITAGE NSW

The erstwhile NSW Heritage Office (now Heritage NSW) published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' recommended in the document *Statements of Heritage Impact*, and the new question proposed in Section 6.2, are considered below.

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

At 38 storeys above ground, the proposed building joins the most recent wave of tall buildings under construction in, or approved for, Central Sydney and this vicinity. The height is mitigated by the podium-and-tower approach, with the podium reflecting the heights of the adjoining heritage buildings, and the tower component set back above that.

As discussed in Section 2.6, the difference in height compared to adjoining and nearby heritage items is consistent with an established feature of Sydney's built environment. As seen in many existing examples, such juxtaposition of high and low, new and heritage will not disempower the heritage items or detract from the public's ability to appreciate their significance. Such differences in height (as well as style, materiality, etc) are also characteristic of the vicinity (see Section 3.0).

Further, GBA Heritage has worked with the architects to ensure that important aspects of nearby heritage items are reflected in the proposed building's facades, so that their scale, solid to void ratio, materiality and colour tonality are referenced in the new facades.

The building will form a new element in some views from Hyde Park, the College Street/Hyde Park SCA and the Sydney Square/Town Hall/St Andrews SCA, but will be largely obscured by other buildings and established vegetation and will not obscure existing views to landmark buildings.

More broadly, as a contemporary structure expressing current technological capabilities, stylistic preferences and commercial realities, the proposal is part of just the latest of Sydney's urban transformations (see Section 2.6), and is thus consistent with the city's evolving cultural landscape.

New buildings adjacent to heritage items

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*
- *Will the development reduce the item's 'power', that is, the visibility and legibility of its significant aspects?*

As noted above and in Section 6.3, the impact of the proposed building is mitigated through the use of a stepped podium reflecting existing heritage building heights in the vicinity, the setting back of the main tower, and the careful handling of massing, scale, solid to void ratio, materiality and colour to ensure sympathy with heritage buildings in the vicinity.

The proposed building will not 'dominate' or disempower any heritage item: the significance of all heritage items in the vicinity will continue to be legible and able to be appreciated by the public.

No heritage curtilages will be altered or encroached upon. As shown in Section 3.3, no existing significant views to or from heritage items will be obstructed. The building will form a new element in some views from Hyde Park and the relevant Special Character Areas, but will join several existing, taller elements and have no additional heritage impact.

6.4 HERITAGE OBJECTIVES OF THE SYDNEY LEP 2012

The proposed development is considered to be acceptable, from a heritage perspective, for the reasons discussed in Sections 6.2 and 6.3, and is thus consistent with the heritage objectives of the Sydney LEP 2012, which are:

4.3 Height of buildings

- (1) *The objectives of this clause are as follows:*
- (b) *to ensure appropriate height transitions between new development and heritage items and buildings in heritage conservation areas or special character areas...*

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) *to conserve the environmental heritage of the City of Sydney,*
- (b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views...*

6.5 HERITAGE GUIDELINES OF THE SYDNEY DCP 2018

The following guidelines of the Sydney DCP 2012 have been considered in this assessment.

2.1.2 College Street/Hyde Park Special Character Area

Principles

- (d) *Enhance and reinforce the precinct's role as a major gateway to the City from the east, particularly from William Street to Park Street, by ensuring that development does not adversely affect the views when approaching the City*
- (e) *Maintain and strengthen the sense of enclosure provided by the buildings to the west and south of Hyde Park, by requiring new buildings to be built to street alignment, to have street frontage heights consistent with the existing development and to have adequate setbacks above those street frontage heights.*
- (f) *Maintain and enhance views to and through the Park and along College Street to landmark buildings such as St Mary's Cathedral east and Centre Point Tower west.*

2.1.10 Sydney Square/Town Hall/St Andrews Special Character Area

Principles

- (f) *Ensure that any development associated with the important public transport interchange at Town Hall is consistent with enhancement of the public domain of Sydney Square.*
- (g) *Ensure that new development around Sydney Square contributes positively to the definition of the space and is of a scale and character that complements the civic buildings, in terms of facade composition, building materials, colours and textures and exhibits a rhythm and richness in articulation.*
- (h) *Maintain and enhance important existing views and vistas to: (i) the clock tower of the Town Hall from Park, George and York Streets; and (ii) the spires of the Cathedral from Bathurst and George Streets to allow the silhouette of the Cathedral and Town Hall to be viewed and read against the sky.*

3.9 Heritage

Objectives

(a) Ensure that heritage significance is considered for heritage items, development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal heritage significance.

(b) Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.

3.9.5 Heritage items

Objective

(a) Ensure that development in the vicinity of heritage items is designed and sited to protect the heritage significance of the item.

3.9.13 Excavation in the vicinity of heritage items and in heritage conservation areas

Provisions

(1) Excavation beneath, or adjacent to heritage items and/or buildings in heritage conservation areas will only be permitted if it is supported by both a Geotechnical Engineering report and a Structural Engineering report.

(2) Excavation will not be permitted if:

(a) it will occur under common walls and footings to common walls, or freestanding boundary walls, or under any other part of adjoining land, and

(b) it will occur under or forward of the front facade.

The analysis in Sections 6.2 and 6.3 of this report demonstrates that the proposal is consistent with these guidelines.

6.6 REQUIREMENTS OF THE SEARs

The following requirements of the SEARs are considered in this section:

6.6.1 SEARs ITEM 6(A)

A detailed heritage impact statement [must identify, consider and address] any potential impact of the proposal to heritage items on the site, the site curtilage and surrounding area, including any built and landscape items, conservation areas, views and settings.

The analysis in Sections 6.2-6.5 demonstrates that the proposal will have no adverse heritage impacts on the site, its curtilage and surrounding area, including any built and landscape items, conservation areas, views and settings.

In particular, the impact of the proposal on the following heritage items should be assessed:

- the State listed Sydney School of Arts (SHR 00366); Pitt Street Uniting Church (SHR 00022); and The Great Synagogue (SHR 01710) - the locally listed Criterion Hotel including interior (I1933); Pilgrim House including interior (I1935); National Building (I1931), Masonic Club including interior (I1699) and (former) Australian Consolidated Press facade (I1751).

The discussion below demonstrates that the heritage impact of the proposal on these items will be acceptable.

Sydney School of Arts

The School of Arts fronts onto the opposite side of Pitt Street from and north of the subject site. Due to the narrowness of Pitt Street it is and will remain difficult to include both sites in the one view, which would at best be oblique views of the relevant facades. No significant views between the two sites will be obstructed or adversely altered. The stone elements of the proposed building's Pitt Street facade will reflect the materiality of the School of Arts building.

Pitt Street Uniting Church and Pilgrim House

These primary facades of these buildings front onto the same side of Pitt Street as, and well south of, the subject site, are separated from it by the width of Park Street and screened from it by the Criterion Hotel. They thus have no direct visual relationship with the subject site. The few side windows in the largely blank upper northern facade of Pilgrim House will have sightlines to the proposed building, looking over the Criterion Hotel, replacing their existing views to the equally blank side facade of the National Building, but such views are not considered significant.

Great Synagogue

The secondary, rear facade of the Synagogue faces the subject site obliquely across Castlereagh Street (the primary facade on Elizabeth Street has no visual relationship to the subject site). No significant views between the two sites will be adversely impacted and all currently visible significant external elements of the Synagogue will remain so. The proposed building's podium height relates to the immediately adjoining twelve storey Masonic Club rather than the four storey Synagogue facade across the street; however, the podium is strongly externally stratified at the four storey level, echoing the facade of the Synagogue.

Criterion Hotel

The Hotel is directly across Park Street from the subject site. No significant existing views to or from the Hotel will be adversely affected by the proposal.

While both buildings will be visible in views along Park Street, especially looking east, the considerable street width separating them ensures that the proposed building will not dominate or ‘disempower’ the Hotel, all of whose significant aspects will remain visible and appreciable.

National Building and Masonic Club

These buildings directly adjoin the subject site’s northern boundary, with their primary facades facing onto the same sides of Pitt and Castlereagh Streets (respectively) as the proposed building. Their currently visible southern, largely blank side facades, which will be concealed by the proposed building, are not considered significant facades. Their primary, street facades will remain fully visible and have significantly influenced the design of the new building. Its segmented podium matches these buildings in widths and height, their levels are expressed in the new facades and their stone cladding is echoed in the materiality of the new building’s facades (see Figures 5.2, 5.4 and 5.5).

(Former) Australian Consolidated Press facade

This facade is directly across Castlereagh Street from the north-eastern part of the subject site. It presents as the lower section of a taller facade, seven more contemporary levels having been added above it. The facade will remain fully visible and no existing significant views to it will be altered. The expression of levels in the proposed building’s podium will reflect those of the heritage facade, and its stone cladding is echoed in the use of stone in the podium.

6.6.2 SEARS ITEM 6(B)

Address any endorsed conservation management plans for heritage items on the site and surrounding area.

There are no heritage items on the subject site. No Conservation Management Plans were available for any of the above-mentioned items in the vicinity.

Relevant ‘Recommended Management’ sections in the NSW Heritage Inventory were also examined, but in every case relate only to management of the item itself.

6.6.3 SEARS ITEM 6(D)

Demonstrate how the impacts are mitigated through facade design and treatment, selection of external materials and finishes and signage and public art strategy.

Mitigation measures are extensively discussed above. These include the use of a podium, the division of the

tower into three components units, and the careful handling of scale, height, form, materiality and colour in consultation with GBA Heritage.

A Heritage Interpretation Plan prepared by GBA Heritage is submitted with this application, addressing strategies for use of signage and art.

6.7 REQUIREMENTS OF THE SSDA CONSENT CONDITIONS

6.7.1 CONDITION B7

[The application] must consider:

(a) the frontages of the podium should incorporate including [sic] masonry compared to window glazing and a high degree of architectural modelling and articulation

(b) the Pitt Street and Castlereagh Street frontages of the podium should respond to the major horizontal and vertical elements of the heritage buildings along those respective street frontages

(c) the podium should interpret the subdivision pattern established during the late nineteenth and twentieth century, characterised by lot widths of the National Building and Masonic Club.

The analysis in Sections 6.2, 6.3 and 6.6.1 demonstrates that the proposal complies with the intent of this condition.

6.7.2 CONDITION B8

Include a detailed Heritage Impact Assessment (HIA)... for the proposed works, prepared in consultation with the Heritage Council of NSW and City of Sydney Council.

This report is the HIA required. It assesses the proposal against the established objectives and guidelines of the Heritage Council (see Section 6.3) and the City of Sydney (see Sections 6.4 and 6.5). Based on our experience with both authorities, no further consultation is considered necessary.

The HIA must address the recommendations of the concept stage Heritage Impact Statement dated August 2018 prepared by GML Heritage.

The relevant recommendations of the August 2018 Heritage Impact Statement prepared by GML are as follows:

- *The frontages of the podium/streetwall are to incorporate high proportion of masonry compared to window glazing, strong visual*

depth, a high degree of architectural modelling and articulation, and high-quality materials. The preferred masonry material is Sydney sandstone. Window glazing should be deeply recessed.

- The Pitt Street frontage of the podium should respond to major horizontal and vertical elements of the National Building and the Criterion Hotel. This should include, in particular, the second-floor cornice of the National Building as well as upper cornices.
- The Castlereagh Street frontage of the podium should respond to major horizontal and vertical elements of the former Masonic Club. This should include, in particular, the second and third floor cornices of the former Masonic Club as well as upper cornices.
- The form of the podium should interpret the subdivision pattern established during late-nineteenth and early twentieth century through modulation and articulation of the street frontages. The early twentieth century pattern is predominantly characterised by the lot widths of the National Building and the former Masonic Club.

The analysis in Sections 6.2, 6.3 and 6.6.1 demonstrates that the proposal has satisfactorily responded to these recommendations.

6.7.3 CONDITION B3

(c) the selection of materials is to be complementary to the existing development context and respectful of heritage items in the site's vicinity

The analysis in Sections 6.3, 6.4 and 6.7.1 demonstrates that the proposal complies with the intent of this condition.

6.7.4 CONDITION B16

Demonstrate the following noise and vibration requirements consistent with the construction works at the site approved under CSSI 7400 can be met:

(c) advice of a heritage specialist on methods and locations for installing equipment used for vibration, movement and noise monitoring of heritage-listed structures.

(b) vibration testing has been conducted before and during vibration generating activities that have the potential to impact on heritage items to identify minimum working distances to prevent cosmetic damage. In the event that the vibration testing and monitoring shows that the preferred values for vibration are likely to be exceeded, the Applicant must review the construction methodology

and, if necessary, propose additional mitigation measures.

The Acoustic Report prepared for the project notes that a separate plan will be prepared addressing management of the impact of construction vibration on buildings in the vicinity. Subject to the preparation and implementation of such a plan in conjunction with a Heritage Consultant, the requirements of the above Condition can be satisfactorily met.

7.0

CONCLUSIONS AND RECOMMENDATION

7.1 CONCLUSIONS

- The subject site is not listed as an item of heritage significance in any statutory instrument. Nor is it within any Heritage Conservation Area. However, it is in the vicinity of several listed heritage items, and of the College Street/Hyde Park Special Character Area and the Sydney Square/Town Hall/St Andrews Special Character Area.
- The buildings formerly occupying the site have all been demolished and excavation for the Pitt Street Station has commenced.
- It is proposed to construct a highrise building on the subject site, incorporating the northern access point to the new Sydney Metro Pitt Street Station and an Over Station Development including retail and commercial uses.
- There will be no physical impact on either of the two directly adjoining heritage items, the National Building on Pitt Street and the Masonic Club on Castlereagh Street, or on any other heritage item.
- The siting of the proposed highrise contemporary building adjacent to the above lower-scale heritage items is consistent with many other examples of such combinations in Sydney, a recognised aspect of the city's built character. The proposed building will not 'dominate' or 'disempower' these buildings, whose important features will continue to be legible and whose significance will continue to be appreciable by the public.
- The height of the proposed building will be mitigated by the podium-and-tower approach. The podium and towers are visually divided into three elements, reducing street-wall length and reducing apparent bulk. The podium reflects the heights and widths of the adjacent heritage items and its facade reflects the stratification, materiality and colours of heritage items in the vicinity. The towers are set back from the podium facades and their facades are generally splayed away from the street in order to further reduce the 'street wall' effect and apparent bulk.
- The height of the proposed building will be lower than neighbouring buildings, and consistent with the evolving character of Central Sydney, the identified vicinity and the streetscapes in close proximity.
- No existing significant views to or from any heritage item will be obstructed or adversely altered. There will be no adverse impact on any existing significant views to, from or within either relevant Special Character Area.
- The proposal is consistent with the *Sydney LEP 2012*, the *Sydney DCP 2012*, the guidelines of Heritage NSW and the relevant SEARs and SSDA requirements.
- Overall, the proposed development will have an acceptable heritage impact.

7.2 RECOMMENDATION

The consent authority should have no hesitation, from a heritage perspective, in approving the application.

8.0

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