

Sydney Metro and Martin Place Integrated Station Development

State Significant Development
Development Application — Stage 2

Statement of Heritage Impact South Tower

CSWSMP-MAC-SMA-HE-REP-000110

Prepared for

Macquarie Corporate Holdings Pty Ltd

August 2018 • Issue C
Project number 16 1035

CONTENTS

1	Introduction	1
1.1	Purpose of the report	1
1.2	Background	2
1.3	Planning Approvals Strategy	5
1.4	Secretary's Environmental Assessment Requirements	6
1.5	Site location and description	8
1.6	Context	10
1.7	Heritage management context	12
1.8	Report structure	14
1.9	Methodology and terminology	14
1.10	Author identification	14
1.11	Project Team	14
1.12	Documentation	15
2	Historical Background	16
2.1	Former Government Savings Bank of NSW, 48-50 Martin Place	19
2.2	Martin Place	21
2.3	Chifley Square	25
2.4	Richard Johnson Square	27
3	Heritage Significance	28
3.1	Introduction	28
3.2	Significance of listed heritage items	29
4	Description of the Proposal	32
4.1	Overview	32
5	Assessment of Heritage Impact	35
5.1	Introduction	35
5.2	Assessment against the approved SSD DA Stage 1 Heritage Guidelines and Consolidated Design Guidelines	36
5.3	NSW Heritage Office	41
5.4	Sydney Harbour Catchment Regional Environmental Plan (SREP) 2005	43
5.5	Sydney Local Environmental Plan (LEP) 2012	44
5.6	Sydney Development Control Plan (DCP) 2012	45
5.7	Conservation Management Plans	49
6	Public Art and Heritage Interpretation	50
7	Conclusions	51
APPENDIX A	HERITAGE INVENTORIES	A-1

Document/Status Register				
Issue	Date	Purpose	Written	Approved
P1	18 June 2018	Draft issue for review	RL/GP/SJZ	GP
P2	12 July 2018	Draft issue for review	RL/GP/SJZ	GP
P3	23 July 2018	Draft issue	RL/GP/SJZ	GP
P4	31 July 2018	Final draft issue for review	RL/GP/SJZ	GP
A	03 Aug 2018	Stage 2 DA issue	RL/GP/SJZ	GP
B	23 Aug 2018	For Development Application	RL/GP/SJZ	GP
C	31 Aug 2018	For Development Application	RL/GP/SJZ	GP
161035 SM+MPS Precinct Stage 2 DA - South Tower - HIS				

1 INTRODUCTION

1.1 Purpose of the report

This report supports a State Significant Development (SSD) Development Application (DA) (SSD DA) submitted to the Minister for Planning (Minister) pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act) on behalf of Macquarie Corporate Holdings Pty Limited (Macquarie), who is seeking to create a world class transport and employment precinct at Martin Place, Sydney.

The SSD DA seeks approval for the detailed design and construction of the South Site Over Station Development (OSD), located above and integrated with Metro Martin Place station (part of the NSW Government's approved Sydney Metro project). The southern entrance to Metro Martin Place station and the South Site OSD above are located at 39-49 Martin Place.

This application follows:

- Approval granted by the Minister for a Concept Proposal (otherwise known as a Stage 1 SSDA) for two OSD commercial towers above the northern (North Site) and southern (South Site) entrances of Metro Martin Place station (SSD 17_8351). The approved Concept Proposal establishes building envelopes, land uses, Gross Floor Areas (GFA) and Design Guidelines with which the detailed design (otherwise known as a Stage 2 SSDA) must be consistent.
- Gazettal of site specific amendments to the Sydney Local Environmental Plan (LEP) 2012 (Planning Proposal reference: PP_2017_SYDNE_007_00) permitting greater building height (over a portion of the South Site) and additional floor space (over both the North and South Sites).

Lodged concurrently with this SSD DA, is a Stage 1 Amending SSD DA to the Concept Proposal (Stage 1 Amending DA), which seeks approval for an amended concept for the Metro Martin Place Precinct (the Precinct), aligning the approved South Site building envelope with the new planning controls secured for the Precinct.

To ensure consistency, the Stage 1 Amending DA must be determined prior to the determination of the subject Stage 2 SSD DA for the South Site.

This application does not seek approval for elements of the Metro Martin Place Precinct which relate to the Sydney Metro City and Southwest project, which is subject to a separate Critical State Significant Infrastructure (CSSI) approval. These include:

- Demolition of buildings on the North Site and South Site;
- Construction of rail infrastructure, including station platforms and concourse areas;
- Ground level public domain works; and
- Station related elements in the podium of the South Tower.

INTRODUCTION

However, this application does seek approval for OSD areas in the approved Metro Martin Place station structure, above and below ground level, which are classified as SSD as they relate principally to the OSD. These components are within the Sydney Metro CSSI approved station building that will contain some OSD elements not already approved by the CSSI Approval. Those elements include the end of trip facilities, office entries, office space and retail areas, along with other office/retail plant and back of house requirements that are associated with the proposed OSD and not the rail infrastructure.

The purpose of this report is to identify and assess the potential heritage impacts associated with the proposed design of the South Tower, specifically, the heritage impacts on neighbouring heritage items, their context, settings and significant views. The report will also assess the proposed design's ability to comply with the Consolidated Design Guidelines and as proposed to be updated through the amending DA, in order to mitigate or minimise the heritage impacts of the proposal.

1.2 Background

The New South Wales (NSW) Government is implementing Future Transport 2056 (formerly Sydney's Rail Future) a plan to transform and modernise Sydney's rail network so that it can grow with the city's population and meet the needs of customers in the future.

Sydney Metro is a new standalone rail network identified in Sydney's Rail Future. The Sydney Metro network consists of Sydney Metro Northwest (Stage 1) and Sydney Metro City and Southwest (Stage 2).

Stage 2 of Sydney Metro entails the construction and operation of a new metro rail line from Chatswood, under Sydney Harbour through Sydney's CBD to Sydenham and onto Bankstown through the conversion of the existing line to metro standards. The project also involves the delivery of seven (7) new metro stations, including Martin Place.

This step-change piece of public transport infrastructure once complete will have the capacity for 30 trains an hour through the CBD in each direction catering for an extra 100,000 customers per hour across the Sydney CBD rail lines.

On 9 January 2017 the Minister approved the Stage 2 (Chatswood to Sydenham) Sydney Metro application lodged by Transport for NSW (TfNSW) as a Critical State Significant Infrastructure (CSSI) project (reference SSI 15_7400). Work is well underway under this approval, including demolition of buildings at Martin Place.

The OSD development is subject to separate applications to be lodged under the relevant provisions of the EP&A Act. One approval is being sought for the South Site – this application – and one for the North Site via a separate application.

INTRODUCTION

Sydney Metro Stage 2 Approval (SSI 15_7400)

The Sydney Metro CSSI Approval approves the demolition of existing buildings at Martin Place, excavation and construction of the new station (above and below ground) along with construction of below and above ground structural and other components of the future OSD, although the fit-out and use of such areas are the subject of separate development approval processes.

On 22 March 2018, the Minister approved Modification 3 to the Sydney Metro CSSI Approval. This enabled the inclusion of Macquarie-owned land at 50 Martin Place and 9-19 Elizabeth Street within Metro Martin Place station, and other associated changes (including retention of the opening to the existing MLC pedestrian link).

Concept Proposal (SSD 17_8351)

On 22 March 2018, the Minister approved a Concept Proposal (SSD 17_8351) relating to Metro Martin Place Precinct. The Concept Proposal establishes the planning and development framework through which to assess the detailed Stage 2 SSD DAs.

Specifically, the Concept Proposal encompassed:

- Building envelopes for OSD towers on the North Site and South Site comprising:
 - 40+ storey building on the North Site
 - 28+ storey building on the South Site
 - Concept details to integrate the North Site with the existing and retained 50 Martin Place building (the former Government Savings Bank of NSW)
- Predominantly commercial land uses on both sites, comprising office, business and retail premises
 - A maximum total GFA of 125,437m² across both sites
 - Consolidated Design Guidelines to guide the built form and design of the future development
- A framework for achieving design excellence
- Strategies for utilities and services provision, managing drainage and flooding, and achieving ecological sustainable development
- Conceptual OSD areas in the approved Martin Place Metro Station structure, above and below ground level



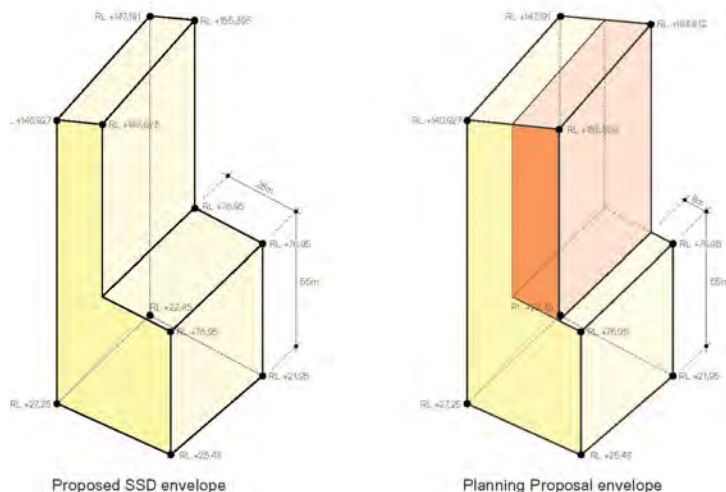
11 North Site and South Site Approved OSD Building Envelopes
Source: Ethos Urban

INTRODUCTION

Planning Proposal (PP_2017_SYDNE_007_00) - Amendment to Sydney LEP 2012

The Planning Proposal (PP_2017_SYDNE_007_00) sought to amend the development standards applying to the Metro Martin Place Precinct through the inclusion of a site-specific provision in the Sydney LEP 2012. This site-specific provision reduced the portion of the South Site that was subject to a 55 metre height limit from 25 metres from the boundary to Martin Place, to 8 metres, and applies the Hyde Park North Sun Access Plane to the remainder of the South Site, forming the height limit of the tower. It also permits a revised FSR of 22:1 on the South Site and 18.5:1 on the North Site. These amendments were gazetted within Sydney LEP 2012 (Amendment No. 46) on 8 June 2018 and reflect the new planning controls applying to the Precinct.

The Concept Proposal was prepared and determined prior to the site specific Sydney LEP 2012 amendment (PP_2017_SYDNE_007_00) being gazetted and was developed based on the height development standards that applied to the South Site at the time. As a result, the Concept Proposal allows for a tower on the South Site that is now inconsistent with the building envelope envisaged through the amendment to the Sydney LEP 2012. Accordingly, a Stage 1 Amending SSD DA to the Concept Proposal (Stage 1 Amending DA) has been lodged concurrently with this subject Stage 2 SSD DA, which seeks to align the approved Concept Proposal building envelope for the South Site with the revised site specific development standards applying under the Sydney LEP 2012, being increased FSR and building height. This Stage 1 Amending DA seeks to amend the planning and development framework established under the approved Concept Proposal that is used to assess this Stage 2 SSD DA. The Stage 1 Amending DA is to be assessed concurrently with, and determined prior to the subject Stage 2 SSD DA, with the amended South Site building envelope setting the broad development parameters for the South Site.



21 Relationship between the approved and proposed amended South Site building envelope.
Source: Ethos Urban

INTRODUCTION

Overview of the Proposed Development

The subject application seeks approval for the detailed design, construction and operation of the South Tower. The proposal has been designed as a fully integrated station and OSD project that intends to be built and delivered as one development, in-time for the opening of Sydney Metro City and Southwest in 2024. The application seeks consent for the following:

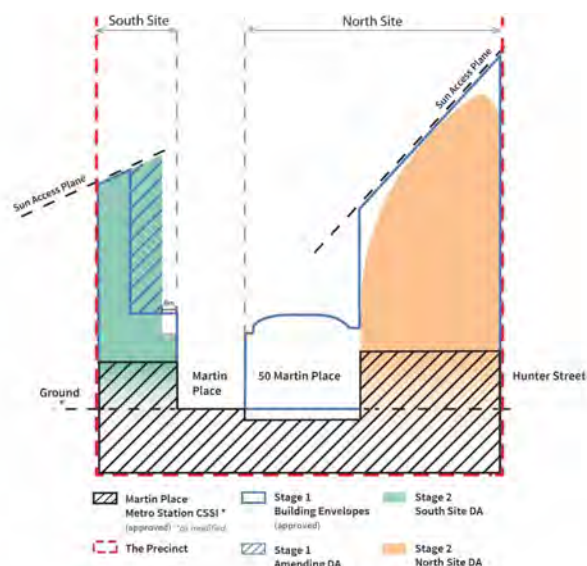
- The design, construction and operation of a new 28 storey plus rooftop plant commercial OSD tower within the approved building envelope for the South Site, including office space and retail tenancies.
- Vehicle loading and parking areas.
- Extension and augmentation of physical infrastructure / utilities as required.
- Detailed design and delivery of ‘interface areas’ within both the approved station and Concept Proposal envelope that contain OSD-exclusive elements, office entries, office space and retail areas not associated with the rail infrastructure.

1.3 Planning Approvals Strategy

The State Environmental Planning Policy (State and Regional Development) 2011 (SEPP SRD) identifies development which is declared to be State Significant. Under Schedule 1 and Clause 19(2) of SEPP SRD, development within a railway corridor or associated with railway infrastructure that has a capital investment value of more than \$30 million and involves commercial premises is declared to be State Significant Development (SSD) for the purposes of the EP&A Act.

The proposed development (involving commercial development that is both located within a rail corridor and associated with rail infrastructure) is therefore SSD.

Pursuant to Section 4.22 of the EP&A Act a Concept DA may be made setting out concept proposals for the development of a site (including setting out detailed proposals for the first stage of development), and for which detailed proposals for the site are to be the subject of subsequent DAs. This SSD DA represents a detailed proposal and follows the approval of a Concept Proposal on the site under Section 4.22 of the EP&A Act.



31 Relationship of key planning applications to the Stage 2 South Site DA.
Source: Ethos Urban

INTRODUCTION

1.4 Secretary's Environmental Assessment Requirements

The Department of Planning and Environment have provided Secretary's Environmental Assessment Requirements (SEARs) to the applicant for the preparation of an Environmental Impact Statement for the proposed development.

The assessment requirements which relate specifically to heritage are as follows:

The EIS shall provide:

- *include 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, and in particular, heritage items at 38-46 Martin Place, 50 Martin Place, Martin Place Railway Station, Martin Place, Chifley Square and Richard Johnston Square.*
- *address any endorsed conservation management plans for heritage items on the site and surrounding area.*
- *include a Heritage Interpretation Plan, providing opportunities for the proposal to reflect on the heritage character and significance of the site and surrounding area, including Martin Place.*

1.5 Site location and description

The Sydney Metro and Martin Place Station Precinct (the Precinct) project relates to the following properties:

North Site

- 48-50 Martin Place, 9-19 Elizabeth Street, 8-12 Castlereagh Street, 5 Elizabeth Street, 7 Elizabeth Street, 55 Hunter Street.

South Site

- 39-49 Martin Place.

Martin Place

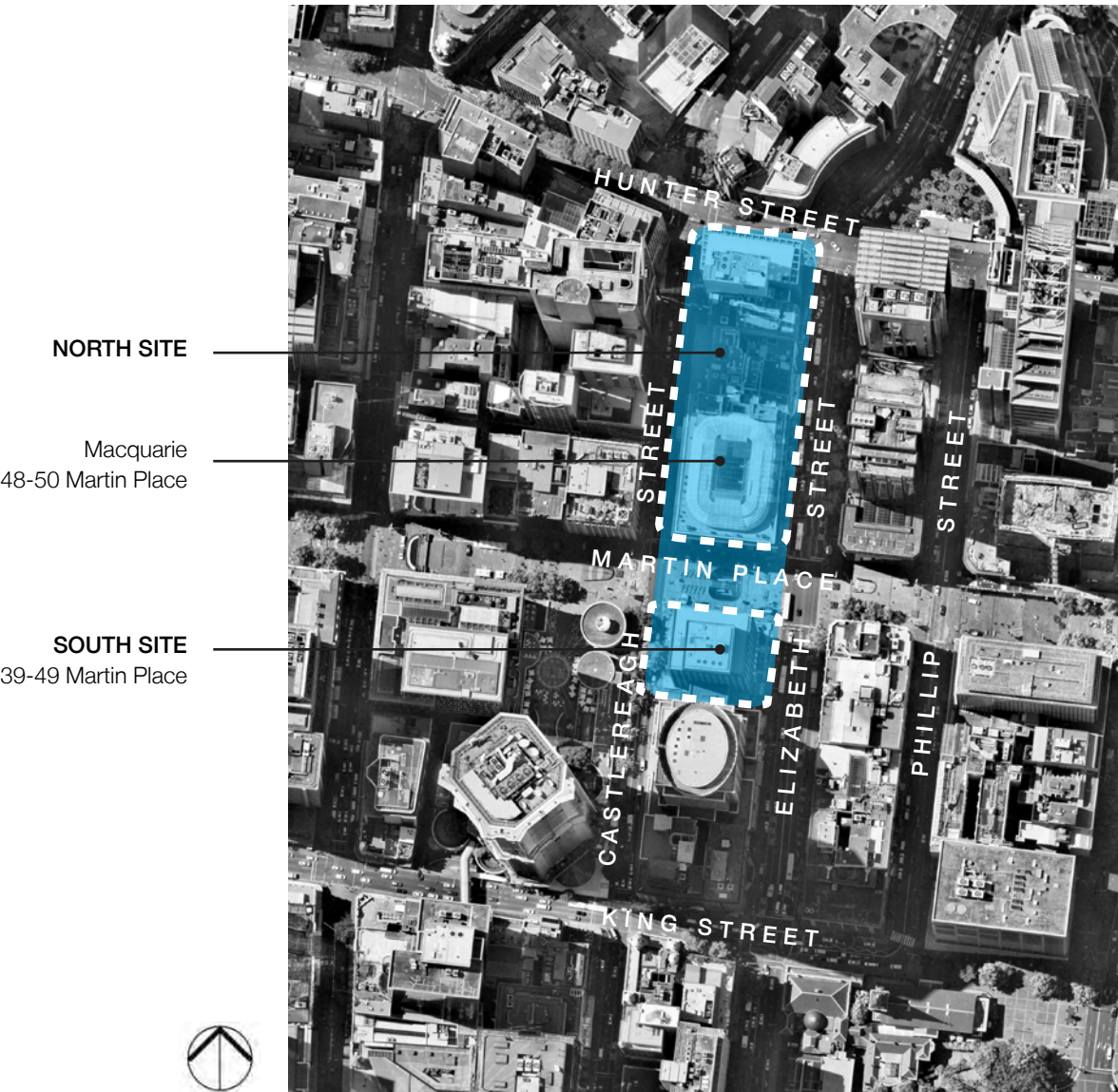
- that part bound by Elizabeth Street and Castlereagh Street.

The land the subject of this application relates only to the South Site (refer to Figure 4). Each site will accommodate one OSD tower above the future Sydney Metro Martin Place Station (representing the northern and southern entries/gateways to the Sydney Metro station). The land acquired for the Sydney Metro Martin Place Station is the same as for the Macquarie proposal, except that the Macquarie proposal includes the two properties north of Martin Place owned by Macquarie, namely 50 Martin Place and 9-19 Elizabeth Street.

The South Site is regular in shape and has areas of approximately 1,897m².

Located close to the centre of the Sydney CBD, the Precinct comprises the entire City block bounded by Hunter Street, Elizabeth Street, Martin Place and Castlereagh Street; that portion of Martin Place located between Elizabeth Street and Castlereagh Street and the northern most property in the block bounded by Martin Place, Elizabeth Street, Castlereagh Street, and King Street. Together it constitutes an above ground site area of approximately 9,400 square metres, with a dimension from north to south of approximately 210 metres and from east to west of approximately 45 metres. It incorporates a significant portion of one of Sydney's most revered public spaces – Martin Place.

INTRODUCTION



41 Location plan, not to scale, showing the Sydney Metro and Martin Place Station Precinct in blue. The Stage 2 SSD DA the subject of this report is located within the southern blue dashed box. Source: Nearmaps with TKD Architects overlay, 2017.



INTRODUCTION

1.6 Context

Martin Place

Developed in stages from 1887, Martin Place is recognised as one of Central Sydney's great public, civic and commemorative spaces, as well as being a historically valued commercial and finance location. Martin Place and a large number of buildings on, or in close proximity to, Martin Place are identified as heritage items, either as items of National, State or Local significance. The former Government Savings Bank of New South Wales at 48-50 Martin Place, which forms part of the Macquarie North Site, is one of these major heritage items (Figure 2).

There has been a number of redevelopment and refurbishment proposals in recent years along Martin Place to improve existing assets and recapture their premium commercial status, e.g. 5 Martin Place, 50 Martin Place, 20 Martin Place, upgrades of the MLC Centre, and 60 Martin Place. The City of Sydney Council has also identified a need to reinvigorate Martin Place.

The surrounding locality is characterised by a variety of built form and architectural styles, with many of the buildings, including those of relatively recent years, not complying with current planning controls with respect to building heights, setbacks and street wall heights.

In terms of land use the area is characterised by a predominance of office uses, with some ground floor retail, cafés, or restaurants and hotels (most notably the Westin and the Wentworth) to support its primary business centre function.

Chifley Square

Developed in stages between 1957 and 1993, Chifley Square is a significant twentieth century exercise in city planning to create a new public open space in Sydney (Figure 3). The space is characterised by its semi-circular form, with the first building, Qantas House, establishing the western quadrant in 1957. Chifley Square provide a visual termination to the vistas looking north along Elizabeth Street and Phillip Street.

The vicinity is characterised by large high-rise towers, such as Chifley Tower, Aurora Place, 8 Chifley Place and Deutsche Bank Building, interspersed with lower scale buildings. The buildings are predominantly commercial offices and comprise part of the legal and financial precinct of the city. Ground floor retail, cafes and restaurants are located variously throughout the area, including an outdoor cafe on the southern edge of Chifley Square.

Richard Johnson Square

Completed in 1974, Richard Johnson Square is an important example of late twentieth century civic planning (Figure 4). Located off Hunter Street at the intersection with Bligh Street, the small square is surrounded largely by office towers, including the significant 1936 City Mutual Life Assurance Building designed by Emil Sodersten. Incorporated within the square is the 1925 sandstone monument commemorating the first church service held in the colony, sited on the location of the country's first church erected in 1793.

INTRODUCTION



51



61



71

- 51 Martin Place looking east
- 61 Chifley Square
- 71 Richard Johnson Square

INTRODUCTION

1.7 Heritage management context

Local, State and National heritage listed items located within the Precinct are identified in the following table.

Heritage items within the Precinct

Heritage Item	CHL	SHR	LEP
Reserve Bank 65 Martin Place	105456		I1897
APA Building 53-63 Martin Place		00682	I1896
Commonwealth Bank 48-50 Martin Place		01427	I1895
MLC Building 38-46 Martin Place		00597	I1894
Martin Place Station		01187	I1891
Martin Place			I1889
GIO Building 60-70 Elizabeth Street		00683	I1738
7 Elizabeth Street (now demolished)			I1737
City Mutual Building 60-66 Hunter Street		00585	I1675
Qantas House 68-96 Hunter Street		01512	I1811
Richard Johnson Square			I1673
Chifley Square			I1708

Sydney Development Control Plan 2012

Sections of the proposed development lie within the Chifley Square and Martin Place Special Character Areas, which are defined in Section 2 of the *Sydney Development Control Plan 2012*. The relationship of the subject sites with neighbouring heritage items and Special Character Areas is shown in Figure 5.

Conservation Management Plans

The following is a list of conservation management plans which have been prepared for the subject and neighbouring heritage items. Those marked with an asterisk have been endorsed by the NSW Heritage Council.

- **City Mutual Building**, 60-66 Hunter Street, Sydney, Conservation Management Plan, Tanner Architects, 2005 *
- **Qantas House**, 1 Chifley Square, Sydney, Conservation Management Plan, Godden Mackay Logan, 2004 *
- **Reserve Bank of Australia Head Office Building**, 65 Martin Place, Sydney, Heritage Management Plan, NBRS + Partners, 2012
- **APA Building**, 53 Martin Place, Sydney, Conservation Plan, Peter Romey, 1990
- **MLC Building**, 42-46 Martin Place, Conservation Analysis, Clive Lucas Stapleton, 1989
- **60-70 Elizabeth Street, Sydney**, Conservation Plan, Rod Howard Heritage Conservation, 2001
- **Former Government Savings Bank of NSW**, 48 Martin Place, Sydney, Conservation Management Plan, Tanner Architects, 2012

INTRODUCTION



81 Relationship of the North and South Sites to adjacent heritage items and Special Character Areas.
Source: Nearmaps with TKD Architects overlay, 2017.

INTRODUCTION

1.8 Report structure

This report provides an outline historical overview of the development of the heritage items within the Precinct at Section 2. Summary statements of heritage significance for each of these sites is included at Section 3.

Section 4 provides a description of the proposal for the South Site.

The assessment of heritage impacts of the proposal is discussed at Section 5. The proposal is assessed for potential impacts against relevant planning and heritage controls, the heritage values of subject, neighbouring heritage items and the heritage guidelines which were approved as part of the Stage 1 Concept Proposal.

1.9 Methodology and terminology

This report follows the general guidelines for Statements of Heritage Impact, set out in the NSW Heritage Manual, Heritage Office and Department of Urban Affairs and Planning (1996).

This report also follows the methodology and terminology described in *The Conservation Plan*, Sydney, National Trust of Australia (NSW), 7th edition 2013 by Dr J.S. Kerr and in the Australian ICOMOS *Burra Charter*.

1.10 Author identification

This document was prepared by George Phillips, Practice Director, Roy Lumby, Senior Heritage Specialist, and Sarah-Jane Zammit, Heritage Specialist, of Tanner Kibble Denton Architects.

1.11 Project Team

Client	Macquarie Corporate Holdings Pty Ltd
Architects	Grimshaw, Tzannes and Johnson Pilton Walker Architects
Town Planner	Ethos Urban
Urban Design	Tzannes
Heritage	Tanner Kibble Denton Architects
Project Manager	Savills

INTRODUCTION

1.12 Documentation

Documents referred to in this report include:

SSDA Drawings (*Tzannes*)

Cover Sheet	CSWSMP-MAC-SMS-AT-DRG-DA-000000
Location Plan	CSWSMP-MAC-SMS-AT-DRG-DA-109805
Site Plan - Roof Plan	CSWSMP-MAC-SMS-AT-DRG-DA-109806
Precinct Plan - Ground Plane	CSWSMP-MAC-SMS-AT-DRG-DA-109808
Precinct Section	CSWSMP-MAC-SMS-AT-DRG-DA-159801
Level 00	CSWSMP-MAC-SMS-AT-DRG-DA-300000
Level 01	CSWSMP-MAC-SMS-AT-DRG-DA-300100
Level 02-06	CSWSMP-MAC-SMS-AT-DRG-DA-300200
Level 07	CSWSMP-MAC-SMS-AT-DRG-DA-300700
Level 08	CSWSMP-MAC-SMS-AT-DRG-DA-300800
Level 09	CSWSMP-MAC-SMS-AT-DRG-DA-300900
Level 10	CSWSMP-MAC-SMS-AT-DRG-DA-301000
Level 11	CSWSMP-MAC-SMS-AT-DRG-DA-301100
Level 12-26	CSWSMP-MAC-SMS-AT-DRG-DA-301200
Level 27	CSWSMP-MAC-SMS-AT-DRG-DA-302700
Level 28	CSWSMP-MAC-SMS-AT-DRG-DA-302800
Level 29	CSWSMP-MAC-SMS-AT-DRG-DA-302900
Roof	CSWSMP-MAC-SMS-AT-DRG-DA-303000
Level Mezzanine	CSWSMP-MAC-SMS-AT-DRG-DA-306000
Level LG	CSWSMP-MAC-SMS-AT-DRG-DA-308000
East Elevation	CSWSMP-MAC-SMS-AT-DRG-DA-400100
North Elevation	CSWSMP-MAC-SMS-AT-DRG-DA-400200
West Elevation	CSWSMP-MAC-SMS-AT-DRG-DA-400300
South Elevation	CSWSMP-MAC-SMS-AT-DRG-DA-400400
Sign Elevations	CSWSMP-MAC-SMS-AT-DRG-DA-400500
Section 01 NS	CSWSMP-MAC-SMS-AT-DRG-DA-500100
Section 02 EW	CSWSMP-MAC-SMS-AT-DRG-DA-500200

Reports

- Sydney Metro Martin Place Station Precinct SSD DA Consolidated Design Guidelines, Tzannes, March 2018
- Sydney Metro Martin Place Station Precinct - South Tower - Stage 2 DA - Architectural Design Report, Tzannes, August 2018
- Sydney Metro City and Southwest Heritage Interpretation Strategy, February 2018

2 HISTORICAL BACKGROUND

The South Site, 39 Martin Place

- 1876 Wangenheim's Hotel was opened at 34 Castlereagh Street. It continued to trade under various names until the first half of the 1920s.
- 1885 The three storey Gothic style building for St Joseph's Building and Investment Society was constructed at 47-49 Elizabeth Street, to the design of prominent nineteenth century architect William Wardell.
- 1895 The Australian Star newspaper moved into its new building at 32 Castlereagh Street in December.
- 1911 32 Castlereagh Street was acquired by Sun Newspaper Limited.
- 1913 The whole of 32 Castlereagh Street was redeveloped for the newspaper publisher's new premises, designed by Joseph Kethel.
- 1920 36-42 Castlereagh Street was purchased by Carroll Musgrove Theatres in September as the site of a new cinema.
- 1924 The Prince Edward Theatre at 36-42 Castlereagh Street, also known as "The Theatre Beautiful", which was designed by the major architectural firm of Robertson & Marks opened on 22 November 1924. The first film screened there was Cecil B DeMille's "The Ten Commandments."
- A machine room and garage was erected on the site of the former Wangenheim's Hotel, which had been acquired by Sun Newspapers.
- 1926 The properties owned by Sun Newspaper Limited and St Joseph Building and Investment Society were resumed by the Municipal Council of Sydney as part of the extension of Martin Place to Macquarie Street.
- 1933 Buildings occupying the resumed properties were mostly demolished. The Sun Newspaper's garage was extensively modified to become the Spanish Mission style Monterey Restaurant designed by architects S H Buchanan & Cowper. It was to stand for about five years.
- 1936 The residue of the resumed land was subdivided into three allotments and offered for sale in September 1936. The title to the three allotments was transferred from the Council to Prudential Assurance on 26 October 1937. Prudential quickly developed the site – an application for excavation was lodged in December 1937 and one for a new building, designed by architects Hennessy, Hennessy & Co, in the middle of March 1938.
- 1937 The Prudential Assurance Company finalised the purchase of three allotments on the southern side of Martin Place opposite the former Government Savings Bank in March.
- 1939 The Prudential Building, designed by architects Hennessy, Hennessy & Co, was officially opened in May. The basement became home to Romano's Restaurant, internationally famous for its elegance and fine cuisine. The restaurant retained its prominence and popularity until 1964.

HISTORICAL BACKGROUND

- 1965 The Prince Edward Theatre closed on 4 December 1965 and less than three weeks later its title was transferred to the Prudential Assurance Company.
- 1967 The sites of the Prudential Building and the Prince Edward Theatre were amalgamated onto one title in November 1967.
- 1968 Demolition of 1939 Prudential Building and adjacent Prince Edward Theatre (architects Robertson & Marks, 1924) for the construction of Prudential's new headquarters.
- 1971 Prudential's new building at 39 Martin Place was completed.



9I



10I



11I



12I



13I



14I

- 9I St Joseph's Building and Investment Society, c1930. Prince Edward Theatre is to the left and Sun Newspaper to the right. 48 Martin Place at far right.
Source: City of Sydney Archives NSCA CRS 66/1/9
- 10I Sun Newspaper Limited's building c1913
Source: National Library of Australia nla.obj-162897500-1

- 11I The Hotel Graham (formerly Wangenheim's Hotel) and the small commercial building at 36-42 Castlereagh Street that was to make way for the Prince Edward Theatre.
Source: SLNSW a7812001h
- 12I The Prince Edward Theatre
Source: SLNSW a6942005

- 13I Prudential Assurance's office building at 37-51 Martin Place
Source: *Construction*, 17 November 1937
- 14I Prudential Building and Prince Edward Theatre photographed on 24 January 1966
Source: City of Sydney Archives NSCA CRS 48/5202

HISTORICAL BACKGROUND



15I



16I



17I



18I



19I

1. Castlereagh House
 2. Intercolonial House, 1913
 3. Mendes Chambers, c1915,
 4. Castlereagh Chambers, 1909
 5. Builder's Exchanges, 1907/1925
- 15I The Blashki Building c1959.
Source: SLNSW d7_07616.
- 16I Castlereagh House c1959.
Source: SLNSW d7_07617.
- 17I 7 Elizabeth Street shortly after completion c1940.
Source: *Building*, April 1940
- 18I Looking south west from the area of Chifley Square. Qantas House in the right foreground and the P&O Building (55 Hunter Street) under construction.
Source: City of Sydney Archives NSCA CRS 48/3105
- 19I Development along Castlereagh Street between Hunter Street and Martin Place, c1959.
Source: SLNSW d7_0617

HISTORICAL BACKGROUND

2.1 Former Government Savings Bank of NSW, 48-50 Martin Place

- 1920 Acquisition of properties between Castlereagh Street and Elizabeth Street near the top of Moore Street by the Commissioners of the Government Savings Bank of NSW. The properties included several that were to form part of Martin Place.
- 1922 The foundation stone of the building was laid on 13 March 1922. Its design was subsequently modified after the Municipal Council resolved to resume properties for the extension of Martin Place.
- 1928 Opening of Government Savings Bank Building in December.
- 1931 Government Savings Bank taken over by the Commonwealth Bank. 48-50 Martin Place became the Commonwealth Savings Bank.
- 1932 The Australian Taxation Office moved into 48 Martin Place. Over the ensuing years it progressively occupied much of the building.
- 1967 The adjoining building at 9-19 Elizabeth completed and occupied by the Australian Taxation Office.
- 1983 Relocation of the Australian Tax Office to other premises.
- 1985 Work begins on extensive conservation, refurbishment and modification works, documented by Australian Construction Services
- 1990 Conservation, modification and refurbishment works completed
- 2012-14 The Commonwealth Bank sold the building to Macquarie Bank, which undertook further conservation, modification and refurbishment works.

HISTORICAL BACKGROUND



20I



21I



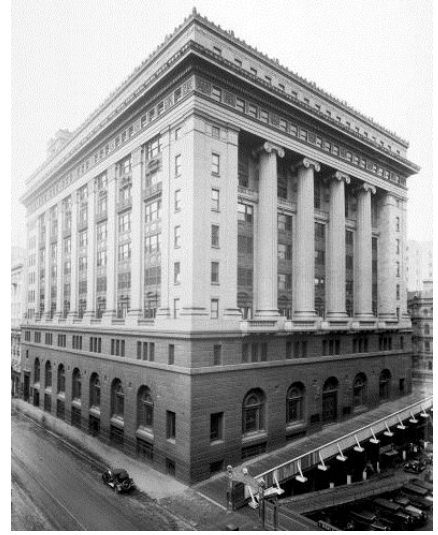
22I



23I



24I



25I

- 20I Buildings on Elizabeth Street demolished to make way for 50 Martin Place.
Source: City of Sydney Archives NSCA CRS 51/1083
- 21I Buildings on Castlereagh Street demolished to make way for 50 Martin Place.
Source: City of Sydney Archives NSCA CRS 51/1085
- 22I Buildings demolished for the construction of 50 Martin Place, some of which occupied land resumed for the Martin Place extension.
Source: SLNSW hall_35070

- 23I The original scheme for 50 Martin Place prior to the City Council's decision to proceed with the Martin Place extension.
Source: *Sydney Morning Herald*, 14 March 1922
- 24I 50 Martin Place under construction.
Source: National Library of Australia nla.obj-142760970-1
- 25I 50 Martin Place shortly after completion.
Source: National Library of Australia nla.pic-vn3084842-v

HISTORICAL BACKGROUND

2.2 Martin Place

The following provides a chronology of the development of Martin Place from the inter-war period to the present.

- 1926 The lands designated for the extension of Martin Place from Castlereagh Street to Macquarie Street were formally resumed by a notice in the Government Gazette, 1 January 1926.
- 1933 Demolition of the block between Elizabeth Street and Phillip Street commenced during April.
- 1934 Council resolved to demolish buildings between Phillip Street and Macquarie Street on 20 February. The roadway between Elizabeth Street and Phillip Street was formed by June.
- 1935 The completed Martin Place was officially opened to traffic on 8 April 1935.
- 1936 The allotments on residual resumed land between Castlereagh Street and Elizabeth Street (39 Martin Place) were offered for sale in September.
- 1937 The new building for Australian Provincial Assurance (APA) at 53-63 Martin Place was completed and officially opened in May. The building was designed by architect David W King.
- 1938 The new building for Mutual Life and Citizens (MLC) at 42-46 Martin Place was completed. The building was designed by Bates Smart & McCutcheon, a firm of architects based in Melbourne.
- 1950 Commencement of work on the Eastern Suburbs Railway line and Martin Place Station was announced in July. The location of Martin Place Station and its basic concept were already in place. Construction was underway the following year.
- 1964 Completion of the Reserve Bank Building, bounded by Macquarie Street, Martin Place and Phillip Street.
- 1967 The contract for the civil and structural design of the Eastern Suburbs Railway line to the Snowy River Hydro-electric Authority.
- 1968 The proposal for the pedestrianisation of Martin Place between George Street and Pitt Street, which was prepared by George Clarke and Don Gazzard in association with Professor Denis Winston, the Dean of the Faculty of Country and Town Planning at the University of Sydney, was tabled before the City of Sydney on September 10.
- 1969 The City Council decided to close Martin Place to vehicular traffic and create a civic square on 11 November.
- 1970 Design drawings and report by Clarke Gazzard presented to Council in March. Trial closure of the section of Martin Place between George Street and Pitt Street commenced on 1 September. The closure was declared permanent on 9 December.

Figures on following page

- 26| Western end of Martin Place
Source: City of Sydney Archives CRS 66/1/22
- 27| Southern side of 50 Martin Place prior to the demolition of resumed buildings, c1933
Source: City of Sydney Archives NSCA CRS 51/2668
- 28| Forming the Martin Place roadway between Castlereagh and Elizabeth Streets, a great source of spectator activity, c1934
Source: SLNSW hood_01073
- 29| Looking west along the newly completed Martin Place, 1937
Source: SLNSW d1_26287
- 30| Looking west along Martin Place, c1940. The APA building is at left in the foreground.
Source: SLNSW hall_38655
- 31| MLC Building shortly after completion, 1938
Source: SLNSW hood_09588

HISTORICAL BACKGROUND



261



271



281



291



301



311

HISTORICAL BACKGROUND

1971 The first plaza was officially opened on 10 September. The two eastern-most sections of Martin Place were closed temporarily for two years for the construction of Martin Place Station late in the year.

The City of Sydney Strategic Plan Action Plan No. 24 envisaged the integration of Martin Place Station and Martin Place through an arcade extending the station concourse to the west.

1972 New Prudential Building at 37-51 Martin Place completed. It was designed by architects Alan Williams & Associates.

The Minister for Lands proposal to consider the closing of Martin Place from the eastern side of Pitt Street to the western side of Macquarie Street was gazetted on 24 November.

1977 The closure of Martin Place between Castlereagh Street and Phillip Street, was completed.

The MLC Centre was completed. A condition of consent for the project was that a pedestrian subway be constructed to link the scheme to the railway.

1979 Opening of Martin Place Station.

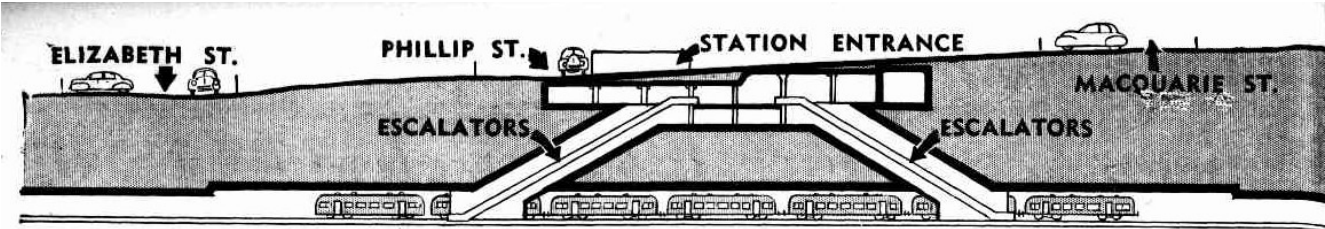
1982 Connection to Martin Place Station at mid-year. Completion of Martin Place pedestrianisation.

1984 Gazzard and Partners prepared the Civic Design Study of Martin Place. It included recommendations for new regulatory measures concerning heritage preservation.

Figures on following page

- 32I Sketch describing the proposed Martin Place Station, 1950
Source: *The Sun*, 27 July 1950
- 33I Aerial photograph looking west along Martin Place, December 1963
Source: City of Sydney Archives SRC1863
- 34I Reserve Bank shortly after completion in 1964
Source: National Archives of Australia A1200, L50038
- 35I Martin Place Station, 1979
Source: SLNSW d4_02947
- 36I Eastern end of Martin Place, c1985
Source: City of Sydney Archives SRC1286

HISTORICAL BACKGROUND



321



331



341



351



361

HISTORICAL BACKGROUND

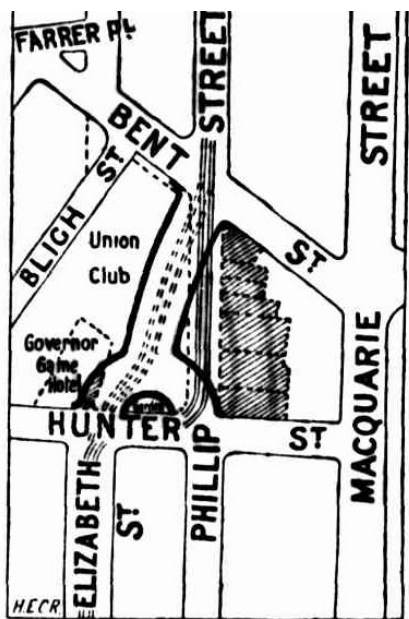


2.3 Chifley Square

1916 A proposal to extend Elizabeth Street from Hunter Street to the intersection of Phillip Street and Bent Street was made to the City Council. No decision was made.

1920 Further discussions about the extension of Elizabeth Street to Bent Street were held within the Municipal Council of Sydney.

1937 The Town Planning Institute of NSW presented a plan to the City Council that included closure of the end of Phillip Street to form a pedestrian space. City Engineer Arnold Garnsey produced a scheme for the Elizabeth Street extension as a means of relieving traffic congestion at the junction of Hunter Street and Elizabeth Street. The scheme, which included a formal semi-circular area flanked by curved building facades and a monument in the centre of the open space, was endorsed by the City of Sydney Council two years later.



1947 The City of Sydney began implementing the scheme.

1949 Qantas acquired the site at the western corner of Hunter Street and the extension.

1953 Press reports announced the intention of Qantas and the Federal Government to construct office buildings on either side of the Elizabeth Street extension.

1955 Construction of Qantas House, designed by Rudder, Littlemore & Rudder, on the western side of the future Chifley Square, commenced.

1957 The completed Qantas House was officially opened by Prime Minister Robert Menzies in October.

1958 Demolition of buildings on the site of the Federal Government site, known as the Commonwealth Centre commenced.

1961 The public square encircled by roadways on the northern side of Hunter Street, at the southern end of the extension, was named "Chifley Square" in 1961 in honour of the late Hon. J.B. Chifley (1885-1951), Prime Minister of Australia between 1945 and 1949.



1962 The extension of Elizabeth Street was completed.

1963 The Commonwealth Centre was completed. Its rectilinear mass prevented completion of the scheme.

1988 The Commonwealth Centre and several adjoining sites were acquired by the Bond Corporation. Construction of a new building, subsequently named Chifley Tower, commenced the following year.

1992 The final semi-circular form of the Square was formed with the completion of Chifley Tower, which complemented the curved form of Qantas House to the west.

HISTORICAL BACKGROUND

- 1993 The Chifley Square Civic Design Study was completed for the City of Sydney.
- 1995 The Chifley Square Redesign Concept Review was completed.
- 1997 Completion of landscaping and other works at Chifley Square. The concept was initiated by Tim Williams (City of Sydney) and the design developed by Hassell. The works included a grid of cabbage palms and a cafe on the southern edge of the Square. Artworks by Simeon Nelson included the cut-out statue of Ben Chifley and a glass installation forming an extension to the rear wall of the café.



40I



41I



42I



43I



44I

- 37I Planning proposal for the extension of Elizabeth Street c1920
Source: *Sydney Morning Herald*, 17 March 1920
- 38I Planning proposal c1937
Source: *Sydney Morning Herald*, 1937
- 39I Planning proposal c1939
Source: *The Design of Sydney*, p. 6

- 40I Aerial photograph of Hunter Street at its intersection with Elizabeth and Phillip Streets, 1943.
Source: Spatial Information Exchange
- 41I Formation of Chifley Square, June 1961
Source: City of Sydney Archives SRC1802
- 42I The Commonwealth Centre, c1963
Source: National Archives of Australia A1200, L44754

- 43I Chifley Square viewed from the west, 23 June 1988
Source: City of Sydney Archives CRS 422 2 267
- 44I Chifley Square following the completion of Chifley Tower, c1996.
Source: City of Sydney Archives SRC4412.z

HISTORICAL BACKGROUND

2.4 Richard Johnson Square

- 1925 The foundation stone of a memorial commemorating the first church service in Australia was laid by the Governor of NSW at a site at the intersection of Bligh Street and Hunter Street on 19 March. The memorial, which was completed about two or three months later, was designed by the architectural firm of Burcham Clamp & Finch. It is located on the site of the first church to have been erected in Australia (1793).
- 1974 The island platform around the monument was enlarged and integrated with the western Bligh Street footpath. The works formed part of City of Sydney Council's Strategic Plan for reshaping Sydney. The project was designed in the architectural office of Clarke Gazzard Pty Ltd.



451



461



471



481



491

451 The memorial to the first church in Australia at the intersection of Bligh and Hunter Streets, c1935. The memorial was erected in the mid-1920s on the site of the church.
Source: SLNSW hall_35055

461 Richard Johnson Square, c1954
Source: City of Sydney Archives SRC1154

471 Richard Johnson Square, c1971
Source: City of Sydney Archives SRC1156

481 Richard Johnson Square, c1977. Works involving partial road closure and formation of the pedestrian plaza were undertaken in 1974.
Source: City of Sydney Archives SRC6724

491 Richard Johnson Square, c1991
Source: City of Sydney Archives SRC1157

3 HERITAGE SIGNIFICANCE

3.1 Introduction

Located in the vicinity of the South site are several items listed at Commonwealth, State and local level:

- **APA Building**, 53-63 Martin Place (SHR listing no. 00682; Sydney LEP Item I1896);
- **Chifley Square** (Item I1708).
- **City Mutual Life Assurance Building**, 60-66 Hunter Street (SHR listing no. 00585; Sydney LEP Item I1675);
- **Former Government Savings Bank of NSW**, 48-50 Martin Place (SHR listing no. 01427; Sydney LEP Item I1895);
- **GIO Building**, 60-70 Elizabeth Street (SHR listing no. 00683; Sydney LEP Item I1738);
- **Martin Place** (Sydney LEP Item I1889);
- **Martin Place Railway Station** (SHR listing no. 01187; Sydney LEP Item I1891);
- **MLC Building**, 42-46 Martin Place (SHR listing no. 00597; Sydney LEP Item I1894);
- **Qantas House** (1 Chifley Square), 68-96 Hunter Street (SHR listing no. 01512; Sydney LEP Item I1811).
- **Reserve Bank Building**, 65 Martin Place is included in the Commonwealth Government's (Commonwealth Heritage List item 105456; Sydney LEP Item I1897);
- **Richard Johnson Square including Monument and Plinth**, Hunter and Bligh Streets (Sydney LEP Item I1673).

Sections of the proposed development lie within the Martin Place Special Character Areas, which are defined in Section 2 of the City of Sydney *Development Control Plan* 2012.

The statements of significance in the following sections have been adapted as relevant from the Commonwealth Heritage List, State Heritage Register Database or State Heritage Inventory Database entries.

Locality statements for Martin Place Special Character Areas have been adapted from the Sydney DCP 2012.

HERITAGE SIGNIFICANCE

3.2 Significance of listed heritage items



APA Building, 53-63 Martin Place

Completed in 1937 to the design of architect David W King, the APA Building is significant for its high level of architectural quality in terms of its proportions, facade treatment and vocabulary of detail. The building was designed to formalise and define the new major civic thoroughfare of Martin Place, emphasising the eastern end of Martin Place as a major commercial and professional precinct. Largely intact externally, the building is aesthetically significant as a good example of the inter-war Art Deco style and for its contribution to the Martin Place streetscape.



Chifley Square

Chifley Square is of historical and aesthetic significance as an early twentieth century exercise in city planning relieve traffic congestion, and for its naming to honour J.B. Chifley, Australia's prominent and well-loved wartime Prime Minister 1945-1949. The construction of Qantas House in 1957 (designed by Rudder Littlemore & Rudder) at 68-96 Hunter Street was integral to the creation of Chifley Square, and adds to the historical and aesthetic significance.



City Mutual Life Assurance Building, 60-66 Hunter Street

The City Mutual Life Assurance Building is significant as one of the foremost examples of high quality and well-designed commercial Art Deco architecture in Sydney's CBD, and represents the culmination of the work of one of Australia's foremost proponents of this style, Emil Sodersten. As a largely intact and well maintained late 1930s structure, the building demonstrates through its powerful elevations and dramatic interior spaces the aesthetic and commercial aspects of Art Deco architecture in Australia.

The building occupies a dominant position in the surrounding urban context, serving as a backdrop to Richard Johnson Square and as a landmark in the Bligh Street and Hunter Street streetscapes. Since its completion in 1936, the building has been a symbol of the Mutual Life Assurance Society and the building stands as a monument to the Society's participation in the evolution of Sydney's business and commerce.



Former Government Savings Bank of NSW, 48-50 Martin Place

The Government Savings Bank of NSW at 48 Martin Place is culturally significant at a national level as a rare example of the inter-war Beaux-Arts style, demonstrating outstanding aesthetic and technical accomplishment. Designed by Ross & Rowe, the building is located at a prominent address on Martin Place, the bank played an important role in the development of the economy in New South Wales during the 1920s. The building was constructed between 1925 and 1928 and is one of the most important examples of its style and type within Australia. The building derives historical significance from its long association with the Commonwealth Bank from 1932 to the present.

HERITAGE SIGNIFICANCE



GIO Building, 60-70 Elizabeth Street

The GIO Building is historically significant because of its associations with Sun Newspapers Ltd newspaper publishing activities in Sydney during the first half of the twentieth century. Its site has associations with the historically prominent figure, Joshua Josephson. The building is aesthetically significant because it is possibly the first major Interwar Skyscraper Gothic style building in Sydney, of which it is also a rare example, and because it is a major building designed by architect Joseph Kethel. The building has technical significance, due to its early and extensive use of the proprietary building material, Benedict stone. It is possibly the first major application of this material in a large city building in NSW.



Martin Place

Martin Place has historic and aesthetic significance for its ability to provide evidence of the development of Victorian and Interwar Sydney as a prestige address for commercial businesses and public institutions. It is significant for its ability to contribute to understanding the nineteenth and twentieth century town planning intention. It is demonstrative of the Victorian period and interwar periods in direct response to the Height of Building controls. Martin Place has historic associations with Sir James Martin, premier and Chief Justice of NSW. Pedestrianisation of the street in the 1970s formalised Martin Place as Sydney's principal urban space.



Martin Place Railway Station

Completed in 1979, Martin Place underground railway station is significant as a representative of the last major railway construction undertaken in the State in the eastern suburbs railway line. The whole of the structure being underground is a development of the structures built in the city in the 1930s and represents the latest in technology at the time.



MLC Building, 42-46 Martin Place

The former MLC Building, designed by Bates Smart and McCutcheon and completed in 1938, is aesthetically significant as one of the best inter-war commercial office buildings in Sydney, and the best example in Australia of the exterior use of Egyptian derived motifs in such buildings. Its quality of design and use of materials make it one of the principal contributors to the architectural character of Martin Place which is recognised as one of Sydney's finest urban spaces. The former MLC Building is historically significant as one of a small group (about a dozen) of major commercial office buildings constructed in Sydney during the second half of the 1930s.

HERITAGE SIGNIFICANCE



Qantas House, 68-96 Hunter Street

Qantas House, designed by Felix Taverner of Rudder, Littlemore & Rudder is a fine example in the Australian context of intact, post-war, multi-storeyed office buildings from the first phase in the 1950s in the Post-War International Style, and is from the small group in Sydney of this group designed prior to the amendments to the Heights of Buildings Act in 1957 that heralded the subsequent 'high-rise' phase. It has particular rarity within Australia for its unique shape, the outstanding quality of its curtain wall façade and its contribution to its urban setting. As such, it is considered to have heritage significance at a national level.



Reserve Bank Building, 65 Martin Place

The Reserve Bank, completed in 1964 and designed by the Commonwealth Department of Works, Bank and Special Project Section, is highly significant in the development of post-World War II multi-storey office buildings in Australia and a significant example of office building in the International style; its construction using high quality Australian materials; steel and concrete construction; and interior design details and artworks. The building's significance has been retained through a major extension (1974-1980), recladding (1993) and internal refitting. Through its prestigious design and function as Australia's central bank, the building makes an important contribution to the streetscape and character of Martin Place, Macquarie Street and Phillip Street.

The building has social significance being regarded by the Australian community as the home of the Reserve Bank function and the place where significant economic policy is carried out on behalf of the Nation.



Richard Johnson Square

Completed in 1974 to the design of Clarke Gazard, Richard Johnson Square is historically and culturally significant as an important example of late twentieth century civic planning. The square is significant for its 1925 monument commemorating the first church service held in Australia, sited on the location of the Country's first church erected in 1793.

4 DESCRIPTION OF THE PROPOSAL

4.1 Overview

The proposal by Macquarie is unique and innovative in aligning the aspirations for public transport, civic amenity and the long-term sustainability of Sydney as a financial centre. This will be achieved through a development designed to maximise the opportunities for an improved Metro Station, integration of the existing and new public transport infrastructure, integration of that infrastructure with modern commercial office towers and world class retailing, along with rejuvenating and complimenting some of Sydney's most revered public spaces, and substantially improving station access and connectivity.

It is designed as a fully integrated Station and OSD project that, subject to approval, will be built and delivered as one integrated project for opening at the same time as the Sydney Metro is commissioned.

The detailed design of the approved Stage 1 concept proposal for the South Tower will form the basis of this report..

No works under the subject DA are proposed for Martin Place Railway Station.

DESCRIPTION OF THE PROPOSAL

The South Site

The proposal for the South Site is a 28 + storey building bounded by Martin Place to the north, Elizabeth Street to the east and Castlereagh Street to the west.

Architectural form, expression and materials

The form and architectural expression of the building comprises two principal components: podium and tower.

The podium element of the building is aligned with street boundaries on three sides. Externally, it is conceived as a direct response to, and interpretation of, the scale, height and architectural design of the former Government Savings Bank of NSW Building at 50 Martin Place, opposite the site. The podium has a strongly defined base, upper levels and termination that align with the base, upper levels and cornice of 50 Martin Place.

At ground level, comprising the entrance to the Macquarie Martin Place Metro Station, masonry piers convey a monumental character, dividing the facades into deeply recessed bays. The piers are proposed to be clad in pre-cast panels with colour pigment and red granite aggregate, alluding to the red granite cladding of 50 Martin Place.

The upper levels fronting Martin Place comprises deeply recessed bays of curved glazing, divided vertically with ceramic-clad fins, corresponding to the vertical articulation of the upper levels of the façade of 50 Martin Place with giant orders. The articulation of the facades fronting Castlereagh Street and Elizabeth Streets is more restrained, similarly relating to the 'side' facades of 50 Martin Place.

The tower component of the building is set back eight metres from the Martin Place site boundary, corresponding approximately to the setback of the neighbouring Reserve Bank's office tower above its podium at 65 Martin Place. The facades of the tower are proposed to be clad in glass and bronzed aluminium, distinguishing them from the articulation and detail of the lower sections of the building. An interstitial space provides visual separation between the podium and the tower to ensure the podium is legible as a component of Martin Place.

The roof of the building is conceived as a crown, clad in ceramic to match the lower sections of the building and screening plant and equipment. Profiles on the east and west of the roof are varied in response to solar access requirements.

Planning and function

The ground floor of the building provides access to the Martin Place Metro Station, retail, and an entrance to the commercial office levels.

On the upper levels, viable commercial floorplates are achieved by confining service cores into a narrow band on the southern side of the building.

DESCRIPTION OF THE PROPOSAL



501 Proposed south tower, not to scale
Source: Tzannes Architects, 2018

5 ASSESSMENT OF HERITAGE IMPACT

5.1 Introduction

This section of the report identifies and assesses potential heritage impacts associated with the proposed design of the South Tower, as part of the Sydney Metro and Martin Place Station Precinct.

The proposal is assessed against relevant statutory provisions, guidelines of the NSW Heritage Office relating to heritage impacts, and relevant policies from the 2012 Conservation Management Plan for 48-50 Martin Place. It has also been assessed against the approved Consolidated Guidelines provided that form part of the Stage 1 SSDA application.

The assessment includes a discussion on the potential impacts of future building on the South Site on adjoining heritage items with regard to their setting and streetscape presence.

ASSESSMENT OF HERITAGE IMPACT

5.2 Assessment against the approved SSD DA Stage 1 Heritage Guidelines and Consolidated Design Guidelines

5.2.1 Neighbouring heritage items: settings and views

SSD DA Stage 1 Heritage Guidelines

Retain and enhance the setting and streetscape presence of neighbouring heritage buildings.

- *A building on the South Site should relate in scale and architectural expression to the historic buildings on Martin Place and Elizabeth Street in its vicinity.*
- *A building on the South Site should respect the landmark qualities of the Reserve Bank.*

SSD DA Consolidated Design Guidelines

Guideline 2

Reinforce the streetwall and the distinctive attributes of the block on Martin Place.

Guideline 8

Create distinctive architectural designs appropriate for each site, with the scale of buildings responding appropriately to the character of the area and the building form and articulation reinforcing the key features of the locality, such as the street wall height an relationship to 50 Martin Place.

Guideline 11

Retain and enhance the setting and streetscape presence of neighbouring heritage buildings.

Guideline 12

Podium streetwalls.

Guideline 13

Tower form, scale and setbacks.

Guideline 14

Streetwall articulation.

Guideline 16

Scale



511 Proposed south tower, looking up Elizabeth Street. Not to scale.
Source: Tzannes Architects, 2018



521 Podium materiality and detail. Not to scale.
Source: Tzannes Architects, 2018

The key views which relate to the South Site include those down Castlereagh Street and Elizabeth Street, as well as those along Martin Place, and in particular its relationship to the setting of Martin Place and its significant buildings, including 50 Martin Place (opposite) and the Reserve Bank Building (adjacent).

Through careful design of the building at street level, the proposed scheme reinforces the setting of Martin Place and the adjacent historic buildings through the scale, form and setbacks of the podium. The podium uses the datum height established by the 50 Martin Place parapet to reinforce the established street walls along Martin Place, Elizabeth Street and Castlereagh Street.

The proposed tower also reinforces and enhances the streetscape presence through its use of materials and architectural expression, which retains a solid masonry podium at street level. An interstitial space provides a transitional zone that articulates the tower as a discrete element above the podium.

A pronounced visual separation between the tower and the podium is also employed to reinforce the solidity of the streetwall in comparison to the glazed tower.

Views along Elizabeth Street and Castlereagh Street to the historic 50 Martin Place will be partially obscured by the proposed South Tower. Whilst this has the potential to reinstate the historic streetscape views which existed prior to the demolition of the 1939 Prudential Building, its impact has been minimised through the scale of the podium and proposed setback of the tower. The proposed tower also provides a bookend to the Martin Place site, which reinforces the strong lineal character and spatial enclosure of Martin Place.

The tower and podium will be prominent in views looking east along Martin Place, with the potential to impact views to the Reserve Bank. The proposed eight metre set back from Martin Place ensures that there is sufficient distance that the tower will not be visually dominating, maintaining the visual prominence and landmark qualities of the Reserve Bank.

Overall, the proposed tower on the South Site will not impact on the setting or views of 50 Martin Place, the Reserve Bank or Martin Place in general. The potential impacts to the views and setting of 50 Martin Place have been minimised through the scale and architectural expression of the podium, whilst the eight metre setback to the tower minimises the impact on views to the Reserve Bank looking east through Martin Place.

ASSESSMENT OF HERITAGE IMPACT

5.2.2 Former Government Savings Bank of NSW, 48-50 Martin Place

SSD DA Stage 1 Heritage Guidelines

*Retain the exceptional aesthetic significance of the building's exterior.
Retain the landmark qualities and civic presence of the building within Martin Place and its environs.
Retain the identity of the building as one of the finest purpose-designed bank buildings in Australia.*

SSD DA Consolidated Design Guidelines

Guideline 8

Create distinctive architectural designs appropriate for each site, with the scale of buildings responding appropriately to the character of the area and the building form and articulation reinforcing the key features of the locality, such as the street wall height and relationship to 50 Martin Place.

Guideline 15

Materiality.

Guideline 18

50 Martin Place

Separated by Martin Place and sited opposite, the proposed development on the South Site will not impact physically on the significant fabric of 50 Martin Place.

The tower is conceived as a direct response to, and interpretation of, the scale, height and architectural design of the former Government Savings Bank of NSW Building at 50 Martin Place. The design of the tower however does not replicate 50 Martin Place, ensuring that the distinctive architectural qualities and aesthetic significance of 50 Martin Place are retained, enhancing the historic building's civic presence within Martin Place and its environs.



531 Proposed South Tower opposite 50 Martin Place, interpreting datum and materiality.
Source: Tzannes Architects, 2018

ASSESSMENT OF HERITAGE IMPACT

5.2.3 Martin Place

SSD DA Stage 1 Heritage Guidelines

Retain and enhance the urban character, scale and strong linear enclosure of Martin Place.

SSD DA Consolidated Design Guidelines

Guideline 2

Reinforce the streetwall and the distinctive attributes of the block on Martin Place.

Guideline 8

Create distinctive architectural designs appropriate for each site, with the scale of buildings responding appropriately to the character of the area and the building form and articulation reinforcing the key features of the locality, such as the street wall height an relationship to 50 Martin Place.

Guideline 11

Retain and enhance the setting and streetscape presence of neighbouring heritage buildings.

Guideline 12

Podium streetwalls.

Guideline 13

Tower form, scale and setbacks.

Guideline 16

Scale

ASSESSMENT OF HERITAGE IMPACT



54I Proposed South Tower, as viewed from Martin Place.

Source: Tzannes Architects, 2018



55I Proposed South Tower built to street alignments, Elizabeth Street.

Source: Tzannes Architects, 2018

The proposed development complies with the principles in this section of the Heritage Development Guidelines.

The proposed building:

- is built to the street alignments of Martin Place, Castlereagh Street and Elizabeth Street;
- presents a formal character to Martin Place by means of the composition of its facades and the materials that have been selected;
- has its principal commercial address oriented to Martin Place.

The podium:

- is related in height to the former Government Saving Bank Building at 50 Martin Place;
- is related to the historic buildings of Martin Place through its architectural expression, proposed building materials and the colours that are intrinsic to these materials. While contemporary in its detailed resolution, the podium draws upon the precedent established by the facades of 50 Martin Place. This is most evident in its tripartite composition of base, shaft and termination;
- minimises the visual impact of the Metro entry on the Martin Place frontage by means of the deep blades that are intended to provide an equivalent to the solidity of traditional masonry walls pierced by windows, at the same time allowing openness and a contribution to the public domain;
- there are no cantilevered awnings on the Martin Place frontage.

The high-rise section:

- is set back eight metres from the Martin Place street frontage, which is approximate to the set back of the Reserve Bank Building at 60 Martin Place to the street frontage;
- the building's facades are to be clad in glass and aluminium, which will contrast with the solidity of materials selected for the podium;
- is separated from the podium by an interstitial space that is a transitional zone that articulates the tower as a discrete element above the podium. A terrace on the Level 9 of the podium, allied to a deep glazed setback beneath the tower, will form a distinct break between the podium and the tower.

ASSESSMENT OF HERITAGE IMPACT

5.3 NSW Heritage Office

The assessment of heritage impacts has been undertaken in reference to the model questions given in the NSW Heritage Office's publication '*Statement of Heritage Impacts*'. The responses assess the potential heritage impacts of the proposed building envelopes of the North and South sites on neighbouring heritage items.

How is the impact of the new development on the heritage significance of the item or area to be minimised?

The proposed South Tower includes a podium that is directly related to the height of 50 Martin Place and thus conforms to the street wall height of significant buildings in its vicinity. The proportioning, fenestration and materiality of the podium all assist in minimising impacts on the area – the podium, although contemporary in design, reflects the formal design of Victorian, Federation and interwar era buildings along Martin Place.

Impacts of the tower rising above the podium will be minimised by setting it back from the Martin Place site boundary and by cladding it in light and reflective materials to dematerialise its mass.

Why is the new development required to be adjacent to a heritage item?

The South Site is situated near several heritage items within Martin Place that are listed in Schedule 5 of Sydney LEP 2012. Proximity to these items is determined by the existing constraints of the site and the existing nature of the heritage context of its immediate vicinity.

How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

The South Site was originally occupied by an office tower completed in 1939 that conformed to the heights of other interwar buildings along Martin Place. It was replaced at the end of the 1960s by a 20 storey tower clad in precast concrete, with setbacks from street boundaries relating to then-current Council regulations.

The proposed development will enhance views to and from nearby heritage items because its podium is aligned with street boundaries, thus reinforcing the original character of Martin Place as an avenue lined with a consistent "wall" of buildings. The contemporary architectural design and height of the podium will also enhance views because they are influenced by the height and architectural design of 50 Martin Place.

The siting of the tower component, set back from the podium, ensures that views along Martin Place are not adversely impacted. The visually emphatic external expression of the podium ensures that it remains the predominant visual focus in street level vantage points, while the predominantly glazed exterior of the tower assists in reducing its apparent visual bulk and merges with the skyline of existing office towers beyond.

Is the building sited on any known, or potentially significance archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

The South Site has not been identified as having archaeological potential in the Central Sydney Archaeological Zoning Plan.

Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

The South Tower is sympathetic to nearby heritage items in several ways:

- The height of the building's podium is the same as that of 50 Martin Place. The podium thus reinforces the historic pattern of development along Martin Place from the 1920s and 1930s;
- The architectural design of the podium, although contemporary, reflects and interprets the architectural character of 50 Martin Place. This will impart an appropriately monumental character that is an important component of Martin Place;
- The podium is built to the street alignments, thus reinforcing the historic pattern of development along the street;
- The tower rising above the podium is visually separated from it and set back from Martin Place, lessening its potential impacts. Its reflective glass and metal cladding is relatively neutral, thus reinforcing the considered design of the podium and its contribution to an important heritage precinct.

Will the additions visually dominate the heritage item? How has this been minimised?

Refer to the response to the previous question.

Will the public and users of the item still be able to view and appreciate its significance?

The proposed development will not prevent the public and users of surrounding items viewing and appreciating their significance.

ASSESSMENT OF HERITAGE IMPACT

5.4 Sydney Harbour Catchment Regional Environmental Plan (SREP) 2005

The South Site falls within the boundaries of the REP. Heritage items listed in Schedule 4 of the REP are located in close proximity to the Harbour and to associated waterways. None are in close proximity to the subject site.

Clause 15 of the SREP contains heritage provisions, as follows:

15 Heritage conservation

The planning principles for heritage conservation are as follows:

- a. Sydney Harbour and its islands and foreshores should be recognised and protected as places of exceptional heritage significance,*
- b. the heritage significance of particular heritage items in and around Sydney Harbour should be recognised and conserved,*
- c. an appreciation of the role of Sydney Harbour in the history of Aboriginal and European settlement should be encouraged,*
- d. the natural, scenic, environmental and cultural qualities of the Foreshores and Waterways Area should be protected,*
- e. significant fabric, settings, relics and views associated with the heritage significance of heritage items should be conserved,*
- f. archaeological sites and places of Aboriginal heritage significance should be conserved.*

There are no impacts arising from the proposal that will relate to the planning principles above.

ASSESSMENT OF HERITAGE IMPACT

5.5 Sydney Local Environmental Plan (LEP) 2012

The proposal is assessed below against the relevant heritage provisions of the 2012 *Sydney Local Environmental Plan*.

LEP Provision	Response
Clause 4.3 Height of buildings	
4.3 (1) The objectives of this clause are as follows:	
<p>(a) to ensure the height of development is appropriate to the condition of the site and its context,</p> <p>(b) to ensure appropriate height transitions between new development and heritage items and buildings in heritage conservation areas or special character areas,</p>	The South Tower complies with the objectives of this clause. Its podium has similar height to 50 Martin Place and is consistent with the heights of items at 38-46 Martin Place, 53-63 Martin Place and 60-70 Elizabeth Street.
Clause 5.10 Heritage conservation	
(1) Objectives The objectives of this clause are as follows:	
<p>(a) to conserve the environmental heritage of the City of Sydney,</p> <p>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</p>	<p>Although the South Site is not identified as a heritage item, it is situated within the Martin Place Special Character Area and is located in the vicinity of several local and state listed heritage items.</p> <p>The proposed South Tower achieves the objectives of this clause through the:</p> <ul style="list-style-type: none"> – retention of the significant fabric and setting of Martin Place; – retention of views within Martin Place, including unobstructed views to the GPO; – establishment of a building form that reinforces the existing urban character of Martin Place. This is achieved by a podium aligned with street boundaries that has the same height as 50 Martin Place, above which is a tower that is set back from the alignment of Martin Place.
(c) to conserve archaeological sites,	The South Site is not identified in the Central Sydney Archaeological Zoning Plan as an archaeological site.
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	The South Site is not identified as a place of Aboriginal significance.

ASSESSMENT OF HERITAGE IMPACT

5.6 Sydney Development Control Plan (DCP) 2012

Clause 2.1.7 Martin Place Special Character Area

Martin Place is of social, cultural and historic significance, being the site of various monuments, in particular the Cenotaph, as well as the site of many historical events, which reinforced its image as the civic and ceremonial heart of the City. Its initiation was after the siting of the GPO in 1863, as a small meeting place in the front of the post office. Its subsequent planned evolution and development illustrates the application of city planning principles of the 1880s to 1930s, which culminated in its complete pedestrianisation in 1970. It represents the financial heart of the City, containing significant public and financial buildings.

Martin Place consists of a cohesive group of buildings with a consistent street wall of up to 45m. These buildings have similar architectural features, characterised by the use of richly textured masonry facades, intricate architectural detailing, vertical emphasis and grand proportions at street level, representative of their function as housing various major public and business institutions. The built form encloses a significant linear public space, with strong vistas terminated to the east and west by significant buildings. The GPO clock tower is an important landmark visible from various points within Martin Place.

Martin Place is also significant for its supportive network of lanes, being rare examples of pedestrian thoroughfares reminiscent of Victorian Sydney laneways such as Angel Place and Ash Lane.

The proposal is assessed in the following section against the relevant provisions of the Martin Place Special Character Area DCP.

ASSESSMENT OF HERITAGE IMPACT

DCP Provision	Response
Clause 2.1.7 Martin Place Special Character Area	
Principles	
<i>(a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.</i>	The proposed South Tower will re-establish the street alignment. It has the potential to contribute to the significant character of the street through its massing, detailed design and selection of materials to be used on the outside of the building.
<i>(b) Conserve and enhance the significance of Martin Place as one of Central Sydney's grand civic and ceremonial spaces, and as a valued business location.</i>	The South Tower will achieve the requirements of this principle through the design, form and scale of its podium. The podium reflects the scale, form and material character of historic development on the street in a contemporary manner. The tower rising above the podium will enhance the place as a valued business location because of its proximity to the Metro Martin Place Station and the Eastern Suburbs Line station and by the provision of high quality office space.
<i>(c) Retain and enhance the urban character, scale and strong linear enclosure of Martin Place by requiring new buildings to:</i> <i>i. be built to the street alignment;</i> <i>ii. have street frontage heights consistent with the prevailing form of buildings in the area; and</i> <i>iii. to have building setbacks above those street frontage heights.</i>	The South Tower: <ul style="list-style-type: none"> – a podium that is built to the street alignment; – a street height frontage based on the existing building at 50 Martin Place, which was completed in 1928; – a building setback for the section of the development above the podium.
<i>(d) Protect and extend sun access and reflected sunlight to Martin Place during lunchtime hours from mid-April to the end of August</i>	The exterior of the South Tower is to be clad in reflective materials including glass and metal.
<i>(e) Provide sun access to significant sandstone buildings in Martin Place to improve the ground level quality of the public space.</i>	This provision is not applicable to the South Tower.
<i>(f) Protect existing significant vistas to the east and west and ensure new development will not detrimentally affect the silhouette of the GPO clock tower.</i>	Views to the east and west along Martin Place will be protected by the architectural design of the South Tower's podium and by the setback of the tower above it.
<i>(g) Retain human scale at street level, while respecting and positively responding to the monumental nature of the place.</i>	The South Tower's podium achieves compliance with this provision by its architectural design, which is based on the precedent of 50 Martin Place to its north. The podium is divided into a base, shaft and termination that is similar to the composition of the facades of 50 Martin Place. Warm, rich materials similar in colour and texture to those used in the significant buildings lining both sides of Martin Place will be used in the podium.

ASSESSMENT OF HERITAGE IMPACT

DCP Provision	Response
<i>(h) Conserve and enhance the heritage significance of the nineteenth and twentieth century institutional and commercial buildings and their settings.</i>	The South Tower will have no impact on the heritage significance of heritage items in its vicinity. Impacts of settings and views to and from these items is discussed in Section 5.3.
Clause 3.2 Defining the Public Domain	
3.2.1.2 Public views	
<i>3.2.1.2(1) Buildings are not to impede views from the public domain to highly utilised public places, parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments including public statues, sculptures and art.</i>	Views to the east and west along Martin Place will be maintained by the South Tower's podium and the setback of the office tower above it.
<i>3.2.1.2(2) Development is to improve public views to parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments by using buildings to frame views. Low level views of the sky along streets and from locations in parks are to be maintained.</i>	The South Tower will enhance views along Martin Place because its podium will reinstate the historic "street wall" character in this section of the street. The architectural design and composition of the podium's facades will also enhance views.
Clause 3.9 Heritage Provisions	
<i>3.9.5(3) Alterations and additions to buildings and structures and new development of sites in the vicinity of a heritage item are to be designed to respect and complement the heritage item in terms of the:</i>	
<i>(a) building envelope;</i> <i>(b) proportions;</i> <i>(c) materials, colours and finishes; and</i> <i>(d) building and street alignment.</i>	<p>The South Tower reinstates the important built form of Martin Place. Its podium reflects the precedent of 50 Martin Place, which it matches in height, scale, proportions and composition. The selection of materials, colours and finishes is compatible with those of 50 Martin Place and other important interwar era buildings in the vicinity of the South Tower.</p> <p>The section of the South Tower rising above the podium is deferential to nearby significant items through its setback from the Martin Place alignment, its restrained and simple form, and by cladding the building in neutral, reflective materials.</p>
<i>3.9.5(4) Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</i>	
<i>(a) providing an adequate area around the building to allow interpretation of the heritage item;</i>	The area around significant items in the vicinity of the South Tower will not be changed or reduced by the proposed development.
<i>(b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</i>	This provision is not applicable to the South Site.
<i>(c) protecting, where possible and allowing the interpretation of archaeological features; and</i>	This provision is not applicable to the South Site.

ASSESSMENT OF HERITAGE IMPACT

DCP Provision	Response
<i>(d) retaining and respecting significant views to and from the heritage item.</i>	<p>The South Tower will have no impact on significant views to heritage items in its vicinity. The tower component is at a sufficient distance from the items along Martin Place to minimise any impacts it may have on views to them.</p> <p>Impacts of settings and views to and from these items is discussed in Section 5.3.</p>
Clause 5.1 Central Sydney	
5.1.3 Street frontage heights and setbacks for Special Character Areas	
<i>5.1.3(1) Minimum and maximum street frontage heights and front setbacks for buildings in or adjacent to a Special Character Area must be provided in accordance with Table 5.1 and as shown in Figures 5.12 to 5.19. Where the figure shows the entire site as shaded, additional storeys above the street frontage height is not permitted.</i>	<p>The setback and height of the South Tower's podium complies with the requirements of Figure 5.16 of the Martin Place Special Character Area.</p> <p>The height and mass of the tower component has been approved.</p>
5.1.6 Building Exteriors	
<i>5.1.6(1) Adjoining buildings, particularly heritage buildings must be considered in the design of new buildings in terms of: (a) street alignment; (b) street frontage heights; (c) setbacks above street frontage heights; and (d) facade proportions including horizontal or vertical emphasis and enclosed corners at street intersections.</i>	<p>Refer to previous sections of this statement of heritage impact.</p>

ASSESSMENT OF HERITAGE IMPACT

5.7 Conservation Management Plans

5.7.1 48 Martin Place Conservation Management Plan

Conservation Management Plan - Policies

The proposal is evaluated against relevant policies from the 2012 'Former Government Savings Bank of NSW Conservation Management Plan' by Tanner Architects, as follows:

7.4.2 Context and Setting

Policy 22 Respect and enhance the building's streetscape contribution to Martin Place, Castlereagh Street, Pitt Street and Elizabeth Street. The major visual contribution of the building to Martin Place should not be altered nor compromised.

The South Tower complies with this policy through the design of the building's podium, which is based on the precedent established by the facades of 50 Martin Place. These have informed the height, composition and form of the podium. The detailed architectural resolution interprets the facades, while the selection of materials and colours is intended to complement the building and relate to the materiality of other significant buildings along Martin Place.

6 PUBLIC ART AND HERITAGE INTERPRETATION

SEARs Requirements

The SEARs includes a requirement for heritage interpretation for the Martin Place Station Precinct as follows:

Include a Heritage Interpretation Plan, providing opportunities for the proposal to reflect on the heritage character and significance of the site and surrounding area, including Martin Place.

Heritage interpretation for Martin Place is addressed in the 'Sydney Metro City and Southwest Heritage Interpretation Strategy' (February 2018).

This report, prepared to fulfil the conditions of consent for CSSI 15_7400, provides the appropriate interpretation strategy for the site and its environs.

It identifies the following themes:

- The Tank Stream and the pre-European history of the place;
- Martin Place Station ESR;
- Development of the City;
- Transport; and
- The Great Fire of 2 October 1890.

No additional heritage interpretation is proposed as part of this application.

7 CONCLUSIONS

This Stage 2 State Significant Development Development Application seeks approval for the detailed design of a commercial tower on the South Site, located above the site of the future Martin Place Metro Station. The demolition of the late 1960s building on the South Site, which was approved as part of the Sydney Metro proposal, has provided the opportunity for a new building that responds positively to the heritage significance and important civic qualities of Martin Place.

This Heritage Impact Statement addresses the heritage requirements of the SEARs and provides a detailed assessment of potential impacts arising from the proposal on heritage impacts within the precinct, having regard for relevant policies contained in the endorsed Conservation Management Plans for heritage items in the vicinity.

The assessment concludes that the proposed design of the building has been carefully and purposefully considered to minimise potential impacts on 50 Martin Place, on the Elizabeth Street and Castlereagh Street streetscapes and on adjacent heritage items. These impacts have been minimised through the following considered design decisions:

- The podium has been designed to reflect the height datum set by the parapet of 50 Martin Place to ensure that the streetwall on Martin Place, Elizabeth Street and Castlereagh Street are reinforced;
- The podium interprets the architecture of the highly significant building at 50 Martin Place and relates it to other significant buildings along the street;
- The architectural expression of the podium maintains the monumental civic character of the street and minimises impacts on heritage items in the vicinity of the South Site;
- Impacts of the tower component are minimised by its setback from the Martin Place frontage of the South Site, the visual separation of the tower from the podium, and an external cladding of reflective materials that should ameliorate its mass.

APPENDIX A HERITAGE INVENTORIES

Commonwealth Heritage List

- The Reserve Bank of Australia

State Heritage Register

- APA Building
- Former MLC Building
- Martin Place Railway Station
- GIO Building
- Commonwealth Bank (Former Government Savings Bank of NSW)
- City Mutual Life Assurance Building
- Former Qantas House

City of Sydney LEP Inventories

- APA Building
- Martin Place
- Martin Place Railway Station
- Richard Johnson Square
- Chifley Square
- 7 Elizabeth Street
- The Reserve Bank of Australia

