

Sydney Metro and Martin Place Station Precinct

State Significant Development Application
Amending Stage 1 Concept Proposal

Statement of Heritage Impact

CSWSMP-MAC-SMA-HE-REP-000100

Prepared for

Macquarie Corporate Holdings Pty Ltd

June 2018 • Issue D
Project number 16 1035

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Document/Status Register				
Issue	Date	Purpose	Written	Approved
P1	8 Feb 2017	Draft issue for review	RL/GP	GP
P2	15 Feb 2017	Extract for review	RL/GP	GP
P3	22 Feb 2017	Extract for review	RL/GP	GP
P4	24 Feb 2017	Draft issue	RL/GP	GP
P5	2 Mar 2017	Draft issue	RL/GP	GP
P6	6 Mar 2017	Final draft	RL/GP	GP
P7	13 Mar 2017	Revised final draft	RL/GP	GP
P8	3 May 2017	Revised final draft	RL/GP	GP
P9	5 May 2017	Revised final draft	RL/GP	GP
A	25 May 2017	Final application issue	RL/GP	GP
B	10 Aug 2017	Revised final issue	RL/GP	GP
C	01 Jun 2018	Amending SSDA	RL/GP	GP
D	15 Jun 2018	Amending SSDA	RL/GP	GP
161035 SM+MPS Precinct - Application 1 SSDA - HIS				

1 INTRODUCTION

1.1 Purpose of the report

This Statement of Heritage Impact has been prepared to accompany a State Significant Development Application (SSDA) submitted to the Minister for Planning pursuant to Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). Macquarie Corporate Holdings Pty Limited (Macquarie) is seeking to create a World Class Transport and Employment Precinct at Martin Place, Sydney.

The SSDA Seeks approval for an amended Concept Proposal (otherwise known as a Stage 1 DA) relating to the Martin Place Metro Station Precinct. An existing development consent (SSD 17_8351) for a Concept Proposal is in place for the Precinct, which approved the concept for two Over Station Development (OSD) commercial towers above the northern (North Site) and southern (South Site) entrances of Martin Place Metro Station. The Concept Proposal approved building envelopes, land uses, Gross Floor Areas (GFA) and Design Guidelines with which the detailed design (otherwise known as a Stage 2 DA) must be consistent.

This Stage 1 Amending DA is a concept development application made under Section 4.22 of the EP&A Act. It seeks to align the approved South Site building envelope with the new planning controls established for the precinct as a result of a site specific amendment to Sydney LEP 2012. The new controls permit greater building height (over a portion of the South Site only) and additional floor space (North and South Sites).

This statement was amended in June 2018 to accompany an application to modify the approved envelope of the south OSD tower which was amended in response to updated planning controls.

1.2 Background

Sydney Metro Stage 2 Approval (SSI 15_7400)

On 9 January 2017, the Minister approved Stage 2 of the Sydney Metro project, involving the construction and operation of a metro rail line between Chatswood and Sydenham, including the construction of a tunnel under Sydney Harbour, links with the existing rail network, seven metro stations (including a station at Martin Place), and associated ancillary infrastructure. The project 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.

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

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 Sydney Metro Martin Place Station 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 permitted a revised FSR of 22:1 on the South Site and 18.5:1 on the North Site (resulting in a combined permissible overall GFA of 153,141m²). These amendments were gazetted within Sydney LEP 2012 and reflect the new planning controls applying to the precinct.



11 North and South Sites approved OSD Building Envelopes
Source: Grimshaw

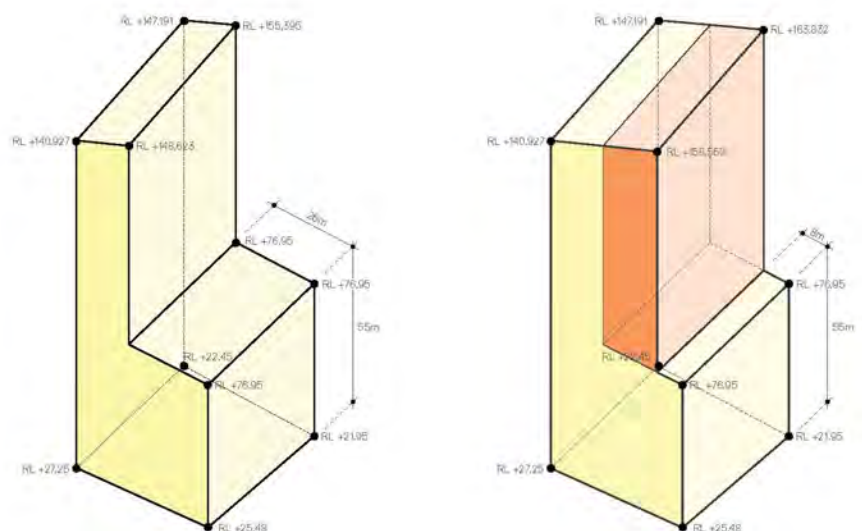
Concept Proposal (SSD_17_8351)

On 22 March 2018, the Minister approved a Concept Proposal (SSD 17_8351) for the Precinct. The Concept Proposal established the planning and development framework through which to assess the detailed Stage 2 applications.

The approved Concept Proposal specifically encompassed:

- building envelopes for OSD towers on the North Site and South Site comprising:
 - 28+ storey building on the South Site, with a 25m setback to Martin Place above 55m in height, and a 40+ storey building on the North Site.
 - Concept approval to integrate the North Site with the existing/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 .

The Concept Proposal was prepared and determined prior to the site specific Sydney LEP 2012 amendment being gazetted and was developed based on the height development standards that applied to the South Site at the time. As a result, the approved Concept Proposal allows for a tower on the South Site that is now inconsistent with the building envelope envisaged through the Sydney LEP 2012.



21 Approved vs. Proposed South Site OSD building envelope
Source: Grimshaw

INTRODUCTION

1.3 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

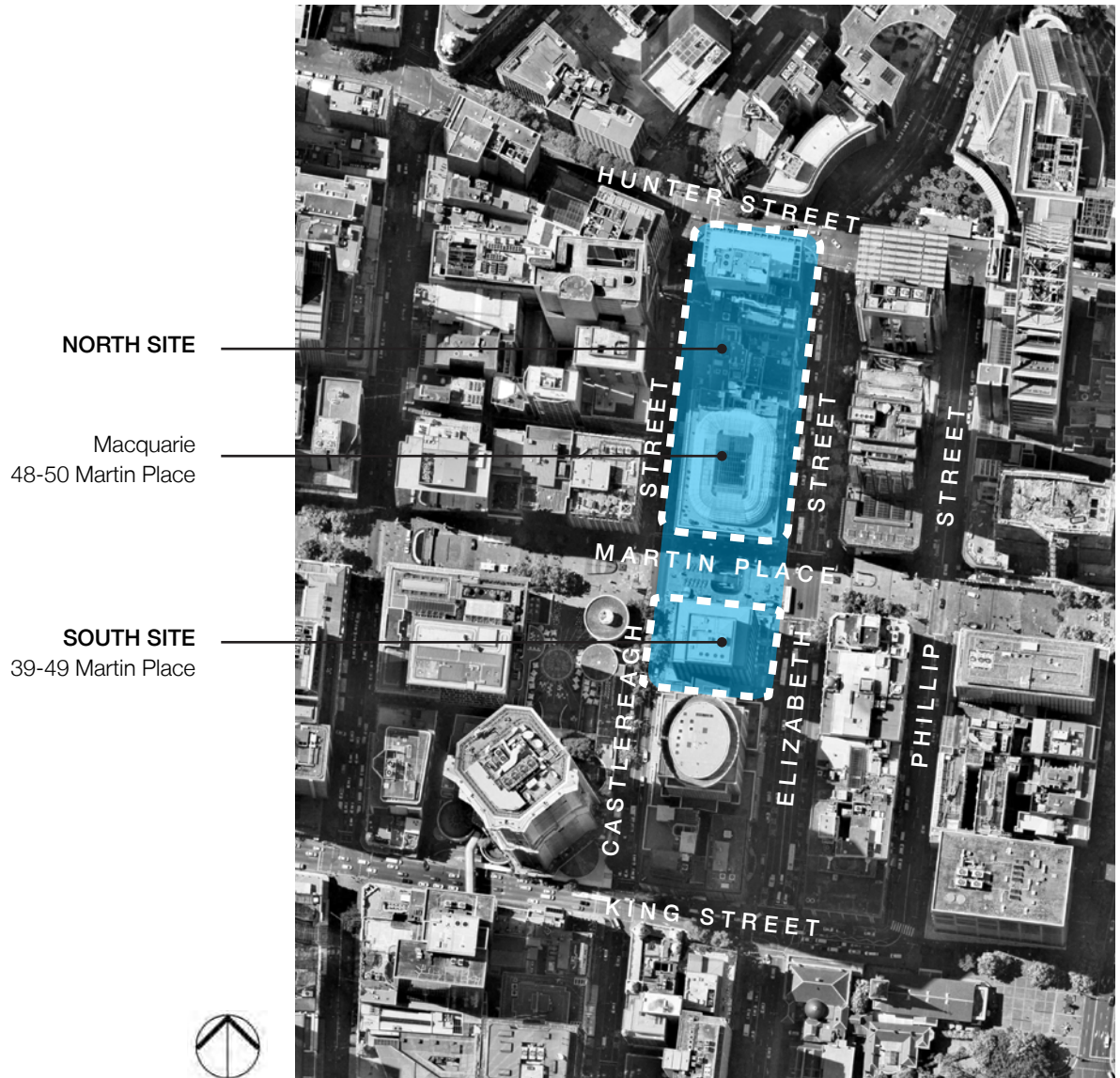
- that part bound by Elizabeth Street and Castlereagh Street.

The land the subject of this application relates only to the North and South Sites (refer to Figure 1). 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.

Both the North and South Sites are regular in shape and have areas of approximately 6,022m² and 1,897m² respectively, totalling 7,919m².

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.

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31 Location plan, not to scale, showing the Sydney Metro and Martin Place Station Precinct in blue. Proposed building envelopes for the North and South Sites - shown with a dashed outlines - are the subject of this application.
Source: Nearmaps with TKD Architects overlay, 2017.



INTRODUCTION

1.4 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 and Phillip Streets.

The vicinity is characterised by large high-rise towers, such as Chifley Tower, Aurora Place, 8 Chifley Place and Deutsche Bank, 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



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- 4I Martin Place looking east
- 5I Chifley Square
- 6I Richard Johnson Square

INTRODUCTION

1.5 Heritage management context

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			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



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

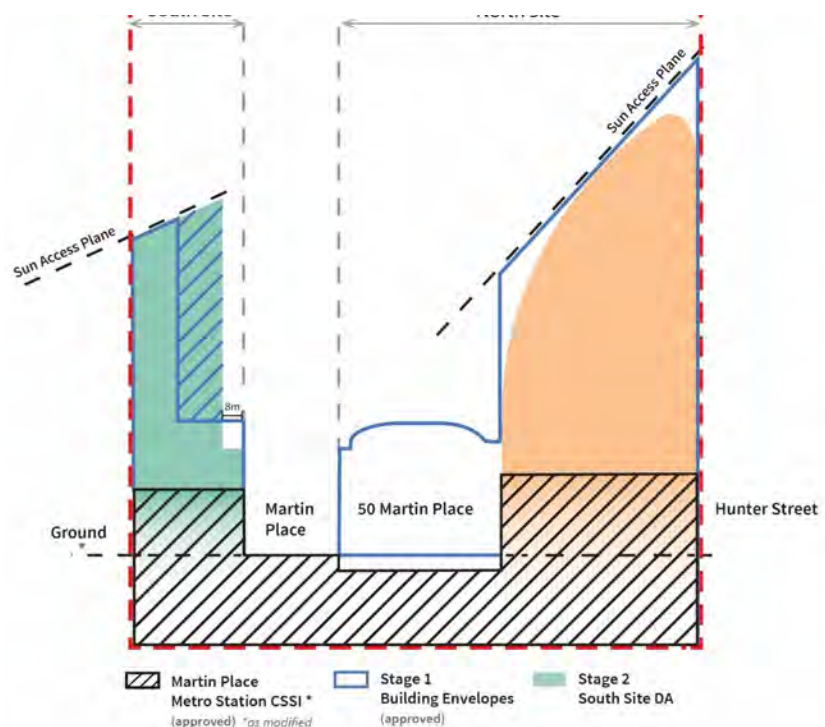
INTRODUCTION

1.6 Planning Approvals Strategy

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

Submitted separately to this SSD DA are detailed proposals for the South Site (Stage 2 South Site DA) and North Site (Stage 2 North Site DA), which follow the approval of the Concept Proposal for the Precinct under Section 4.22 of the EP&A Act (formerly Section 83B). The Stage 2 detailed DA for the South Tower includes a design which is consistent with the envelope envisaged with this subject Stage 1 Amending DA and where it must only be determined following approval of the subject Stage 1 Amending DA.



81 Relationship of planning applications.
Source: Ethos Urban

INTRODUCTION

1.7 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:

- *a heritage impact statement (HIS) that considers any potential impact(s) of the Amending Concept 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.*
- *identify opportunities for heritage interpretation for the proposal to reflect on the heritage character and significance of the site and surrounding area, including Martin Place.*

INTRODUCTION

1.8 Report structure

This report provides an outline historical overview of the development of the subject and neighbouring heritage items at Section 2. Summary statements of heritage significance for each of these sites are included at Section 3.

Section 4 provides a description of the proposal, comprising the building envelopes for the North and South Sites.

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 conservation management plan policies.

Heritage guidelines to assist in the future detailed design of each of the buildings – including possible connections between the north building and 48-50 Martin Place – are provided at Section 6, to minimise or mitigate potential heritage impacts associated with the 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 Capital
Architects	Grimshaw 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 Envelope Drawings (*JPW Architects*)

Location Plan	MPS_COA_000_XX_DR_A_11101
Low-Rise	MPS_COA_000_XX_DR_A_11102
High-Rise	MPS_COA_000_XX_DR_A_11103
Roof Plan	MPS_COA_000_XX_DR_A_11104
East Elevation	MPS_COA_000_XX_DR_A_11105
West Elevation	MPS_COA_000_XX_DR_A_11106
North Elevation (Martin Place)	MPS_COA_000_XX_DR_A_11107
North Elevation (Hunter Street)	MPS_COA_000_XX_DR_A_11108
South Elevation (South OSD)	MPS_COA_000_XX_DR_A_11109
South Elevation (North OSD)	MPS_COA_000_XX_DR_A_11110
North-South Section A-A	MPS_COA_000_XX_DR_A_11111
East-West Section B-B (South OSD)	MPS_COA_000_XX_DR_A_11112
East-West Section C-C (North OSD)	MPS_COA_000_XX_DR_A_11113

Reports

- Stage 1 Amending SSDA Design Report, Grimshaw, June 2018
- Stage 1 Amending SSDA Shadow Analysis, Grimshaw, June 2018
- Stage 1 Amending SSDA Views & Outlook Assessment, Grimshaw, June 2018

2 HISTORICAL BACKGROUND

The following provides an outline timeline for development across the Precinct and nearby heritage listed items during the twentieth century.

2.1 The North Site

- 1909 The adjoining Blashki Building and Castlereagh House in Hunter Street were completed, transforming this section of the street. Both were designed by prominent firms of architects – Spain & Cosh and H E Ross & Rowe respectively.
- 1940 7 Elizabeth Street, designed by Emil Sodersten, was completed. It contained 54 apartments plus a restaurant in the basement.
- 1961 Plans for the new headquarters of P&O at 55 Hunter Street were lodged with City of Sydney for approval.
- 1964 The completed P&O Building was officially opened by Prime Minister Sir Robert Menzies in January. The building was designed by architects Fowell Mansfield & Maclurcan.
- 1966 9-19 Elizabeth Street, designed by Alexander Kann Finch & Associates, was completed. The Australia Taxation Office occupied space from 1967 and links formed to the neighbouring 48 Martin Place.
- 1970 A building application for development at 5 Elizabeth Street, extending to 6 Castlereagh Street, was lodged with the City Council by architects Alexander Kann Finch & Partners.
- 1976 8-12 Castlereagh Street was completed. The building was designed by architects Fombertaux Rice Hanly.

HISTORICAL BACKGROUND



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1. Castlereagh House
2. Intercolonial House, 1913
3. Mendes Chambers, c1915,
4. Castlereagh Chambers, 1909
5. Builder's Exchanges, 1907/1925
6. 58-50 Martin Place, 1928

- 9I The Blashki Building c1959.
Source: SLNSW d7_07616.
- 10I Castlereagh House c1959.
Source: SLNSW d7_07617.
- 11I 7 Elizabeth Street shortly after completion
c1940.
Source: *Building*, April 1940
- 12I 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
- 13I Development along Castlereagh Street
between Hunter Street and Martin Place,
c1959.
Source: SLNSW d7_0617

HISTORICAL BACKGROUND

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

- 1920 Acquisition of properties between Castlereagh and Elizabeth Streets 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



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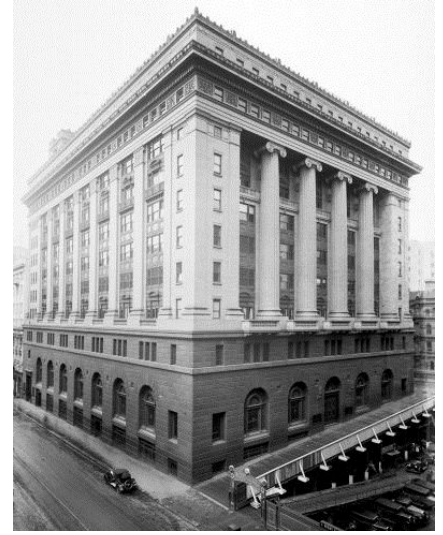
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14| Buildings on Elizabeth Street demolished to make way for 50 Martin Place.
Source: City of Sydney Archives NSCA CRS 51/1083

15| Buildings on Castlereagh Street demolished to make way for 50 Martin Place.
Source: City of Sydney Archives NSCA CRS 51/1085

16| Buildings demolished for the construction of 50 Martin Place, some of which occupied land resumed for the Martin Place extension.
Source: SLNSW hall_35070

17| 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

18| 50 Martin Place under construction.
Source: National Library of Australia nla.obj-142760970-1

19| 50 Martin Place shortly after completion.
Source: National Library of Australia nla.pic-vn3084842-v

HISTORICAL BACKGROUND

2.3 Martin Place

The following provides a chronology of the development of Martin Place from the inter-war period to the present. A thematic history is provided at Appendix A.

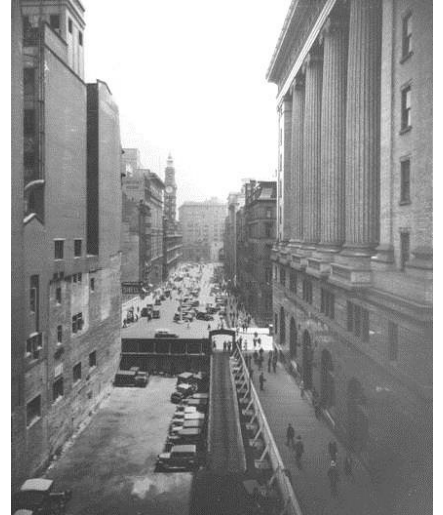
- 1926 The lands designated for the extension of Martin Place from Castlereagh Street to Macquarie Street were formally resumed by a notice in the Government Gazette, 1 January 1926.
- 1933 Demolition of the block between Elizabeth and Phillip Street commenced during April.
- 1934 Council resolved to demolish buildings between Phillip and Macquarie Streets on 20 February. The roadway between Elizabeth and Phillip Streets 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 and Elizabeth Streets (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 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 and Pitt Streets, 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 and Pitt Streets commenced on 1 September. The closure was declared permanent on 9 December.

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

HISTORICAL BACKGROUND



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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 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 scheme to 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.

26I Sketch describing the proposed Martin Place Station, 1950

Source: *The Sun*, 27 July 1950

27I Aerial photograph looking west along Martin Place, December 1963

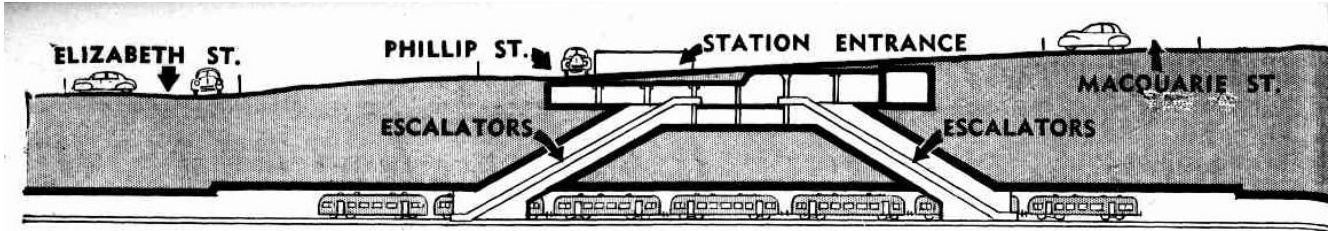
Source: City of Sydney Archives SRC1863

28I Reserve Bank shortly after completion in 1964
Source: National Archives of Australia A1200, L50038

29I Martin Place Station, 1979
Source: SLNSW d4_02947

30I Eastern end of Martin Place, c1985
Source: City of Sydney Archives SRC1286

HISTORICAL BACKGROUND



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HISTORICAL BACKGROUND

2.4 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 about a year later.
 - 1913 The whole 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 epic "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 Newspapers' 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 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.



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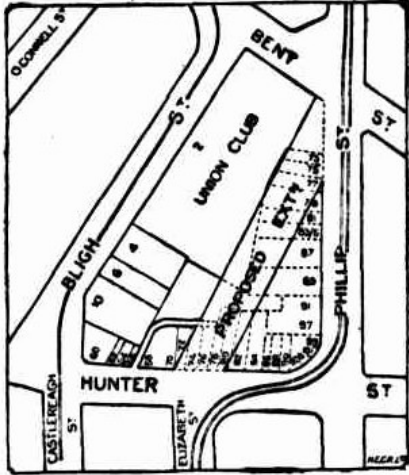
- 311 St Joseph's Building and Investment Society, c1930. Prince Edward Theatre is to the left and Sun Newspaper to the right. 48 Martin Place at far right.
Source: City of Sydney Archives NSCA CRS 66/1/9
- 321 Sun Newspaper Limited's building c1913
Source: National Library of Australia nla.obj-162897500-1

- 331 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
- 341 The Prince Edward Theatre
Source: SLNSW a6942005

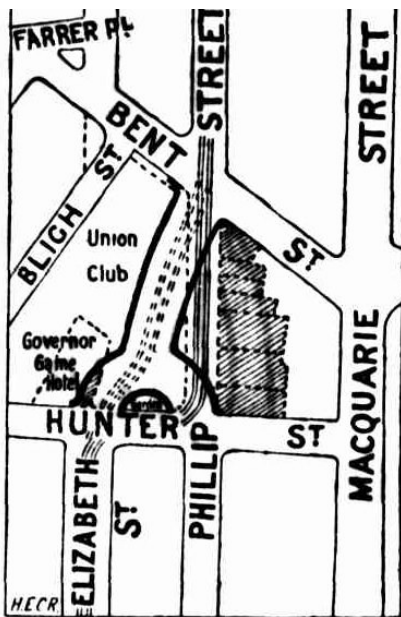
- 351 Prudential Assurance's office building at 37-51 Martin Place
Source: *Construction*, 17 November 1937
- 361 Prudential Building and Prince Edward Theatre photographed on 24 January 1966
Source: City of Sydney Archives NSCA CRS 48/5202

HISTORICAL BACKGROUND

2.5 Chifley Square



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- 1916 A proposal to extend Elizabeth Street from Hunter Street to the intersection of Phillip and Bent Streets 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 and Elizabeth Streets. 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 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.



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

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

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

HISTORICAL BACKGROUND

2.6 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 and Hunter Streets 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 Sydney City Council's Strategic Plan for reshaping Sydney. The project was designed in the architectural office of Clarke Gazzard Pty Ltd.



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45| 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

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

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

48| 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

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

3 HERITAGE SIGNIFICANCE

3.1 Introduction

Located in the vicinity of the North and South sites 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 Chifley Square and 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 the Chifley Square and 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 and 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 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 latest 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 Stage 1 Amending DA seeks approval for an amended Concept Proposal for the Martin Place Metro Station Precinct, specifically a larger building envelope for the South Site compared to the building envelope approved by the Minister through SSD 17_8351. The amended South Tower envelope will reflect a building envelope that aligns with the new controls applying to the precinct under Sydney LEP 2012, including increased height and FSR limits. It is proposed to amend the South Tower building envelope, through:

- a tower setback to Martin Place of 8 metres above the 55m podium height (reduced from 25 metres as approved within the Concept Proposal);
- a tower height that is consistent with the Hyde Park North Sun Access Plane beyond the 8m setback to Martin Place (constituting a generally taller tower than approved within Concept Proposal); and
- an increase in GFA/FSR for the South Site from approximately 23,700m² (12.5:1) up to approximately 41,700m² (22:1) - inclusive of all CSSI Station components.

It is proposed that a condition be imposed on the Stage 1 Amending DA development consent pursuant to Section 4.17(1)(b) of the EP&A Act, requiring the modification of the original consent (SSD 17_8351) upon the commencement of the Stage 1 Amending DA Consent, in accordance with the procedures under Clause 97 of the Environment Planning and Assessment Regulation 2000 (EP&A Regulation). This condition would address any inconsistency between the approved Concept Proposal and the Stage 1 Amending DA (and any subsequent detailed consents, i.e. the Stage 2 South Site DA).

No works are proposed for Martin Place Railway Station.

DESCRIPTION OF THE PROPOSAL

The North Site

The proposal for the North Site is for a new 40+ storey, predominately commercial office building. The proposal seeks to integrate with the existing 50 Martin Place building, supporting large commercial floor plates. No connections to 50 Martin Place are proposed for the basement levels of that building, containing the significant heritage Safe Deposit Vault.

No changes from the approved Stage 1 Concept DA for the proposed envelope at the North Site.

The South Site

The proposal for the South Site is for a new 28+ storey predominately commercial office building.

The detailed design of the OSD requires an integrated design approach to be adopted between the commercial OSD components classified as SSD, and the Station components, which are classified as CSSI and have already been approved. This is to ensure:

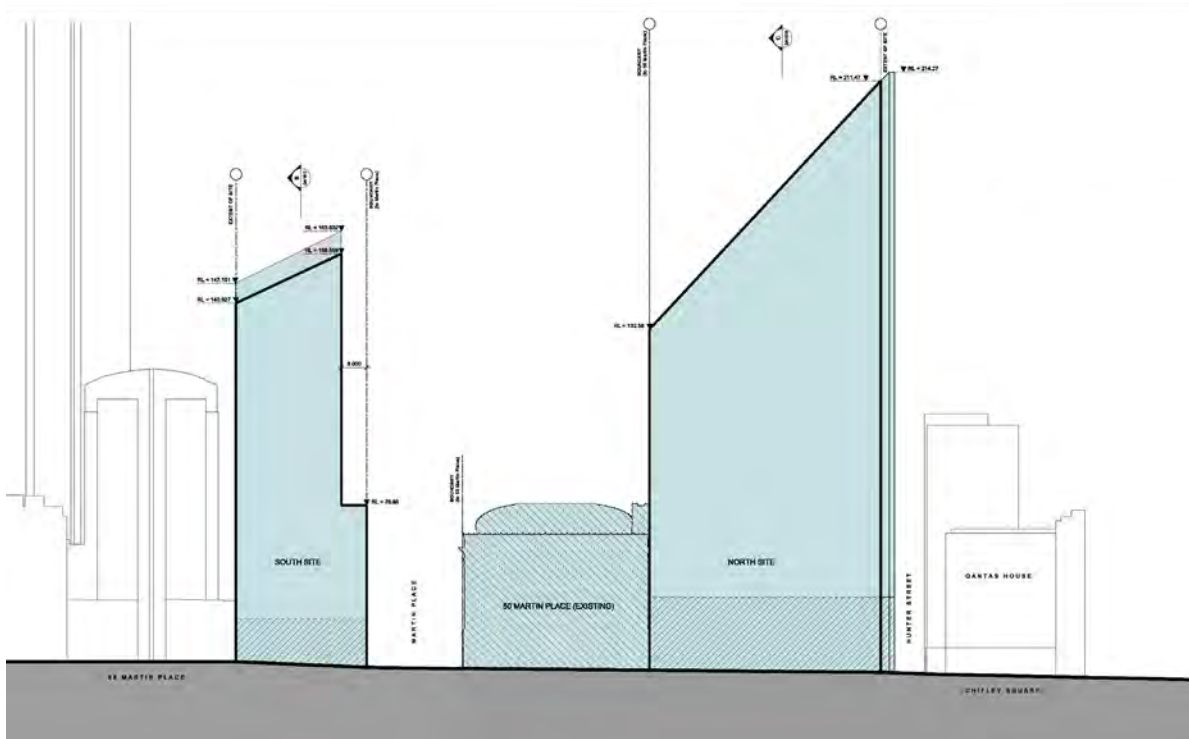
- all the operational needs of the Metro Station are accommodated in accordance with TfNSW requirements and the structural and other requirements of the OSD are accommodated within the Station building beneath, in what is essentially one building; and
- a cohesive public domain and built form outcome is achieved for Sydney.
- In this regard, OSD uses and structural elements are located within the below ground and lower podium levels, as conceptually approved under the CSSI consent for the Martin Place Station.

The Staged DA will seek consent for, amongst other things, land uses, gross floor area, building envelopes, and vehicle access arrangements.

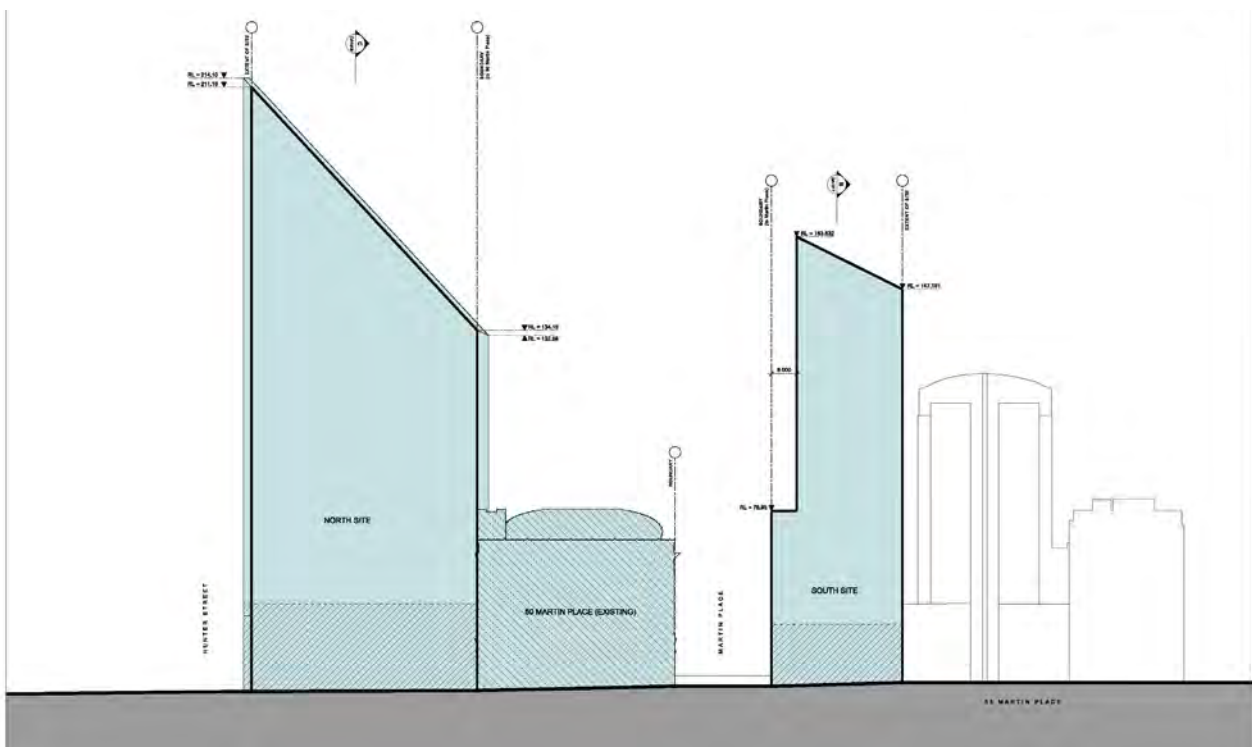
A more detailed and comprehensive description of the proposal is contained in the Environmental Impact Statement (EIS) prepared by Ethos Urban.

This application seeks to align the approved South Site building envelope with the new planning controls established for the precinct as a result of a site specific amendment to the Sydney LEP 2012. The new controls permit greater building height (over a portion of the South Site only).

DESCRIPTION OF THE PROPOSAL



501 Proposed north and south tower envelope drawing, not to scale
Source: Grimshaw Architects, 2018



511 Proposed north and south tower envelope drawing, not to scale
Source: Grimshaw Architects, 2018

5 ASSESSMENT OF HERITAGE IMPACT

5.1 Introduction

This section of the report identifies and assesses potential heritage impacts associated with the building envelopes proposed for the North and South Sites, 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.

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

Heritage Development Guidelines at section 6 provides objectives and principles to assist in minimising or mitigating the potential heritage impacts identified below.

ASSESSMENT OF HERITAGE IMPACT

5.2 Environmental Protection and Biodiversity Conservation Act 1999

The Reserve Bank Building is identified as a National Heritage Place.

The Commonwealth publication *Actions on, or Impacting Upon, Commonwealth Land and Actions by Commonwealth Agencies Significant Impact Guidelines 1.2*, Environmental Protection and Biodiversity Conservation Act (2013) has guidelines for any person who proposes to take an action that is either situated on Commonwealth land or which may impact on Commonwealth land. Guidelines for impacts on heritage are included in the document.

Permanently remove, destroy, damage or substantially alter the fabric of a heritage place

Not applicable to this proposal.

Involve extension, renovation, or substantial alteration of a heritage place in a manner which is inconsistent with the heritage values of the place

Not applicable to this proposal.

Involve the erection of buildings or other structures adjacent to, or within important sightlines of, a heritage place which are inconsistent with the heritage values of the place.

Not applicable to this proposal.

Substantially diminish the heritage value of a heritage place for a community group for which it is significant.

Not applicable to this proposal.

Substantially alter the setting of a heritage place in a manner which is inconsistent with the heritage values of the place.

39 Martin Place and the Reserve Bank Building share a visual association when viewed from vantage points around Martin Place, especially from Macquarie Street.

Although taller than the Reserve Bank, the tower component is sited at a distance sufficient to ensure it is not visually dominating.

Substantially restrict or inhibit the existing use of a heritage place as a cultural or ceremonial site.

Not applicable to this proposal.

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 envelope for the South Site is purposefully designed to the predominant street wall height of buildings in its vicinity, in order to reinforce the existing significant urban form of the eastern end of Martin Place. Heritage Development Guidelines at section 6 are provided to ensure the design of a future building on the South Site relates in its scale and architectural expression to the historic former Government Savings Bank of NSW Building at 48-50 Martin Place, the APA Building at 53-64 Martin Place and the GIO Building at 60-70 Elizabeth Street.

A future building on the North Site has the potential to form a street frontage along the Hunter and Elizabeth Street boundaries which reinforces a sense of spatial enclosure to Chifley Square. Heritage guidelines at section 6 are provided to ensure the design a future building on the North Site relates in its scale to the former Qantas House and the former Government Savings Bank of NSW building. Guidelines are also provided to ensure that any physical connections between a new building and the Government Savings Bank building are designed to minimise impact on historic spaces and fabric, and that the independent identity and functioning of the historic building are maintained.

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

The North and South Sites are situated in close proximity to several heritage items.

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

The GPO clocktower is identified as an important landmark visible from various vantage points within Martin Place. The proposed envelope for the South Site will not result in the obstruction of views to the clock tower.

Heritage items in the vicinity of the North Site - No additional heritage impacts on the setting of heritage items in the vicinity will arise from a

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

The site of the building at 7 Elizabeth Street is the only site associated with the North and South building sites identified in the Central Sydney Archaeological Zoning Plan. It is identified as an Area of Archaeological Potential – Deep Sub-surface Features. Demolition of 7 Elizabeth and bulk excavation of its site was been approved in the Stage 2 Metro application lodged by Transport for NSW.

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

The proposed envelope for the South Site has the potential to reinstate a street massing that is comparable to that of the 1939 Prudential Building, which was lost after the demolition of the building in the second half of the 1960s. This would enhance the character and urban form of Martin Place and complement the significant buildings at 48-50 Martin Place, 42-46 Martin Place, 53-63 Martin Place and 60-70 Elizabeth Street. The heritage development guidelines at section 6 are provided to ensure the design of a future building relates in its scale and architectural expression to these neighbouring heritage items.

The heritage guidelines for a future building on the North Site aim to maintain the significant streetscape presence of the former Government Savings Bank of NSW Building in the Elizabeth and Castlereagh Street streetscapes, and to reinforce the enclosed spatial quality of Chifley Square.

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

The proposed envelope for the South Site is designed to allow for a future building which relates purposefully to heritage items in the vicinity. This includes the setback of the tower component, and the height of the podium – which together will reinforce the historic ‘street wall’ of Martin Place. Although taller than the Reserve Bank, the tower component is sited at a sufficient distance that it will not be visually dominating. Views of the GPO clocktower from street level vantage points will not be obstructed by the tower.

Guidelines provided for the North Site aim to ensure that a future building relates in its scale to the neighbouring Government Savings Bank of NSW building and the nearby Qantas House at Chifley Square.

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

Future development within the proposed envelopes 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 2005

The subject 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 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>	<p>The proposed envelope for the South Site will accommodate a future building which enhances and reinforces the historic urban form of Martin Place and which relates purposefully in its scale to neighbouring heritage items at 38-46 Martin Place, 48-50 Martin Place, 53-63 Martin Place and 50-60 Elizabeth Street.</p> <p>Guidelines provided at section 6 for the North Site aim to ensure that a future building relates in its scale to the former Government Savings Bank of NSW and Qantas House.</p>
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>The South Site at 39 Martin Place is not identified as a heritage item, however the property is located within the Martin Place Special Character area in the 2012 Sydney Local Environmental Plan and is located within the vicinity of a number of local and state significant heritage buildings.</p> <p>The proposed building envelope for the South Site achieves the objectives of this clause through the:</p> <ul style="list-style-type: none"> – retention of the fabric and setting of Martin Place; – retention of views within Martin Place, and specifically the retention of unobstructed views to the GPO; – establishment of a building envelope which reinforces the existing urban character of Martin Place; – establishment of a building envelope which reinstates the street frontage along Martin Place, reinforcing its significant 'street wall'. <p>Guidelines at section 6 are provided to ensure the design of a future building relates in its scale and architectural expression to the heritage items in the vicinity.</p> <p>The guidelines provided for a future building on the North Site aim to achieve the objectives of this clause by:</p> <ul style="list-style-type: none"> – ensuring the architectural form and expression of the building relates and responds to heritage items in its vicinity, including 48-50 Martin Place, Chifley Square and former Qantas House; – the careful design of connections to 48-50 Martin Place, to minimise adverse impacts on fabric and spaces of exceptional heritage significance.
(c) to conserve archaeological sites,	The site of the building at 7 Elizabeth Street is the only site associated with the proposal identified in the Central Sydney Archaeological Zoning Plan. It is identified as an Area of Archaeological Potential – Deep Sub-surface Features. Demolition of 7 Elizabeth and bulk excavation of its site was approved in the Stage 2 Metro application lodged by Transport for NSW.
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	Neither the North or South Sites are identified as places of Aboriginal heritage significance.

ASSESSMENT OF HERITAGE IMPACT

5.6 Sydney Development Control Plan 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 envelope for the South Site reinstates the street alignment and provides the potential to contribute to the significant character of the street through the massing, detailed design and materials of future development on the site.
<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 proposed envelope for the South Site provides the potential for future development to comply with this provision. Any future development within the envelope of the South Site will have no impact on Martin Place as a civic and ceremonial place.
<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 proposed envelope will permit the construction of a building that complies with these provisions by: i. locating the podium on the street alignment; ii. having a podium height that is related to the height of 48-50 Martin Place, which is consistent with the historic building height in this section of Martin Place; iii. setting the tower above the podium back from the street alignment
<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>	South Site: The impacts of reflected light from future development on the South Site will be addressed in a separate application. North Site: The proposed envelope complies with the Martin Place solar access plane.
<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: 39 Martin Place is located on the southern side of the street, and there are no significant sandstone buildings in Martin Place that will be potentially affected by a building on the North Site.
<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 east and west protected by the establishment of a podium for the South building and the setback of the tower above the podium.
<i>(g) Retain human scale at street level, while respecting and positively responding to the monumental nature of the place.</i>	The proposed envelopes provide the opportunity to fulfil this provision. Detailed building design will be the subject of a future development application.
<i>(h) Conserve and enhance the heritage significance of the nineteenth and twentieth century institutional and commercial buildings and their settings.</i>	The proposed envelopes of the North and South Sites will have no impacts on the heritage significance of heritage items in their vicinity but have the potential to impact on their settings and views to the items. Refer to Section 5.7.

ASSESSMENT OF HERITAGE IMPACT

DCP Provision	Response
Clause 2.1.12 Chifley Square Special Character Area	
Principles	
<i>(a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.</i>	The proposed envelope for the North Site is consistent with present built form of Chifley Square, which is characterised by tall buildings. The proposed predominantly commercial use of the site is also consistent.
<i>(b) Recognise and enhance Chifley Square as one of the important public open spaces in the heart of the financial centre of the city,</i>	The North Site envelope provides future development with the potential to fulfil this provision.
<i>(c) Promote and encourage the use of the space as a destination and meeting place for people.</i>	The North Site envelope provides future development with the potential to fulfil this provision.
<i>(d) Interpret the history of the place and its evolution in the design of both public and private domain and create a distinct sense of place inherent in the character of Chifley Square.</i>	Interpretation would form part of future development on the site. The incorporation of artworks by Tom Bass and Douglas Annand salvaged from demolition into interpretation associated with the future development should be encouraged.
<i>(e) Reinforce the urban character and distinct sense of enclosure of Chifley Square by:</i> <i>i. emphasising and reinforcing the semi-circular geometry of the space;</i> <i>ii. requiring new buildings to be integrated with the form of existing buildings; and</i> <i>iii. limiting the height of new buildings.</i>	The proposed North Site envelope provides the opportunity for future development to form part of a strong defining southern edge to Chifley Square, thus reinforcing the spatial geometry of the urban space.
<i>(f) Protect and extend sun access to Chifley Square during lunchtime hours from mid-April to the end of August.</i>	The North Site, because of its location on the southern side of Hunter Street, will have no impact on sun access to Chifley Square.
Clause 3.2 Defining the Public Domain	
3.2.1.2 Public views	
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.	Views to the east and west within Martin Place are protected by the establishment of a podium at the South Site and the setback of the tower above the podium. Views to the GPO clocktower will not be obstructed by the proposed building. Refer to Section 5.7 below for a discussion on the potential impact on the settings and views of neighbouring heritage items.

ASSESSMENT OF HERITAGE IMPACT

DCP Provision	Response
3.2.1.2(2) <i>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>	<p>The proposed South Site envelope has the potential to enhance east and west views through the reinstatement of built form at the street frontage, enhancing the historic 'street wall' character of Martin Place.</p> <p>The proposed North Site envelope has the potential to enhance the spatial quality of Chifley Square by forming a strong defining southern edge.</p>
Clause 3.9 Heritage Provisions	
3.9.5(3) <i>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>	
(a) <i>building envelope;</i> (b) <i>proportions;</i> (c) <i>materials, colours and finishes; and</i> (d) <i>building and street alignment.</i>	<p>The proposed South Site envelope allows for the reinstatement of built form on the street boundaries to Castlereagh Street, Elizabeth Street and Martin Place, which will enhance and reinforce the historic urban form of Martin Place and which relates purposefully in its scale to neighbouring heritage items.</p> <p>The proposed North Site envelope allows for the development of built form on the street boundary at Hunter Street of a scale which will enhance the spatial quality of Chifley Square.</p> <p>Detailed building designs - including materials, colours and proportions - will be the subject of future development applications.</p>
3.9.5(4) <i>Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</i>	
(a) <i>providing an adequate area around the building to allow interpretation of the heritage item;</i>	The extent of development defined by the North Site and South Site envelopes will continue to allow interpretation of heritage items in their vicinity.
(b) <i>retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</i>	This provision is not applicable to either site. There are no significant landscape elements associated with the sites.
(c) <i>protecting, where possible and allowing the interpretation of archaeological features; and</i>	This provision is not applicable to the proposal.
(d) <i>retaining and respecting significant views to and from the heritage item.</i>	<p>Although taller than the Reserve Bank and 48-50 Martin Place, the tower component of the South Site is sited at a sufficient distance that it will not be visually dominating.</p> <p>Views of the GPO clocktower from street level vantage points will not be obstructed by the building.</p> <p>Refer to Section 5.7 below for a discussion on the potential impact on views and settings of heritage items in the vicinity.</p>

DCP Provision	Response
Clause 5.1 Central Sydney	
<i>5.1.3 Street frontage heights and setbacks for Special Character Areas</i>	
<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 proposed envelope for the South Site conforms to the street frontage height as defined in Figure 5.16 of the Martin Place Special Character Area. The front setback does not comply with the setback stipulated in the DCP, but is compliant with the site specific amendment for the precinct in the Sydney LEP 2012.</p> <p>There are no defining setback provisions relating specifically to the Chifley Square Special Character Area.</p>
<i>5.1.6 Building Exteriors</i>	
<i>5.1.6(1) Adjoining buildings, particularly heritage buildings must be considered in the design of new buildings in terms of:</i> <i>(a) street alignment;</i> <i>(b) street frontage heights;</i> <i>(c) setbacks above street frontage heights; and</i> <i>(d) facade proportions including horizontal or vertical emphasis and enclosed corners at street intersections.</i>	<p>The proposed envelopes for the North and South buildings define only the extent of future development on both sites.</p> <p>Guidelines at section 6 are provided for the future detailed design of the buildings to ensure they relate in scale, street alignment and street frontage heights to neighbouring heritage items.</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.

Heritage Development Guidelines provided at Section 6 aim to ensure that the significant architectural presence of the Former Government Savings Bank of NSW on Martin Place, Castlereagh Street and Elizabeth Street is respected, retained and enhanced through the responsive design of a future building on the North Site. The guidelines relate to scale, architectural expression and materiality, and encourage a design which purposefully relates to the historic building while allowing it to maintain an independent identity. Visibility of the original lift overrun towers from street level vantage points is to be maintained.

The proposed envelope for the South Site allows for a future building which relates positively in its siting and scale to the former Bank. Guidelines are provided to encourage a design which relates positively to the historic building and to Martin Place generally in its architectural expression, form and materiality, and to enhance and reinforce the Martin Place 'street wall'.

7.4.3 Exterior Elements and Fabric – General

Policy 23 The external form and architectural detailing of the primary envelope of 48 Martin Place should be conserved.

The external form and architectural detailing of the Former Government Savings Bank of NSW will be conserved. Linkages proposed to the north of the building will not impact on its primary facades or streetscape presentation.

7.4.4 Roof

Policy 28 Retain and conserve the two 1928 service towers at the northern end of the roof

Objectives and principles are provided at Section 6 to protect visibility of the north-east and north-west lift overrun towers from street level vantage points.

ASSESSMENT OF HERITAGE IMPACT

Policy 29 Retain and conserve the 1928 colonnades and vaulted roofs.

The original rooftop colonnades are proposed to be retained. Heritage guidelines are provided to minimise physical and visual impacts of proposed linkages to a future building on the North Site.

7.4.5 Interior Elements and Spaces – General

Policy 31 Retain, conserve and enhance the significant interior spaces, fabric and elements of 48 Martin Place, including:

- *Basement Safe Deposit Vault and associated public spaces including the Safe Deposit Vault Lobby, Safe Deposit Counter, Safe Custody Department counter and Safe Deposit Vestibule...*
- *All spaces and original fabric associated with the Grand Hall, including the vestibule and lift lobby at Castlereagh Street entrance;*
- *The north western lift lobbies and the original sections of the north eastern lift lobbies on all upper levels;*
- *The northern stairs on both sides of the building;*
- *Spaces in the northern service towers and the colonnades on the roof.*

Many of the interiors on the north side of the building are assessed as having exceptional heritage significance. The guidelines at section 6 are provided to minimise or mitigate adverse impacts arising from potential connections to a future building on the North Site.

5.8 Other Conservation Management Plans

Although there are Conservation Management Plans and other heritage management documents for a number of the listed heritage items in the vicinity of the project site, only two have been endorsed:

- Qantas House, No. 1 Chifley Square Conservation Management Plan (Godden Mackay Logan, amended July 2004). It was endorsed in July 2004. The endorsement expired in July 2007.
- City Mutual Building, 60-66 Hunter Street, Sydney Conservation Management Plan (Tanner Architects, March 2005). It was endorsed in April 2005. The endorsement expired in April 2009.

5.8.1 Qantas House Conservation Management Plan

The Qantas House Conservation Management Plan includes a policy and implementation guidelines for the building as follows:

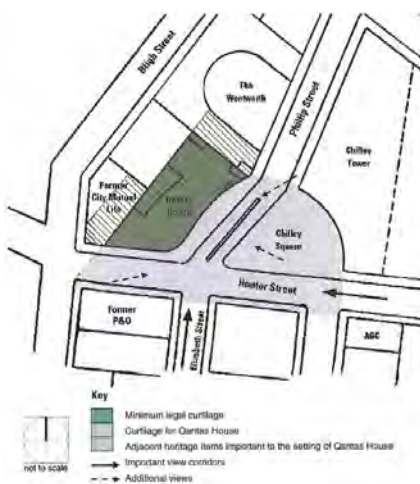
Policy 8.3.8 Setting and Curtilage

An appropriate physical and visual setting should be maintained for Qantas House.

- *A minimum curtilage for Qantas House is the parcel of land upon which it stands, being Lot 101 DP 706740.*
- *A broader expanded curtilage should be adopted to protect from inappropriate adjacent development. This would include the Qantas House site, Chifley Square, the sections of Hunter and Phillips Streets adjacent to the building and Chifley Square and the sections of the significant Wentworth Hotel and former CML building that adjoin Qantas House.*
- *The owner should notify the consent authorities (particularly the City of Sydney) of the need to extend the curtilage boundary to protect the visual and historic relationships between Qantas House and its surrounds as shown on Figure 6.1 in this report.*
- *Evidence of the planned link to the Wentworth Hotel is of considerable significance and should be retained and interpreted where possible.*
- *No new structures or landscape elements should be erected in the vicinity of Qantas House which would impact on the setting of Qantas House and views to and from Qantas House.*
- *No new structures and landscape elements should be placed between Qantas House and Phillip Street.*

The proposed envelope on the north site fulfills the requirements of this policy in the following ways:

- There will be no change to the minimum curtilage for Qantas House defined by the parcel of land on which it stands;
- The proposed envelope would be included in the expanded curtilage for Qantas House recommended by this policy;
- The northern edge of the subject site is adjacent to part of the southern boundary of the recommended curtilage for Qantas House described on Figure 6.1 of the CMP. The site is not identified as being significant to the setting of Qantas House.
- The proposed envelope will have no impact on the planned link between Qantas House and Wentworth Hotel.
- The proposed envelope will have little appreciable impact on the setting of Qantas House. Sites on the southern side of Hunter Street in the vicinity of the Qantas House site have been occupied by buildings that are taller than the building since the first half of the 1960s. For this reason there will be little appreciable impact on the views to and from Qantas House from the public realm.
- The north site is located at some distance from Phillip Street, so that the recommendation that new structures and landscape elements should be placed between Qantas House and Phillip Street is not applicable to this application.



521 Curtilage Assessment for Qantas House
Source: Figure 6.1 of the Qantas House
Conservation Management Plan

5.8.2 City Mutual Building Conservation Management Plan

The City Mutual Building Conservation Management Plan includes a policy section on setting, which outlines its importance and provides a management policy, as follows.

Setting: The setting of the City Mutual Building is significant within the overall streetscape of Bligh and Hunter Streets and the setting of Richard Johnson Square. Despite the close proximity of other surrounding buildings, the exceptional detailing and siting at the corner of a prominent city block gives the building a special prominence within its context. The building has always been eminent within the streetscape, and this has been recently enhanced by extensive conservation work.

Policy 3.1 The traditional setting of the City Mutual Building should be preserved by allowing the building to remain prominent when viewed from the south and west, and retaining visual links to other nearby significant buildings and spaces.

The proposed envelope on the north site fulfils the requirements of this policy in the following ways:

- The proposed envelope on the north site will have no impacts on views to the City Mutual Building from the south and west - the subject site is located to its south east. Visual links to nearby significant buildings and spaces are not affected by the envelope. Impacts of future development on the site will be the subject of a separate application.

ASSESSMENT OF HERITAGE IMPACT

5.9 Potential impacts on neighbouring heritage items: settings and views

Future buildings on the North and South Sites have the potential to impact on the curtilages of neighbouring heritage items. Heritage curtilage is defined in the publication *Heritage Curtilages*, prepared by the Heritage Branch, NSW Department of Planning (now Office of Environment and Heritage) as:

The area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

It can apply to either:

- *land which is integral to the heritage significance of items of the built heritage; or*
- *a precinct which includes buildings, works, relics, trees or places and their setting.*

The concept of heritage curtilage recognises that the heritage significance of a place can be adversely affected even if no significant fabric is altered within the place.

For many of the heritage items within the vicinity of the site, a heritage curtilage has not been formally established or identified other than their Lot boundary or, in the case of Martin Place and Chifley Square, their boundaries as defined in the City of Sydney's LEP. The 2012 Heritage Management Plan for the Reserve Bank prepared by NBRS provides conservation policies for the protection of significant views and vistas, noting that the building is an important gateway feature at the head of Martin Place. Similarly, the 2012 Conservation Management Plan for the former Government Savings Bank building at 48-50 Martin Place prepared by Tanner Architects provides a policy for the retention and enhancement of the significant streetscape contribution made by the building, and identifies significant views in a visual analysis. As previously noted, the 2004 CMP for Qantas House provides a curtilage for the building which extends to the whole of Chifley Square and part of Hunter Street (refer section 5.8.1). The 2005 CMP for the City Mutual Building provides policies for retention of the streetscape presence and prominence of the building within the Hunter Street and Bligh Street streetscape (refer section 5.8.2).

For the other neighbouring heritage buildings, it is generally understood that they derive considerable aesthetic significance from the visual contribution they make to the streetscape.

This section provides an assessment of potential impacts of the proposal on the setting and significant views of neighbouring heritage items through an analysis of photomontage images at street-level vantage points. The photomontages have been prepared by Arterra and depict the proposed building envelopes for the North and South Sites in a translucent blue shading. The additional height proposed for the South Site building envelope is depicted in a blue shading.

A summary of potential heritage impacts on neighbouring heritage items is provided on page 52.

ASSESSMENT OF HERITAGE IMPACT

South Site: Martin Place looking east



The western end of Martin Place is enclosed by the sandstone facades of the GPO, Challis House, the former Colonial Mutual Life Building and the former Head Office of the Commonwealth Bank. From this western vantage point looking east, these buildings will largely occupy the foreground. In the mid-distance, a tower on the site at 39 Martin Place will rise beyond the Commonwealth Bank building.

From within the block between Pitt and Castlereagh Streets, the podium of a future building on the South Site will come into view, reinforcing the 'street wall' of Martin Place and enhancing the perspective looking east.

The podium will largely occupy the foreground of street level views from within the block between Castlereagh and Elizabeth Streets, and at close range. Subject to detailed design, a future building on the site has the potential to enhance and reinforce the significant spatial qualities of the street and relate purposefully to the former Government Savings Bank building at 48-50 Martin Place and the former APA Building at 53-64 Martin Place, and ensure that the tower component merges visually with the skyline of existing office towers beyond.



Photomontages: Arterra.
Proposed building envelopes for the North and South Sites are depicted in a translucent blue shading.

ASSESSMENT OF HERITAGE IMPACT



South Site: Martin Place looking west

The Reserve Bank and the building at 60 Martin Place (presently under construction) frame westerly views down Martin Place. Seen from within the eastern-most block of Martin Place, the podium of a future building at 39 Martin Place will relate visually to the inter-war era buildings in its scale and setback, and reinforce the ‘street wall’ and the perspective looking west. The tower will be prominent from this vantage point.

From within the block between Phillip and Elizabeth Streets and at close range, the podium will largely occupy the foreground of street level views, and the tower will recede visually to the background.

Subject to detailed design, a future building on the South Site has the potential to enhance and reinforce the significant spatial qualities of the street and relate purposefully to the former Government Savings Bank building at 48-50 Martin Place, the former APA Building at 53-64 Martin Place and the former MLC Building at 38-46 Martin Place.



Photomontages: Arterra.
Proposed building envelopes for the North and South Sites are depicted in a translucent blue shading.



North Site: Chifley Square

A future building on the North Site will be a prominent in views from Phillip Street to the immediate north of Chifley Square, extending the full length of the Elizabeth Street up to 48-50 Martin Place.

Subject to its detailed design, a future building has the potential to positively reinforce the southern edge of Chifley Square, reinforcing its sense of spatial enclosure.



Photomontages: Arterra.
Proposed building envelopes for the North and South Sites are depicted in a translucent blue shading.

ASSESSMENT OF HERITAGE IMPACT



North and South Sites: Elizabeth Street

Future buildings on both the North and South sites will be visible together in views looking north and south along Elizabeth Street.

Views looking north along Elizabeth Street

From Elizabeth Street, part of the southern facade of the former Government Savings Bank building at 48-50 Martin Place which is presently visible will be obscured by a new building on the South Site. The encroachment into this view, and a comparable view from the south-west on Castlereagh Street, will reinstate the historic streetscape views which existed prior to the demolition of the 1939 Prudential Building.

Subject to detailed design, a future building on the South Site has the potential to enhance and reinforce the significant spatial qualities of Martin Place the street and relate purposefully to 48-50 Martin Place, the former APA Building at 53-64 Martin Place and the former GIO Building at 60-70 Elizabeth Street.

A tower on the North Site will form a strong focal point at the northern end of Elizabeth Street.



Views looking south along Elizabeth Street

Looking south along Elizabeth Street, the a future building on the North Site will abut the northern end of 48-50 Martin Place and rise prominently, forming a focal point at the intersection with Hunter Street. There is the potential that the north-east tower of 48-50 Martin Place, presently visible, will be obscured by a new building.

A future building on the South Site will be prominent in the mid-distance, rising beyond 48-50 Martin Place.



Photomontages: Arterra.
Proposed building envelopes for the North and South Sites are depicted in a translucent blue shading.

ASSESSMENT OF HERITAGE IMPACT

Potential impacts on neighbouring heritage items: summary

The following provides a summary assessment of likely potential heritage impacts on identified heritage items within the immediate vicinity of the proposed Sydney Metro and Martin Place Station Precinct.

Reserve Bank Building | 65 Martin Place (SHR item 105456)

Heritage impacts are neutral. Although taller than the Reserve Bank, the tower component of the South Site is sited at a sufficient distance that it will not be visually dominating. The visual prominence of the Reserve Bank and its landmark qualities will remain.

City Mutual Life Assurance Building | 60-66 Hunter Street (SHR item 00585)

Heritage impact neutral. A new building on the North Site will not materially affect the setting of or views to the City Mutual Life Assurance Building. The present visual prominence of the building in the Hunter Street streetscape will remain.

Former Qantas House | 68-96 Hunter Street (SHR item 01512)

Potential positive heritage impact. A new building on the North Site has the potential to relate positively to Qantas House in its scale and architectural expression, mutually reinforcing the spatial enclosure of Chifley Square.

APA Building | 53-63 Martin Place (SHR item 00682)

Potential positive heritage impact. A new building on the South Site has the potential to relate positively to the neighbouring APA building in its height, scale, materiality and architectural expression, mutually reinforcing the Martin Place 'street wall'.

Former MLC Building | 42-46 Martin Place (SHR item 00597)

Potential positive heritage impact. A new building on the South Site has the potential to relate positively to the former MLC building in its height, scale, materiality and architectural expression, mutually reinforcing the Martin Place 'street wall'.

Martin Place Railway Station | (SHR item 01187)

There are no heritage impacts on Martin Place Railway Station arising from the proposal.

GIO Building | 60-70 Elizabeth Street (SHR item 00683)

Potential positive heritage impact. A new building on the South Site has the potential to relate positively to the GIO building in its height, scale, materiality and architectural expression.

Richard Johnson Square | Corner Hunter and Bligh Streets (LEP item I1673)

Heritage impact neutral. The significance of Richard Johnson Square is derived from its pedestrian use and 1925 memorial, rather than from the surrounding buildings.

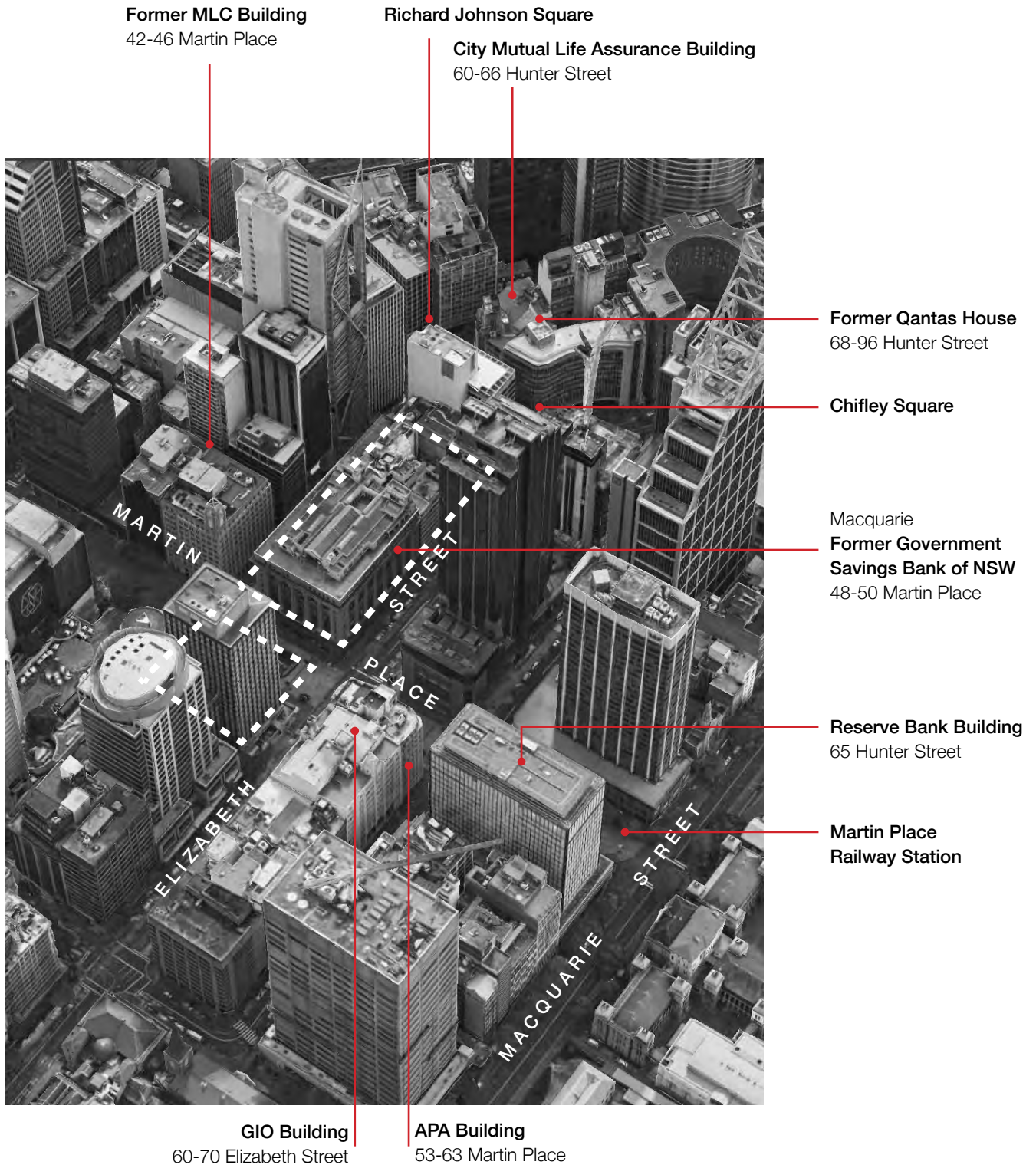
Chifley Square | (LEP item I1708)

Potential positive heritage impact. A new building on the North Site has the potential to reinforce the spatial enclosure of the square by defining its southern edge.

Martin Place | (LEP item I1869)

Potential positive heritage impact. Replacement of the present building on the South Site at 39 Martin Place provides an opportunity for a new building which better reinforces the strong lineal character and spatial enclosure of the street in its height, scale, materiality and architectural expression.

ASSESSMENT OF HERITAGE IMPACT



531 Aerial photograph showing the location of heritage items in the vicinity of the Sydney Metro and Martin Place Station Precinct.
Source: Apple maps with TKD Architects overlay, 2017.

6 HERITAGE DEVELOPMENT GUIDELINES

6.1 Introduction

The Sydney Metro and Martin Place Station Precinct project has the potential to have direct and indirect heritage impacts, both on individual heritage items within the subject sites and on items in the vicinity. Direct impacts include physical changes to significant heritage fabric and spaces. Indirect impacts relate to changes to the environs of the precinct, including streetscape presentation, important views to and from significant items, and the setting of heritage items and areas.

The guidelines provided in this section have been formulated to assist in the future detailed design of the buildings for the North and South sites, in order to maintain the heritage significance of the identified heritage items and, where relevant, to minimise or mitigate potential adverse heritage impacts. Overarching heritage objectives are provided for each heritage item, supported by principles and explanatory text. The principles are provided for guidance and are not intended to be mandatory or prescriptive. Although the proposal is not considered 'infill' development, the principles are consistent with the guidelines of the 2005 'Design in Context' publication by the NSW Heritage Office and Australian Institute of Architects, which aim to ensure that new development responds positively to historic environments.

Heritage objectives and principles are provided for the following:

- neighbouring heritage buildings;
- Former Government Savings Bank of New South Wales, 48-50 Martin Place, located within the North Site;
- Martin Place, and;
- Chifley Square.

Objectives are also provided for heritage interpretation and public art, specifically relating to buildings and artworks proposed to be demolished or removed by Transport for New South Wales as part of the approved Martin Place Metro Station.

HERITAGE DEVELOPMENT GUIDELINES

6.2 Potential impact on neighbouring heritage building: setting and views

6.2.1 Background

As identified in the preceding section, development on the North and South Sites has the potential to impact on the setting and views of heritage items in the vicinity. Heritage buildings in the vicinity are:

- The former **APA Building**, 53-63 Martin Place
- The **Reserve Bank**, 65 Martin Place
- The former **MLC Building**, 38-46 Martin Place
- **GIO Building**, 60-70 Elizabeth Street
- The former **City Mutual Building**, 60-66 Hunter Street
- The former **Qantas House**, 68-96 Hunter Street

As well as being significant buildings in their own right, these buildings make strong aesthetic contributions to their respective streetscapes. The former APA Building, MLC Building and GIO Building help define the historic spatial character of the eastern end of Martin Place and share similarities in architectural expression and materiality. Although not consistent with the historic street character, the Reserve Bank is significant for its landmark qualities in framing a gateway for Martin Place at its eastern end.

The City Mutual Building has landmark qualities owing to its distinctive form and prominent corner siting on Hunter Street. Similar in scale to the City Mutual Building, Qantas House is notable principally for defining the western quadrant of Chifley Square through its curved façade.

6.2.2 Objectives

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

6.2.3 Principles

- A building on the North Site should relate in scale to the former Qantas House and City Mutual Building on Hunter Street.
- 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.

HERITAGE DEVELOPMENT GUIDELINES

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

6.3.1 Background

The former Government Savings Bank of New South Wales is amongst the most aesthetically distinguished commercial buildings to have been erected in Australia during the inter-war period. The facades are meticulously designed and incorporate materials – glazed terracotta, polished granite and bronze – that are rich in colour, while the original roofscape was carefully designed to integrate service elements with the neo-classical design of the remainder of the building. The building's exterior form and presence within the streetscape should be maintained as distinct and unique.

Internally, the spatial expression of public spaces and circulation spaces in combination with the rich and decorative use of numerous different materials is exemplary. Interiors of particular note are the Banking Chamber, Grand Hall, north-east and north-west stair and lift lobbies and the Safe Deposit Vault, variously employing marble and scagliola, ceramic tiles, moulded plaster, bronze, mosaics and lead lighting.

The proposal has the potential to impact on the significance of the building at 48-50 Martin Place arising from changes to its streetscape context and physical connections to the proposed building on the North Site.

6.3.2 Objectives

- 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.
- Retain the substantially intact fabric and spatial qualities of the significant interiors of the building largely unaltered.

HERITAGE DEVELOPMENT GUIDELINES

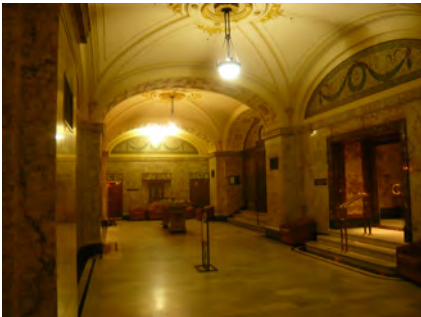
6.3.3 Principles



50 Martin Place - north-east lift overrun tower

Architectural form and expression

- A building on the North Site should relate in scale to the Elizabeth Street and Castlereagh Street elevations of 48-50 Martin Place.
- The architectural form and expression of a building on the North Site should allow 48-50 Martin Place to be understood as a distinct and independent architectural element in the Elizabeth and Castlereagh Street streetscapes. Materials, details and forms which too closely resemble those of the historic building could have the potential of diminishing its unique identity and presence within the streetscape.
- A building on the North Site should retain visibility of the historic north-east and north-west lift overrun towers as detached elements from streetscape vantage points from Elizabeth Street and Castlereagh Street.
- The blank north elevation of 48-50 Martin Place – which is not a facade intended to be appreciated from the public domain – should be concealed by the new development.



Safe Deposit Vault

Basement connections

The Safe Deposit Vault located at lower basement level is assessed as having exceptional heritage significance. Largely intact, it is one of the most architecturally distinctive spaces in the building. Significant alterations to the vault will result in an considerable adverse heritage impacts.

Connections to a future building on the North Site:

- should retain the Safe Deposit Vault unchanged;
- clearly delineate the separation between the historic and proposed buildings.

HERITAGE DEVELOPMENT GUIDELINES



Grand Hall
Image courtesy Peter Bennet

Ground floor connections

The Grand Hall at the north end of 48-50 Martin Place is assessed as having exceptional heritage significance. It is substantially intact in plan form and fabric, comprising a double-height hall with barrel-vaulted stained glass ceiling, marble wall cladding and bronze stair balustrading. Some alterations were undertaken during the 1980s, when levels at the eastern end were modified to accommodate changes to the north-east lift lobby, and two openings were formed in the southern wall through to the Banking Chamber.

A connection through the Grand Hall to a building on the North Site will necessarily involve the removal of original fabric and alteration to its spatial qualities, and should preferably be avoided.

If the functional necessity of a ground floor connection can be demonstrated, an opening within the north wall of the Grand Hall may be achieved provided it:

- avoids alteration of significant original elements including the mosaic and stained glass memorial window, marble and bronze stairs and lift lobbies;
- is modest in scale and extent, in order to retain the predominant east-west axial spatial quality of the space;
- is designed to complement the historic materials and details of the space;
- clearly delineates the separation between the historic and proposed buildings.



Northern lightwell

Upper storey connections

Connections of the office floors of 48-50 Martin Place with those of a proposed building on the North Site should:

- avoid alteration of the significant north-west and north-east lift lobbies (assessed as being of exceptional heritage significance);
- retain the northern light well (assessed as being of high significance); new links through the light well may be possible provided that penetration of natural daylight to the glass vaulted ceiling of the Grand Hall below is maintained;
- clearly delineate the separation between the historic and proposed buildings.

HERITAGE DEVELOPMENT GUIDELINES



Colonnade
Image courtesy Peter Bennet

Rooftop connections (level 10)

A remnant of the original 1928 design, the rooftop colonnade is assessed as having exceptional heritage significance. Connections to a building on the North Site should:

- minimise the loss of heritage fabric in northern enclosing wall of the colonnade;
- relate to the architecture and symmetry of the colonnade;
- clearly delineate the separation between the historic and proposed buildings.



50 Martin Place
Image courtesy Peter Bennet

Identity and function

48-50 Martin Place derives significance as a purpose-designed building for a prestigious financial institution from the inter-war period, located at a prominent city address. The building's planning and internal spaces demonstrate banking practices of the 1920s, and provide physical evidence of more than 70 years of continuous use and ownership by financial institutions.

To ensure the building's independent identity, function and significance are retained, the development should be planned to:

- maintain the Martin Place, Castlereagh Street and Elizabeth Street entrances to the building as its principal entrances;
- allow 48-50 Martin Place to function independently of a building on the North Site. Internal connections between the existing and proposed buildings should be theoretically reversible;
- maintain the building's internal vertical circulation.

Protection of historic building fabric

To ensure that significant historic fabric of 48-50 Martin Place is retained without damage, the following mitigation measures are recommended to be undertaken prior to the commencement of construction works:

- undertake a photographic dilapidation record of affected parts of the interior and exterior of the building.

HERITAGE DEVELOPMENT GUIDELINES

6.4 Martin Place

6.4.1 Background

Established in 1887 as a piazza to the General Post Office and subsequently extended in stages, Martin Place is recognised as one of Sydney's most important public and civic urban spaces. From the early twentieth century and through to the inter-war period, Martin Place evolved as a premier address for public institutions and commercial enterprises. The 150 foot height limit ensured a consistency of scale of the buildings fronting Martin Place which largely remains at its west end. It also ensured a consistency in materiality, with solid massing and stone facades more prevalent in the lower sections of the buildings. Pedestrianisation of the street undertaken in the 1970s formalised Martin Place as the city's principal urban space.

The present building at 39 Martin Place is inconsistent with the historic character and urban form of the street. Demolition of the building provides an opportunity for a new structure which better responds to the significant urban form and spatial qualities of Martin Place and to the historic buildings in its vicinity.

The objective and principles below aim to ensure that the provisions of the City of Sydney's Martin Place Special Character Area are achieved.

6.4.2 Objectives

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

HERITAGE DEVELOPMENT GUIDELINES

6.4.3 Principles



Martin Place c1940s

The proposed building on the South Site at 39 Martin Place should:

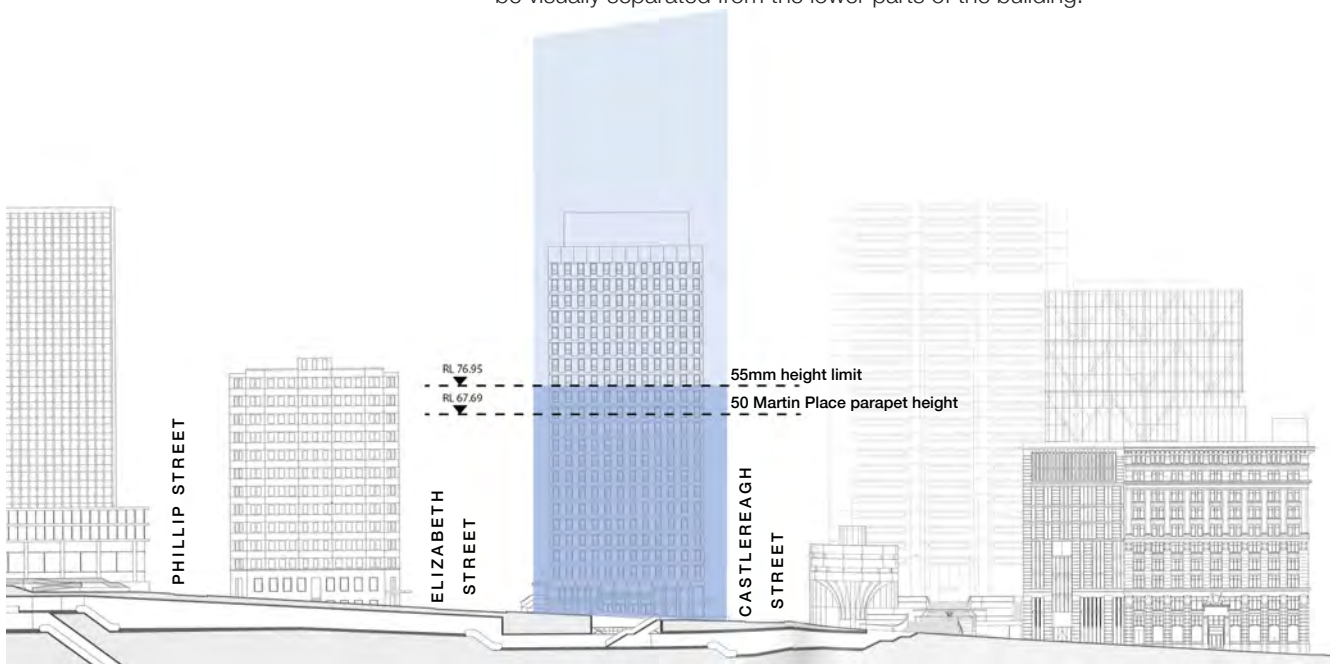
- be built to the street alignments at Martin Place, Elizabeth and Castlereagh Street;
- present a formal character to Martin Place;
- have its principal commercial address to Martin Place.

The low-rise (podium) part of the building should:

- relate in height to either the former Government Savings Bank of NSW at 48-50 Martin Place (opposite the site), or the LEP 55-metre height limit;
- relate in its expression to the historic buildings of Martin Place by emphasising mass and solidity;
- relate in its expression to the historic buildings of Martin Place through the use of complementary façade materials;
- relate in its expression to the historic buildings of Martin Place through the composition of its façade, including a strongly emphasised base and possibly the strong expression of its termination;
- minimise or (preferably) avoid completely the visual impact of a large entrance to the Metro Station entry on the Martin Place frontage;
- have no cantilevered awnings on the Martin Place frontage.

The high-rise part of the building should:

- be set back from the street frontage at Martin Place;
- emphasise volume (rather than mass) in its expression through the use of a contrasting light-weight façade material;
- be visually separated from the lower parts of the building.



541 Martin Place south elevation illustrating alternatives for the height of the low-rise building at 39 Martin Place.
Source: 'Public Sydney-Drawing the City', pp. 116-117, with TKD Architects overlay.

HERITAGE DEVELOPMENT GUIDELINES

6.5 Chifley Square



Chifley Square

6.5.1 Background

The present built form of Chifley Square is considerably varied, comprising buildings of different heights, forms and architectural character. Its principal characteristic is its semi-circular form defined by the former Qantas House (1957) and Chifley Tower (1993). The sense of spatial enclosure of Chifley Square is somewhat compromised by the café at its south-east corner and the cavernous opening at street level of the recently completed building at No. 8.

6.5.2 Objectives

- Reinforce the semi-circular form of Chifley Square.

6.5.3 Principles

The design of the proposed building on the North Site should:

- reinforce the street edges at its north-east corner, at the intersection with Elizabeth and Hunter Streets, to enhance the sense of spatial enclosure of the square.
- relate in height to the nearby former Qantas House and the alignment of existing buildings on the south side of Hunter Street, to enhance the sense of spatial enclosure of the square.

HERITAGE DEVELOPMENT GUIDELINES

6.6 Public Art and Heritage Interpretation



Tom Bass artwork

6.6.1 Background

Although not identified as a heritage item, the former P&O Building at 55 Hunter Street contains significant artworks whose retention and relocation within the proposed development is recommended. These include the Tom Bass bronze wall fountain on Hunter Street, the bronze sculpture group by Douglas Annand and the Douglas Annand glass mural.

Approved to be demolished as part of Sydney Metro, the heritage significance of the building at 7 Elizabeth Street will be lost. Designed by Emil Soderston and completed in 1940, the building contains intact interiors by designer Marion Hall Best.



Douglas Annand exterior stone relief

Also within the precinct is a bronze plaque within the pavement outside the building at No. 5 Elizabeth Street, recording the inaugural meeting of the Institution of Engineers in 1919.

6.6.2 Objectives

- Interpret the heritage significance of the demolished building at 7 Elizabeth Street.
- Incorporate the artworks at 55 Hunter Street into the proposed development of the North Site.
- Retain existing heritage interpretation.



Douglas Annand lobby mural

6.6.3 Principles

Artwork

Display the significant Douglas Annand and Tom Bass artworks within the Precinct at publicly accessible locations.

7 Elizabeth Street

Heritage interpretation of the demolished building at 7 Elizabeth Street could be achieved through:

- the display of historic and present photographs of the exterior and interiors of the building within the Precinct, at a publicly accessible location;
- the salvage of significant elements of the intact Marion Hall Best interiors. These could be displayed within the Precinct or provided to Sydney Living Museums (or other repository) for secure storage and display.



Institution of Engineers plaque

Retention of existing interpretation

Retain (or carefully salvage and reinstate in the same location) the Institution of Engineers commemorative plaque in the pavement at No. 5 Elizabeth Street.

7 CONCLUSIONS

This Amending Stage 1 State Significant Development Application seeks to amend the proposed envelope for the South Site, to align with the new planning controls established for the precinct as a result of a site specific amendment to the Sydney LEP 2012. No changes are proposed to the approved North Site envelope.

The establishment of building envelopes will allow for the future development of predominantly commercial buildings above the north and south Martin Place Metro Station entrances. The two sites are integral to the broader vision by Macquarie to provide a world-class commercial, retail and transport development which is integrated with Sydney Metro's Martin Place Station.

North Site

Located to the immediate north of the former Government Savings Bank of NSW Building - a building of exceptional heritage significance - a future building on the North Site will alter the present scale and character of the Elizabeth Street and Castlereagh Street streetscapes. In this report, guidelines are provided to ensure that the separate identity of the former bank and its visual prominence within these streetscapes are maintained.

The approved proposal for the North Site sought approval for future connections between the historic building and a building on the North Site. Connections to the historic building will necessarily require the removal of original fabric and the alteration to spaces identified of exceptional heritage significance. These impacts may be mitigated through the careful design and location of the proposed connections.

South Site

Demolition of the present building at 39 Martin Place – approved as part of the Sydney Metro proposal – provides an opportunity for a new building which better responds to the heritage significance and important civic qualities of Martin Place. Defining characteristics of Martin Place include the strong architectural character of buildings of similar height which create a linear east-west space along its length.

A new building on the South Site has the potential to enhance the significant characteristics of the street through a purposeful relationship of its architectural expression, scale, form and materials with the historic buildings of Martin Place. The proposed South Site envelope has been enlarged in comparison to the earlier Stage 1 SSDA to reflect the new planning controls established for the site as part of a site specific amendment to the Sydney LEP. Through in depth analysis, the potential impacts of the enlarged envelope have been assessed as negligible in comparison to the previously approved Stage 1 SSDA envelope.

Neighbouring heritage items

Heritage items within the vicinity of the proposed precinct are the Reserve Bank Building, the former Qantas House, the APA Building, Martin Place Railway Station, the former MLC Building, the former APA building, the GIO Building, Chifley Square, Richard Johnson Square and the City Mutual Life Assurance Building. Potential impacts of future buildings on the North and South Sites on the significance of these items – relating to their streetscape presentation and setting – and are generally considered minor or neutral.

A new building on the North Site has the potential to enhance the sense of spatial enclosure of the semi-circular form of Chifley Square through reinforcement of its street edges and the relationship in scale with the former Qantas House and the alignment and scale of existing buildings on the south side of Hunter street.

The construction of a new building on the South Site directly on the Martin Place street alignment has the potential to result in positive impacts, enhancing the 'street wall' of Martin Place and relating positively to the heritage items at 42-46 Martin Place (the former MLC Building), 48-50 Martin Place (the former Government Savings Bank of NSW) and 53-63 Martin Place (the APA Building), all mutually reinforcing each other and the spatial quality of the street.

Heritage interpretation and public art

The proposed Macquarie Martin Place Metro Precinct provides positive opportunities for heritage interpretation and public art, including:

- the interpretation of the building at 7 Elizabeth Street – proposed to be demolished as part of TfNSW's Sydney Metro project;
- the relocation and public display of significant artworks from the former P & O Building at 55 Hunter Street.

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