

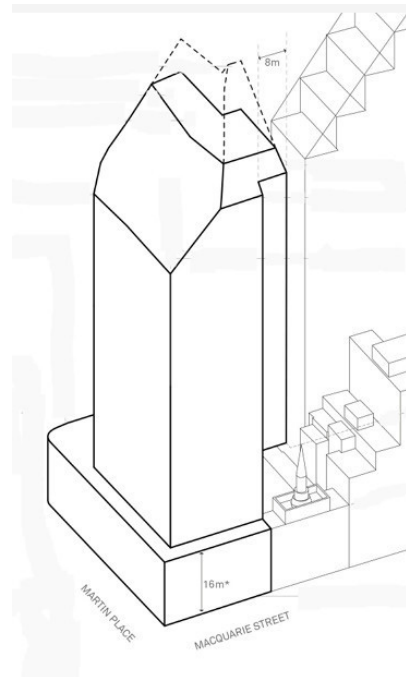


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Redevelopment of 60 Martin Place, Sydney

Addendum 1: Heritage Impact Assessment on St Stephen's Uniting Church



November 2014

Issue	Description	Date	Issued By
A	Draft for Review	28/10/2014	SC
B	Final	04/11/2014	SC
C	Revised Final	13/11/2014	SC
D	Revised Final	13/11/2014	MM

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Appendix 1: Heritage View Impact Analysis Report



Introduction

1.0

1.1 Background

This Heritage Impact Assessment has been prepared to assess the heritage impact that the proposed development at 60 Martin Place, Sydney, may have on St Stephen's Uniting Church. It has been prepared for the property owner Investa Nominees Pty Ltd ATF 60 Martin Place Trust (the proponent) in collaboration with the St Stephen's Uniting Church. The report has been submitted to the City of Sydney for Public Exhibition.

This Heritage Impact Assessment follows on from an initial meeting held with the NSW Office of Environment and Heritage, Heritage Division, the Proponent and Graham Brooks and Associates in September 2014. The proposal was discussed, with particular reference to the proposed cantilever over St Stephen's Uniting Church and the site lines to the spire of the church. The view from the front verandah of the Parliament of NSW was raised by Heritage Division staff as a point of consideration. As a consequence, the view from the front verandah of Parliament of NSW has been considered in this Heritage Impact Assessment.

The Planning Justification Report for the proposal has been submitted to the NSW Department of Planning & Environment for the Gateway Review. This Heritage Impact Assessment has been prepared for Public Exhibition to provide the opportunity to consider the potential impact the proposed cantilever may have on the heritage significance of St Stephen's Uniting Church.

The redevelopment of 60 Martin Place, Sydney, provides the opportunity to create an architecturally superior building. A design competition is being held to ensure a high quality design is achieved that will contribute to the architectural and urban design quality of the City of Sydney. A proposed building envelope has been identified as part of the planning proposal to guide the design outcome during the architectural competition.

The building envelope for the Planning Proposal Envelope includes the following changes to the existing building envelope:

Planning Proposal Envelope:

- Increased height of the tower and volume within permissible sun access criteria.
- Cantilever over the adjoining St Stephen's Uniting Church (38 metres above ground level).

1.2 Report Objectives

The main objective of this Heritage Impact Assessment is to consider the potential impact of the cantilever of the proposed building envelope at 60 Martin Place, Sydney, on St Stephen's Uniting Church. This assessment is undertaken in relation to the provisions established by the NSW Office of Environment and Heritage, Heritage Division guidelines.

1.3 Report Structure

This Heritage Impact Assessment has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance, 2013*, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.4 Site Identification

The subject site is located within the commercial centre of the Sydney CBD. It has street frontages to Martin Place, Phillip and Macquarie Streets, with its main frontage to Martin Place. It is described by NSW Land and Property Information (LPI) as Lot 1, DP 221322. The cantilever associated with the proposed building envelope will be located over the adjoining St Stephen's Uniting Church at 197 Macquarie Street, Sydney, described as Lot 1 DP 185400.

1.5 Authorship

This report has been prepared by Sinclair Croft, Senior Heritage Consultant, of Graham Brooks and Associates Pty Ltd and has been reviewed by the Director, Graham Brooks. Unless otherwise noted all of the photographs and drawings in this report are by Graham Brooks and Associates Pty Ltd.

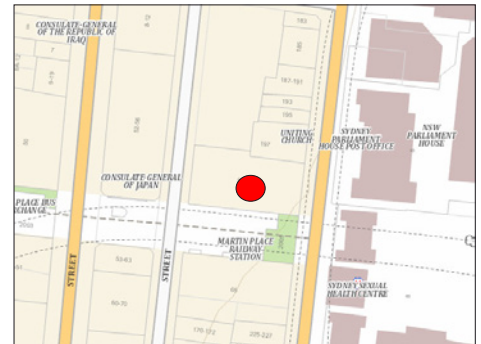


Figure 1.1
Location map showing the subject site marked with a red circle.

Source: NSW LPI 2014

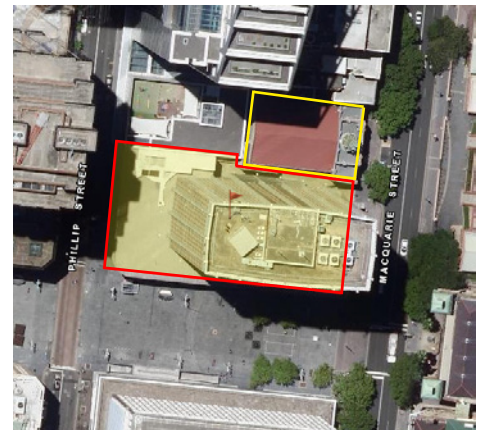


Figure 1.2
Aerial photograph showing the subject site outlined in red and highlighted yellow. The State listed St Stephen's Uniting Church site is outlined in yellow.

Source: NSW LPI 2014

1.6 Report Limitations

This Report is limited to the analysis of the European history of the site and area. Recommendations have been made on the basis of archival plans viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

1.7 Copyright

Copyright of this report remains with the author, Graham Brooks and Associates Pty Ltd.

Historical Summary

2.0

2.1 Introduction

The following historical summary is inclusive of Macquarie Street, Martin Place, the subject site, 60 Martin Place, Sydney, and St Stephen's Uniting Church.

2.2 Macquarie Street (1810-1935)

Macquarie Street was formed and named by Governor Macquarie in 1810. The construction of significant public spaces and buildings has dominated the development history of the street resulting in the most important civic avenue in Sydney.¹

Public development on the eastern side of Macquarie Street include the Royal Botanic Gardens, the State Library, Parliament House, Sydney Hospital, the Mint Building and the Hyde Park Barracks. Parliament House and the Sydney Hospital is located directly opposite the subject site. Significant public buildings and spaces on the western side of Macquarie Street include the Chief Secretaries Building and the former Treasury Building (now the Intercontinental Hotel) on the corner of Bridge and Macquarie Streets and Queens Square at King Street.²

Large residences were constructed on the western side of Macquarie Street during the mid nineteenth century. By the 1870s there was almost a continuous row of three storey "mansions", many with elaborate multi-level verandahs.³

With the incorporation of Sydney Hospital in 1881 and enlargement in 1894 a number of specialist medical practitioners established suites in Macquarie Street resulting in the construction of a mix of higher residential and commercial buildings on the western side of Macquarie Street in the early twentieth century.⁴

The opening up of Martin Place through to Macquarie Street in 1935⁵ required the demolition of most of a row of terrace houses along Macquarie Street.

The Westpac Bank and the Reserve Bank of Australia (RBA) developments of the 1960s with frontages to Macquarie Street were constructed as a consequence of the extension of Martin Place in the mid 1930s.⁶

The RBA building generated the demolition of a 6 storey Federation commercial building and the last terrace house that was formerly part of the row, demolished to make way for Martin Place to Macquarie Street in 1935.

1 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

2 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

3 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

4 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

5 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

6 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

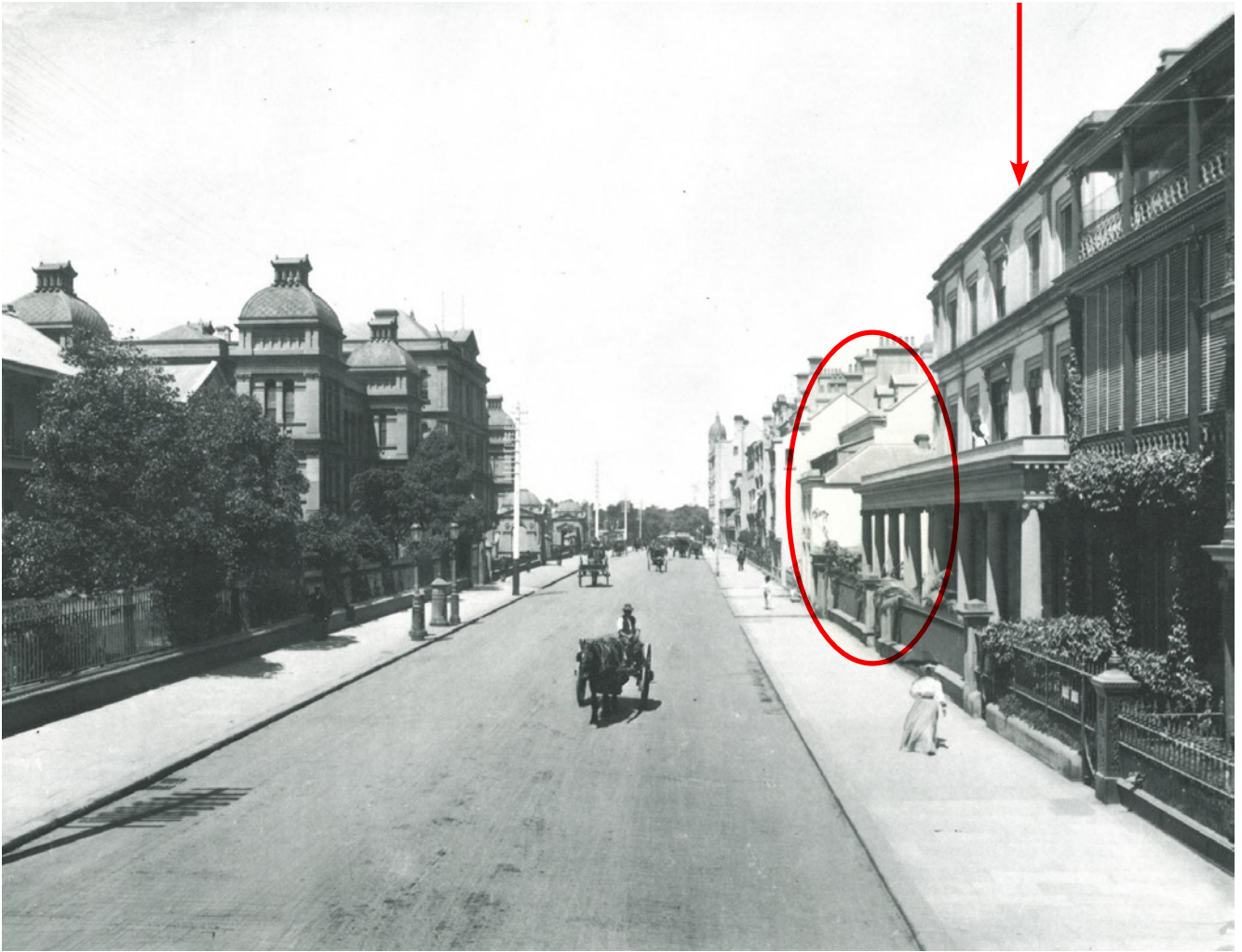


Figure 2.1
1891

Macquarie Street looking south with the Sydney Hospital to the left of the image. The approximate location of 60 Martin Place, Sydney, is circled red. The red arrow illustrates the three storey Victorian terrace building, "Burdekin House", demolished to make way for St Stephen's Uniting Church.

Source: National Library of Australia, Sydney: Now and Then, Australian Consolidated Press Ltd, 1891.

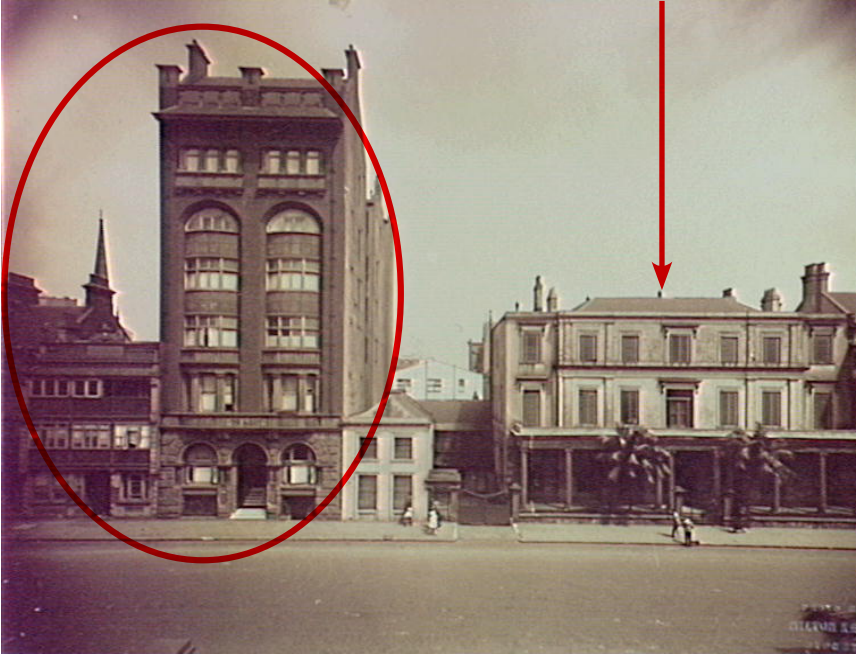


Figure 2.2
1925

Part of a sequence of photographs taken by photographer Milton Kent for Council as documentation for the proposal to widen Martin Place and extend to Macquarie Street. This view is of the western side of Macquarie Street streetscape. The six storey building located on the subject site. The red arrow illustrates the three storey Victorian terrace building “Burdekin House”, demolished to make way for St Stephen’s Uniting Church.

Source: City of Sydney Archives, 1925.



Figure 2.3
1933

View of Macquarie Street from in front of the Parliament of NSW, looking south west. The gates of Parliament House are in the foreground. The six storey building in the centre of the image was located on the subject site. The row of terrace houses to the left were demolished to make way for the eastern end of Martin Place.

Source: City of Sydney Archives, 1933.



Figure 2.4
1957

View of the western side of Macquarie Street looking south. The facade of St Stephen's Uniting Church is in the centre of the image. The red circle identifies the approximate location of the former 6 storey Federation commercial building on the subject site.

Source: City of Sydney Archives, 1957.



Figure 2.5
1960

View looking north east along Macquarie Street with St Stephen's Uniting Church to the right of the image. Remnant terrace houses following the demolition for Martin Place are in the centre of the image. The buildings circled in red were located on the subject site.

Source: City of Sydney Archives, 1960.



Figure 2.6
1960

View looking south along Macquarie Street. The three storey terrace and the six storey building, circled red, were located on the subject site.

Source: City of Sydney Archives, 1960.

60 Martin Place, Sydney
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Graham Brooks & Associates Pty Ltd

2.3 Martin Place (1870 - 1935)

The creation of Martin Place in its current urban form spanned a period of 65 years from 1870 to 1935. The concept of Martin Place as a major civic space, free from traffic for the people of Sydney, was completed between 1968 and 1978.⁷

In 1889 the *General Post Office (Approaches Improvement) Act* was passed, enabling the Minister for Public Works to enlarge the narrow lane for the formation of a public street 100 feet wide between George and Pitt Streets, to vest the street in the City of Sydney and to sell or lease the surplus land.⁸

Acquisition of land to provide a thoroughfare from Pitt to Castlereagh Street was suggested as a result of a fire between Pitt and Castlereagh Streets⁹ and Council resumed the land.¹⁰

In 1892 Moore Street was widened and extended through to Castlereagh Street, prompting suggestions to extend the street further to Macquarie Street.¹¹

In 1900 the newly opened street extending between George and Castlereagh Street was Sydney's most generously sized. It became the setting for major public gatherings.¹²

In 1920 J & H Kirkpatrick proposed a scheme for the extension of Martin Place that culminated in an Anzac memorial as the centerpiece of a broad square between Phillip and Macquarie streets.¹³

On 1 January 1921, Moore Street was renamed Martin Place in honour of the late Chief Justice Sir James Martin.¹⁴

In 1932 Council considered the extension to Macquarie Street in light of the changes in development pressures that had resulted from the opening of the Harbour Bridge and the city railway.¹⁵

In 1933 Professor Leslie Wilkinson won the Martin Place Extension Competition, proposing a narrower connection to Macquarie Street.¹⁶

By June 1934 Martin Place was extending from Castlereagh Street to Elizabeth Street¹⁷ and was finally extended to Macquarie Street and opened to traffic in 1935.¹⁸

7 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

8 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

9 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

10 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

11 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

12 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

13 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

14 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

15 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

16 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

17 Webber, P. *The Design of Sydney: Three Decades of Change in the City Centre*, 1988.

18 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.



Figure 2.7
1935
 Martin Place was extended through to Macquarie Street in 1935, with the Sydney Hospital in the background. The three storey terrace and six storey Federation commercial building to the left of the image were located on the subject site.

Source: City of Sydney Archives, circa 1930s.

2.4 St Stephen's Uniting Church (1935)

St Stephen's Uniting Church was constructed on its present site in 1935. Designed in the Inter War Gothic style, the main elevation of the masonry building is sandstone with carved tracery and leadlight windows and is symmetrical about the eastern window. The 3 storey Victorian terrace building, "Burdekin House" was demolished to make way for the church.¹



Figure 2.8
1943
 This aerial illustrates the former buildings located on the subject site. The approximate location of 60 Martin Place, Sydney, is highlighted red. The roof and spire of St Stephen's Uniting Church are visible immediately to the north (top) of the subject site.

Source: NSW LPI 1943.

¹ Heritage Branch, State Heritage Inventory, *St Stephen's Uniting Church*, 2004.



Figure 2.9

1960

View from Macquarie Street looking north west along Martin Place. 60 Martin Place, Sydney, contained the buildings to the right of the image.

Source: City of Sydney Archives, 1960.



Figure 2.10

1960

View looking generally to the east along Martin Place. Sydney Hospital is visible to the right. The buildings formerly located on the subject site are circled in red.

Source: City of Sydney Archives, 1960.

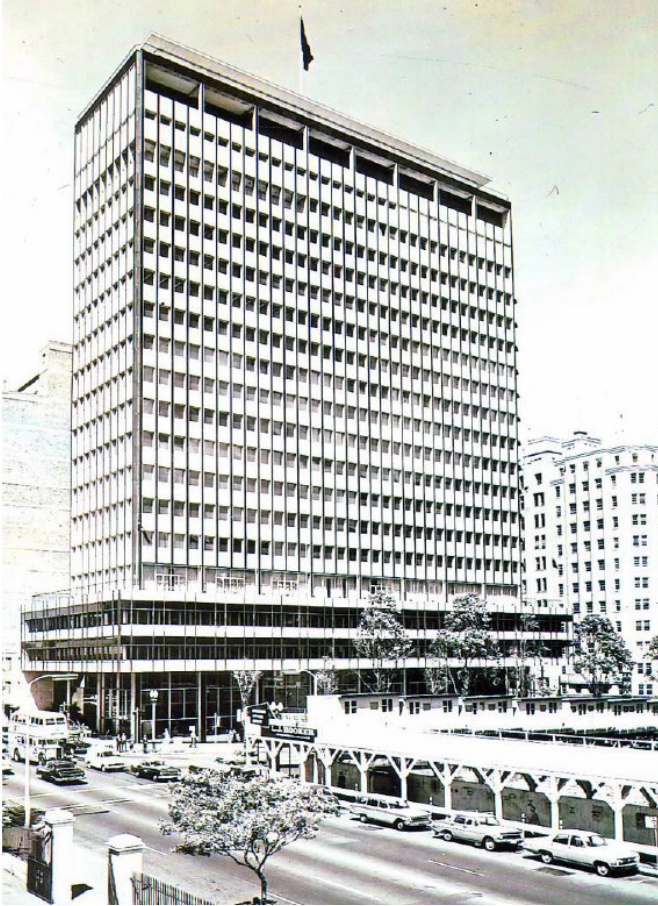


Figure 2.11
1964

The RBA building with the hoarding in the foreground for the Bank of NSW (Westpac Bank) building. The gates of Parliament House are in the foreground.

Source: NBRS + Partners, Reserve Bank of Australia Heritage Management Plan, 2012.

2.5 Construction of the Westpac Building (1971)

When the extension of Martin Place was made in 1935 a six storey building and a three storey terrace facing Macquarie Street were located on the subject site, at 60 Martin Place, Sydney. The current Westpac tower replaced these buildings.¹⁹

The subject building was completed in 1971 for Wales Properties Pty Ltd. It was designed by architects Peddle Thorp and Walker.²⁰

The core of the building is located on the northern side of the building. This opened views to Martin Place and the south but severely constrained views to the north.

The original design for 60 Martin Place, Sydney, did not initially contain a podium.



Figure 2.12

1970

A sketch prepared of the Bank of New South Wales (Westpac Bank) new head office at 60 Martin Place, Sydney.

Source: Sketch prepared by Peddle, Thorp & Walker. Holder, R F, Bank of New South Wales: a History, 1970.

19 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

20 PTW Architects, *Project Page: Bank of New South Wales*, n.d.

2.6 Podium Addition to 60 Martin Place, Sydney (1998)

The podium addition to 60 Martin Place, Sydney, was designed by architects Peddle Thorp and Walker. The base of the Westpac Bank building was extended to the street alignment of Macquarie Street, Martin Place and Phillip Street. The podium height was set to align with the RBA building opposite and the Sydney Hospital on the eastern side of Macquarie Street to create a more consistent sense of spatial definition at the eastern end of Martin Place.²¹

The podium addition was created by building on top of the existing courtyard slab and forecourt level slab. The podium consisted of two new levels to Martin Place (16 metres above street level), three levels to the Macquarie Street frontage (15 metres above street level) and the Phillip Street frontage (20 metres above street level).²² The podium addition included new tenancies on the ground floor and forecourt and additional office space on Levels 1 to 3.

The north eastern corner of the podium was set back for vehicular access to the basement carpark which retained views to St Stephen's Uniting Church from the Macquarie Street footpath.

A selection of the architectural drawings for the podium additions are below.

21 PTW Architects, *Project Page: Westpac Bank Martin Place*, n.d.

22 City of Sydney, *Assessment of DA Z96/00248*, City of Sydney 1996.



Figure 2.13
1998

A photomontage of the south western corner of the podium prior to its construction in 1998. This image illustrates the relationship with the Sydney Hospital on the eastern side of Macquarie Street, in the background. Martin Place had been closed to vehicular traffic by this stage.

Source: PTW Architects, *Westpac Bank Martin Place*, 1998.

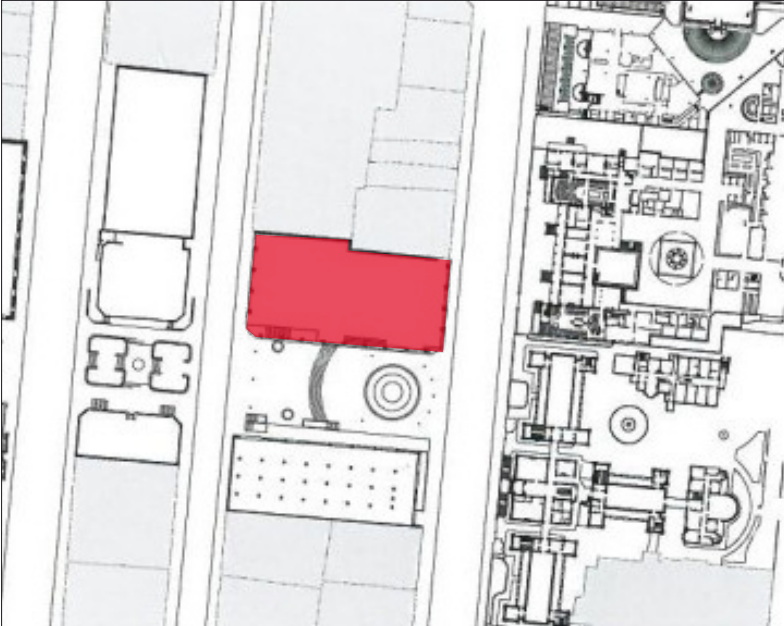


Figure 2.14
2012

Map illustrating the progressive development of, and in the vicinity of, the current location of 60 Martin Place, Sydney, highlighted in red. This map illustrates the current parcel configuration.

Source: Base Drawing - Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

2.7 Summary of the Changing Streetscape of Macquarie Street

The historical development along Macquarie Street illustrates the ongoing evolution of the streetscape. Below is a summary of the major development which altered views to the land associated with St Stephen's Uniting Church, its spire from Macquarie Street and as part of the overall streetscape.

Mid Nineteenth Century

- Large residences constructed on the western side of Macquarie Street.

1870s

- Almost a continuous row of three storey "mansions".¹

Early Twentieth Century

- A number of specialist medical practitioners established suites in Macquarie Street resulting in the construction of a mix of higher residential and commercial buildings on the western side of the street.²

1935

- The opening up of Martin Place through to Macquarie Street required the demolition of most of a row of terrace houses along Macquarie Street.³
- Construction of St Stephen's Uniting Church which replaced a 3 storey Victorian terrace building.⁴
- Views from the south along Macquarie Street to the Church and its spire were limited because of the zero setback of the 6 storey Federation commercial building formerly located on the site of 60 Martin Place, Sydney (refer to Figure 2.5).

1 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

2 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

3 Thalys, P & Cantrill, P. R. *Public Sydney, Drawing the City*, 2013.

4 Heritage Branch, State Heritage Inventory, *Reserve Bank Including Interior*, 2012.

1971

- Completion of the Westpac Tower which resulted in the demolition of a six storey building and a three storey terrace facing Macquarie Street.⁵
- Views opened up from Macquarie Street to St Stephen's Uniting Church and its spire because of its increased building setback from Macquarie Street.

1998

- The construction of the podium around the base of 60 Martin Place, Sydney, extending to the street alignment of Macquarie Street, Martin Place and Phillip Street. Its height was a town planning response to align with the RBA building podium opposite and the Sydney Hospital on the eastern side of Macquarie Street to create a more consistent sense of spatial definition at the eastern end of Martin Place. The north eastern corner of the podium was set back for vehicle entry to the basement car parking which retained views to St Stephen's Uniting Church from Macquarie Street.⁶

5 Godden, Mackay, *Westpac Building 60 Martin Place, Sydney: Heritage Impact Statement*, 1996.

6 PTW Architects, *Project Page: Westpac Bank Martin Place*, n.d.

Urban Context

3.0

3.1 Introduction

This section describes the context of 60 Martin Place, Sydney, St Stephen's Uniting Church, Martin Place and Macquarie Street, identifies views to and from the subject site, in particular views to St Stephen's Uniting Church.

3.2 Urban Context

The subject site at 60 Martin Place, Sydney, is located on Martin Place, Sydney, which runs from George Street through to Macquarie Street. Martin Place is a pedestrian space intersected by vehicular streets running north to south.

The site contains the 1971 Westpac building which addresses Martin Place, Phillip Street and Macquarie Street, Sydney. Buildings in Martin Place consist of a range of architectural styles ranging from the nineteenth century to early twenty first century buildings currently under construction. Martin Place accommodates various monuments, including the Cenotaph and is the location of many significant public and financial buildings. High end retail uses occupy a number of the ground floor chambers of the former financial buildings. The Post Office, with its clock tower is an important local landmark at the western end of Martin Place. The group of buildings in Martin Place forms a consistent street wall up to 45 metres. The public and private buildings effectively enclose the significant public space.

Macquarie Street consists of buildings from a range of architectural eras dating from the nineteenth to the late twentieth century. The height, and bulk of those buildings in the vicinity of the subject site vary considerably. The western side of Macquarie Street forms the medium scale Macquarie Street wall which steps up to the high rise development to the west. It defines the built city to the east and the public buildings and Botanic Gardens beyond to the east. St Stephen's Uniting Church is one of the lowest scale buildings contributing to the Macquarie Street street wall.



Figure 3.1
View looking west along Martin Place from near the intersection of Castlereagh Street.



Figure 3.2
Martin Place, as viewed from the intersection with Macquarie Street, looking west. 60 Martin Place, Sydney, is to the right of the image.



Figure 3.3
View looking east along Martin Place. The Sydney GPO building is to the right. The Westpac building is visible in the centre of the image, at the end of the row of towers.



Figure 3.4
View looking east along Martin Place from near the intersection with Castlereagh Street. The Westpac building is visible to the left of centre.



Figure 3.5
The eastern end of Martin Place looking east, as viewed from the intersection with Phillip Street. The Sydney Hospital frames the eastern end of Martin Place.



Figure 3.6
Macquarie Street, looking south, with the Parliament of NSW and the Sydney Hospital buildings to the left. The Westpac Bank building and St Stephen's Uniting Church are to the right.

3.3 Existing Views to St Stephen's Uniting Church

Existing views to St Stephen's Uniting Church and its spire are considered in this section as part of the design of the proposed building envelope.

Generally, the front facade and the spire of St Stephen's Uniting Church is visible from both the eastern and western sides of Macquarie Street. Street trees and street furniture screen views to the church facade and spire in some locations, including the western side of Macquarie Street, adjacent to the RBA Bank building.

Views have been identified as long distance, medium distance and short distance views. The diagram on the following page illustrates the 9 locations, consisting of long, medium and short distance views to the facade of St Stephen's Uniting Church and its spire, as viewed from Macquarie Street.

Long Distance Views:

The spire is visible looking north along Macquarie Street, adjacent to the eastern elevation of the podium of the RBA Bank building, to the south of Martin Place (Locations 1 and 2). Views increase from diagonally opposite on the eastern side of Macquarie Street (Locations 3 and 4).

The podium of 60 Martin Place and the street furniture, including traffic lights, Smartpoles, a bus shelter and deciduous trees, obstruct long distance views to St Stephen's Uniting Church and its spire.

Medium Distance Views:

Views to St Stephen's Uniting Church and its spire increase from the eastern side of Macquarie Street, heading north, opposite the eastern end of Martin Place and at the southern end of Sydney Hospital (Locations 5 and 6). Medium distance views increase at the eastern side of Macquarie Street, at the northern end of the Sydney Hospital (Location 8).

The podium of 60 Martin Place and the street furniture, including traffic lights, Smartpoles and deciduous trees, obstruct medium distance views to St Stephen's Uniting Church and its spire. The podium of 60 Martin Place is less of an obstruction in medium distance views than in long distance views.

Short Distance Views:

Short distance views to St Stephen's Uniting Church are afforded from directly opposite on the eastern side of Macquarie Street, in front of the Parliament of NSW (Location 7). Elevated views are also afforded from the western verandah of the Parliament of NSW, directly to the east of the church (Location 9).

Street furniture, including street lights and deciduous trees, obstruct short distance views to St Stephen's Uniting Church and its spire.



Figure 3.7
A general view to 60 Martin Place, Sydney, and St Stephen's Uniting Church from the eastern side of the intersection of Martin Place and Macquarie Street. There is a relationship between the existing podium height of 60 Martin Place, Sydney, and St Stephen's Uniting Church. The spire of the church is visible above the podium when viewed from this perspective.



Figure 3.8
The podium heights of the RBA building, 60 Martin Place, Sydney, and the top of the facade of St Stephen's Uniting Church form a definitive line at the junction of Martin Place and Macquarie Street when viewed from south along Macquarie Street.

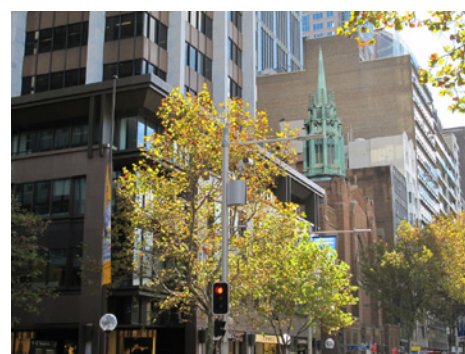


Figure 3.9
The top of the podium at 60 Martin Place, Sydney, complements the top of the facade of St Stephen's Uniting Church. The spire is visible above the podium from this angle. The building height along Macquarie Street steps up to the north of St Stephen's Uniting Church.

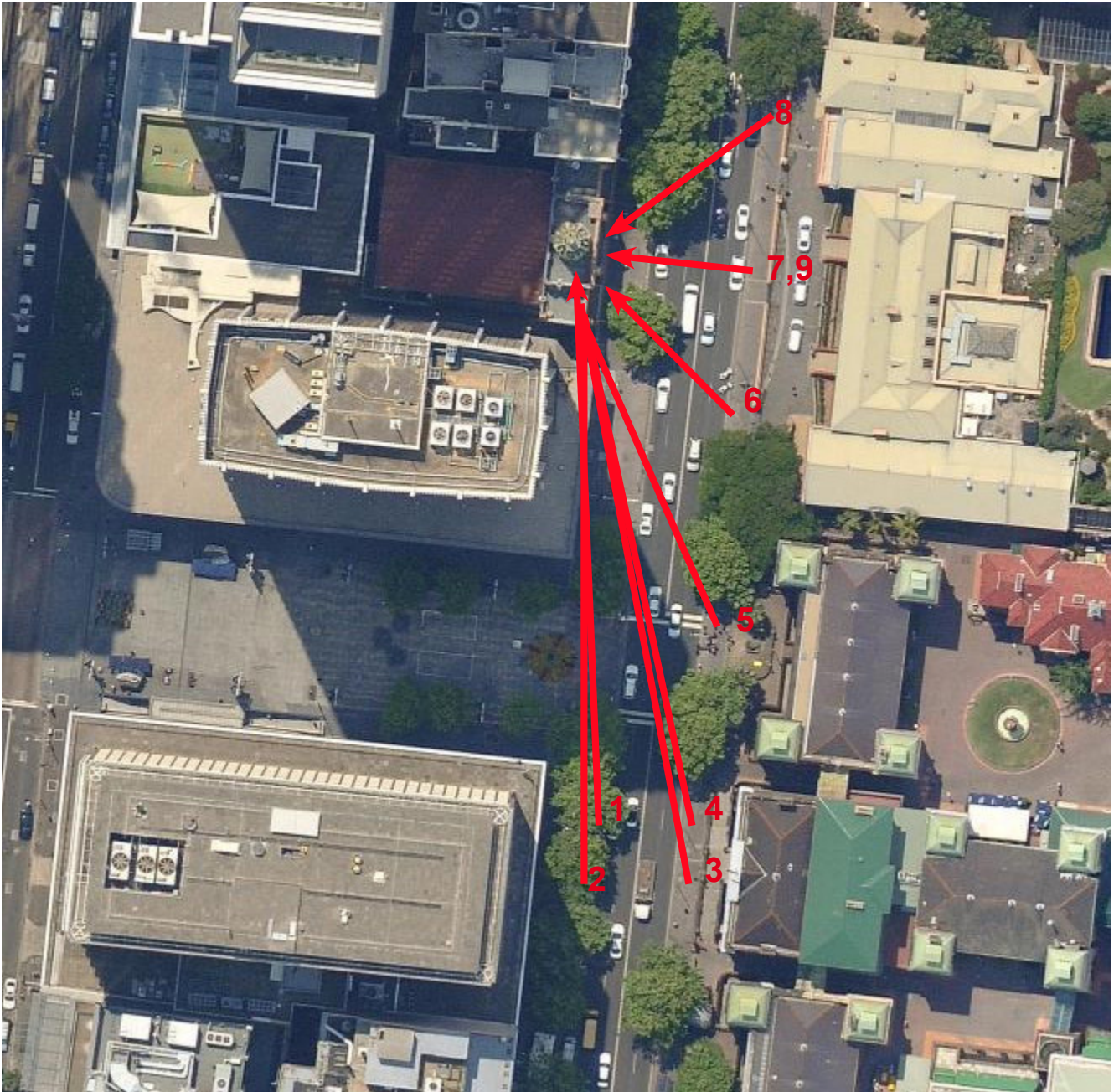


Figure 3.10
The locations from where the views to St Stephen's Church have been considered, consist of long, medium and short distance views.

Source: Base image Nearmaps, 24 October 2012.



Figure 3.11
Location 1 (long distance view): The spire of St Stephen's Uniting Church as viewed from adjacent to the eastern elevation of the podium of the RBA Bank. The spire sits over the second bay of the podium of 60 Martin Place, Sydney.



Figure 3.12
Location 2 (long distance view): The spire of St Stephen's Uniting Church is significantly obscured from view at this angle, with street trees, street furniture and bus shelter. Views are further reduced in the summer when the trees grow their foliage.



Figure 3.13
Location 3 (long distance view): The spire of St Stephen's Uniting Church as viewed from directly opposite, on the opposite side of Macquarie Street. This is a significant view line to the spire of St Stephen's Uniting Church.



Figure 3.14
Location 4 (long distance view): View of the spire of St Stephen's Uniting Church from diagonally opposite, on Macquarie Street. This is a significant view line to the spire of St Stephen's Uniting Church.



Figure 3.15
Location 5 (medium distance view): St Stephen's Church and spire as viewed from directly opposite on Macquarie Street, central to the intersection with Martin Place. The sight line to the spire from this location is significant, though traffic lights and the foliage of trees in summer will screen the spire to some degree.



Figure 3.16
Location 6 (medium distance view): St Stephen's Church and spire as viewed from directly opposite the podium for 60 Martin Place, Sydney, on Macquarie Street.



Figure 3.17
Location 7 (short distance view): St Stephen's Church and spire as viewed from directly opposite on Macquarie Street.



Figure 3.18
Location 8 (medium distance view): St Stephen's Church and spire as viewed from Macquarie Street, slightly to the north.

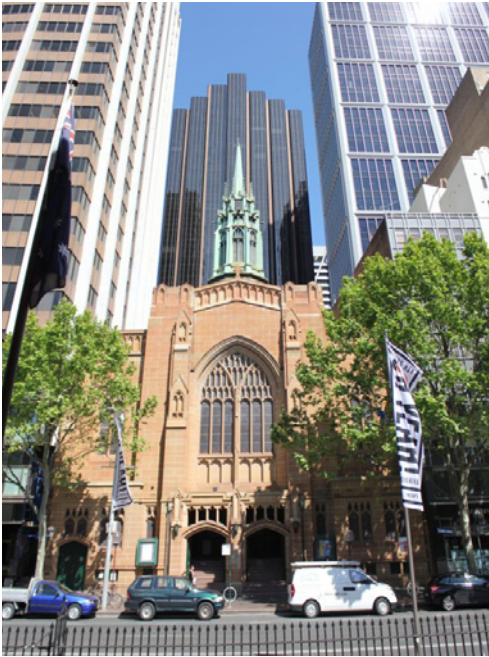


Figure 3.19
Location 9 (short distance view): St Stephen's Church and spire as viewed from the verandah of the Parliament of NSW opposite. The proposed cantilever will be visible above St Stephen's Uniting Church.

Source: Hassell Architects, 2014.

Relevant Heritage Management Framework

4.0

4.1 Introduction

60 Martin Place, Sydney, is not listed as an individual heritage item in any statutory instrument. The proposed building envelope cantilevers over the adjoining St Stephen's Uniting Church which is listed on the State Heritage Register. The church is also listed as an item of local heritage significance on Schedule 5 of the *Sydney LEP 2012*. The site is in the vicinity of a number of items listed as being of local heritage significance on Schedule 5 of the *Sydney LEP 2012*. However, assessment of any effect on these items is not required under the *Heritage Act 1977*.

4.2 Heritage Act 1977

The proposed building envelope cantilevers over the adjoining St Stephen's Uniting Church which is listed as an item on the State Heritage Register. Any Stage 2 DA within the curtilage of St Stephen's Uniting Church will need to be assessed by the NSW Heritage Council. This application relates to an LEP Amendment which will be formally referred to the NSW Heritage Council for comment.

4.3 Conclusion

Accordingly, the design concept submitted as part of the planning proposal will need to satisfy the requirements of the relevant heritage provisions of the *Sydney LEP 2012*, those associated with the planning proposal and the *NSW Heritage Act 1977*.

Description of the Proposal

5.0

5.1 Description

There is an identified need to redevelop the existing building at 60 Martin Place. The current building, whilst a product of its time, is dated and has become tired in its appearance. A redevelopment of the site will enable an improved modern building to be constructed; one which can be read as a single development, which responds more appropriately to the significance of Martin Place and importantly fulfils the potential of the site as one of the most iconic in Sydney.

Planning Proposal Envelope:

The building envelope for the Planning Proposal Envelope includes the following changes to the existing building envelope:

- Increased height of the tower and volume within permissible sun access criteria.
- Cantilever over the adjoining St Stephen's Uniting Church (38 metres above ground level).

5.2 Cantilever

The site has a number of constraints including urban design considerations, shadowing impacts and relationship to heritage. The site is acknowledged as one of the most important in Sydney, and on Martin Place there must be a civic response delivered through the building design. To achieve this response, it is preferred that there is a podium and tower building, one which maintains the present relationship to the podium of the RBA building and the Sydney Eye Hospital.

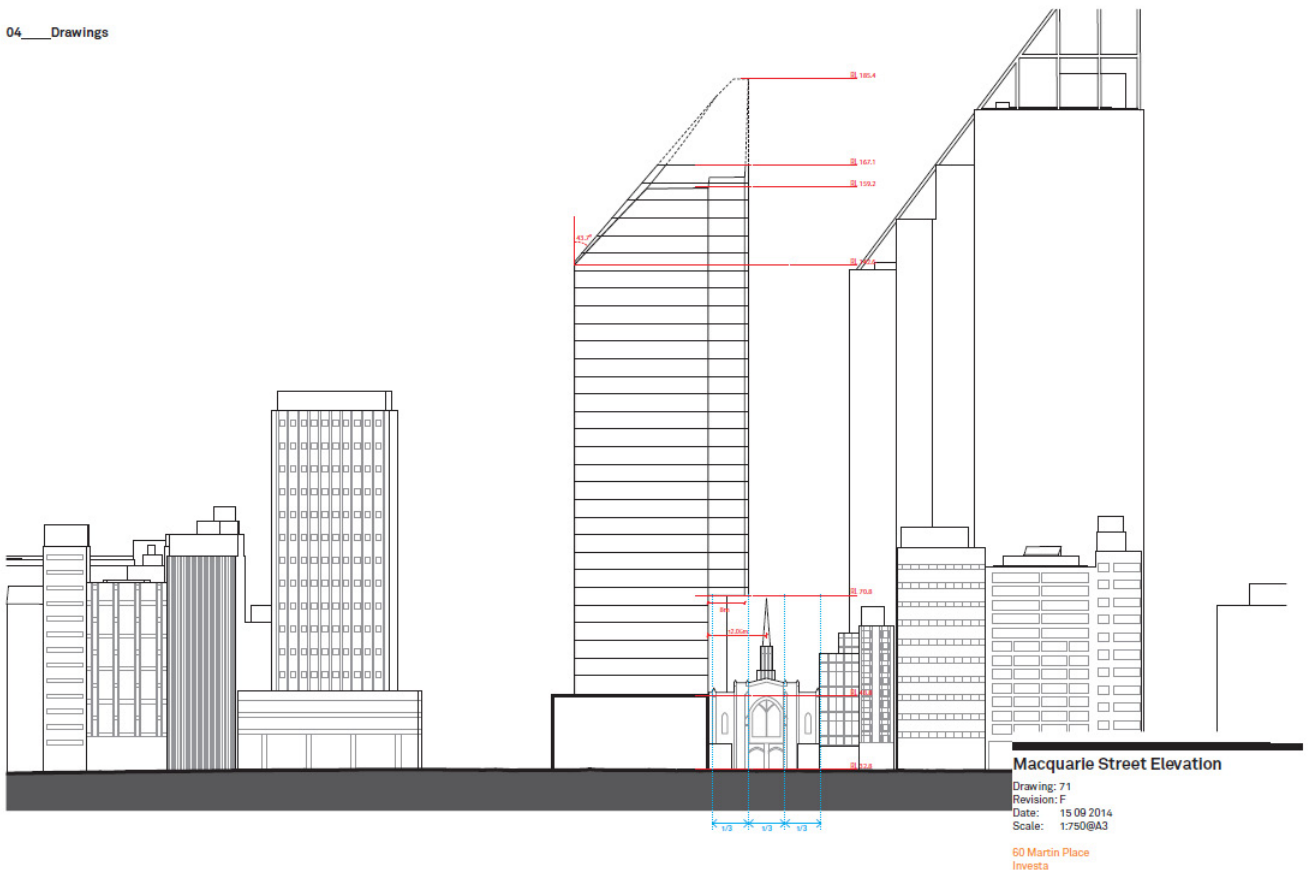
This podium and tower building must also work within the limitations of shadow impacts. There has been an overriding intent in the building envelope to maintain existing, if not improved, levels of solar access to Martin Place. As such, the building envelope is unable to be extended to the west, as additional shadow would fall on Martin Place. In regard to shadow impacts, both the Martin Place sun access plane and the Domain sun access plane apply to the site under the Sydney LEP 2012. These sun access planes seek to limit overshadowing on significant public areas which currently provide high levels of amenity. The building envelope established in the site specific controls of the proposed amendment to the Sydney DCP 2012 has been developed to limit any additional overshadowing to these two key public spaces. Furthermore, the building envelope has been additionally chamfered to minimise overshadowing on Hyde Park Barracks, which are acknowledged as an important part of Sydney's history.

In order to optimise the allowable GFA under the Sydney LEP 2012, the cantilever element over St Stephen's Church is the most practical option as it is consistent with the urban design and overshadowing responses needed on the site. Furthermore, it is considered that an appropriate and symbiotic relationship can be achieved with the Church in terms of design, thereby satisfying the final constraint on the site which is the relationship of the new development with surrounding heritage items. The depth of the cantilever responds directly to the proportions in the eastern facade of St Stephens Uniting Church. Whilst the cantilever element is a product of necessity due to site constraints, it provides an opportunity to better integrate the two buildings and achieve a superior design solution for Sydney.

Figure 5.1
The building envelope for the Planning Proposal Envelope includes an increased height of the tower volume and 8 metre cantilever over St Stephen's Uniting Church. The podium height to Macquarie Street remains the same as the existing 16 metre height.

Source: Hassell Architects, 2014.

04 Drawings



The proposed 8 metre cantilever over St Stephen's Church will provide 4,552.80m² of GFA. This represents 33% of the additional 13,600m² GFA which will be achieved in the combined redevelopment of the sites. The achievement of this additional GFA is critical for the project to proceed due to commercial requirements. The project is expected to deliver a significant array of benefits, which amongst others include: economic benefits to the NSW and Sydney economies; a premium grade commercial building which contributes to Sydney as a global city; an enhanced ground plane for Martin Place; and an opportunity to integrate, better respond and celebrate the heritage of St Stephen's Church. If the additional GFA contained within the cantilever is unable to be achieved, these wide-spread benefits would be unrealised and the current situation of an outdated office tower with no relationship to St Stephen's Church would continue.

5.3 Potential Benefits to St Stephen's Uniting Church

The redevelopment of 60 Martin Place provides an opportunity to achieve a legacy building for Sydney. One of the greatest opportunities identified in the redevelopment is the ability for a new building to interact with and relate more appropriately to St Stephen's Church. With this in mind, the proponent has been proactive in communicating with the Church and identifying ways in which both the new commercial building, and the existing Church building, can benefit from a redevelopment of the site. Potential benefits to the church include the following, subject to commercial negotiations:

- Ongoing maintenance;
- Conservation works to the church;
- Funding (required because of a declining congregation);
- Shared facilities in the new building on weekends by the congregation;
- Opportunities for integrating the Church into the development; and
- Activation of street frontages.

The proposal has the ability to ultimately contribute to the sustainability of the church. Investa will continue to work closely with the Uniting Church to discuss and develop potential benefits for St Stephen's Uniting Church.

Established Heritage Significance

6.0

The cantilever of the proposed building envelope will be located over St Stephen's Uniting Church, which adjoins the subject site to the north. The NSW Heritage Inventory contains the following information for database entry number 2423823, *St Stephen's Uniting Church including interior*.

Statement of Significance:

St Stephen's is historically and socially significant as the focus of Presbyterian activities in the area since the mid-nineteenth century. The church has had long associations with State Parliament, having been named after St Stephen's in Westminster which was located close to the English Houses of Parliament. St Stephen's has aesthetic significance as a good example of the inter-war Gothic style applied to ecclesiastical architecture, one of only three such buildings in central Sydney (the others are the Scots Church and the Baptist Central Church.) High Significance: All original fabric dating from the 1930s including carved sandstone, metalwork, lights (internal and external), stained glass and leadlight windows, original Queensland maple joinery, plaques and memorials incorporated in this building. Medium Significance: Timber notice boards fixed to Macquarie Street elevation. Low Significance: Cross located on southern elevation.



Figure 6.1
The State listed Heritage Item, St Stephen's Uniting Church, located at 197 Macquarie Street, Sydney, which adjoins the northern boundary of the subject site on Macquarie Street.

Assessment of Heritage Impact

7.0

7.1 Introduction

This heritage assessment has been prepared in relation to the following impact assessment criteria the New South Wales Heritage Office (now the Heritage Division, formerly the Heritage Branch, of the NSW Office of Environment and Heritage) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site in respect of the *NSW Heritage Act 1977*, with regard to heritage.

It also includes an assessment of the 2014 *Planning Justification Heritage View Impact Analysis Report*, prepared by Hassell Architects, (attached to this report) in respect of views from Macquarie Street to St Stephen's Uniting Church and its spire.

7.2 Overview of Potential Heritage Impacts

A summary of the potential visual impacts of the Planning Proposal Envelope on St Stephen's Uniting Church are summarised below. Reference is made to the long, medium and short distance views, as referred to in Section 3.3 in this report.

No physical impacts will occur to St Stephen's Uniting Church as a result of the proposal.

Planning Proposal Envelope:

- The podium in the Planning Proposal Envelope will have a complementary height to the existing podium.
- There will be a potential minor impact on the long distance views (Locations 1 to 4) from the south along Macquarie Street because of the zero setback of the north eastern corner of the podium, unless mitigated (Views 1 and 2). Existing long distance views to St Stephen's Uniting Church and its spire are obstructed to some degree by existing street furniture, including traffic lights, Smartpoles, a bus shelter and deciduous trees. The building envelope of the existing podium is set back for the vehicle entry to the basement car parking which slightly exposes the south eastern corner of St Stephens Church.
- The potential visual impact will decrease in the medium distance and short distance views to St Stephen's Uniting Church to Macquarie Street (Locations 5 - 9).
- The cantilever in the Planning Proposal Envelope will impact on the Short and Medium Views to St Stephen's Uniting Church, (Locations 6 to 9).

7.3 Evaluation Against the Guidelines of the NSW Heritage Division

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published the following series of criteria for the assessment of heritage impact of new development in relation to a heritage item. These are answered below in relation to the impact on St Stephen's Uniting Church.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to heritage items are addressed below.

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

- The proposed building envelope has the potential to result in a building that provides a strong corner presence that better connects to the public realm.
- The proposed building envelope has the potential to enhance the heritage setting by improving views to St Stephen's Uniting Church from within its interior.
- The Planning Proposal Envelope, with its 16 metre podium height to Macquarie Street will be consistent with the existing podium height. This will result in the retention of the complementary character and symmetry between the Sydney Hospital and the podium of the RBA building at the eastern end of Martin Place.
- There is potential for St Stephen's Uniting Church to benefit as a result of the proposed development, including restoration works of the church, shared facilities and integrating the church into the development.
- The proposal has the potential to be a high quality, fine piece of architecture more suited to its context.

Major Additions

Though not a physical addition to St Stephen's Uniting Church, an assessment is made in respect to the 8 metre cantilever over the church as part of the Planning Proposal Envelope. Such an assessment is made because the cantilever will be located over the air space of St Stephen's Uniting Church.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item are:

Question to be answered	Comment
<i>How is the impact of the addition on the heritage significance of the item to be minimised?</i>	The impact of the cantilever over St Stephen's Uniting Church will be minimised in the Planning Proposal Envelope by its 8 metre setback from the Macquarie Street boundary. Primary (Short and Medium) views to the church will be retained because of the cantilever height and setback from Macquarie Street. The cantilever is proposed to be set approximately 38 metres above ground level to allow sufficient visual separation between the facade and spire of St Stephen's Uniting Church. The upper point of the spire is approximately 36 metres above ground level. This allows for a 2 metre height separation, in addition to the 8 metre setback of the cantilever from the spire of the church. This will enable the church, its spire and their symmetrical presentation to the street, to continue to be read as an individual building.
<i>Can the additional area be located within an existing structure? If no, why not?</i>	After a detailed and extensive review by Investa, redevelopment of 60 Martin Place, Sydney, has emerged as the preferred option owing to the current location of the core, inadequate floor to floor heights, building services at the end of their operational life and the departure of long term tenant, Westpac, at the end of 2015. A cost benefit analysis of potential options suggests that redevelopment of the site is more advantageous than the refurbishment of the existing building. Given the FSR required to make the project feasible, the cantilever is required in addition to the FSR in the existing building envelope.
<i>Will the additions tend to visually dominate the heritage item?</i>	The <i>Planning Justification Heritage View Impact Analysis Report</i> was prepared by Hassell and an assessment is made separately below in relation to the impact that the proposal may have on St Stephen's Uniting Church. Ultimately, the proposed cantilever may affect views to St Stephen's Uniting Church. However, it is considered the cantilever will not dominate the church due to its physical separation and setback. The lowest point of the cantilever at 38 metres ensures there is adequate visual separation between the cantilever and the spire of the church, of which its upper point is approximately 36 metres from ground level.
<i>Are the additions sited on any know, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?</i>	Archaeology has not been considered in respect of the proposed cantilever.
<i>Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?</i>	The proposed detail, design and materials of the cantilever will be considered as part of the design competition to ensure the proposal is complementary to St Stephen's Uniting Church.

In addition to those above, the following questions have been formulated in determining the heritage impact of changing the LEP controls for the site:

What are the potential heritage impacts for this item arising from the future development of the subject site under the current planning controls?

What are the likely consequences of the Planning Proposal?

How can adverse heritage impacts be mitigated?

These are considered below in relation to the impact of increasing the height limit to 60 Martin Place, Sydney.

The curtilage of St Stephen's Uniting Church is identified on the State Heritage Register as a Lot Boundary Heritage Curtilage. The planning proposal will result in an 8 metre cantilever over the airspace of the identified curtilage. The cantilever is proposed to be set approximately 38 metres above ground level to allow sufficient visual separation between the facade and spire of St Stephen's Uniting Church. The upper point of the spire is approximately 36 metres above ground level.

No adverse physical changes are proposed, nor will result, to St Stephen's Uniting Church and spire as a result of the planning proposal.

The likely consequence of the proposal, with its cantilever, will be a benefit to St Stephen's Uniting Church, such as required funding, potential conservation works and shared facilities within the new building and the church.

Any future development of the site with a proposed cantilever over St Stephen's Uniting Church will require approval from the NSW Heritage Council and will be subject to the heritage provisions of the *Sydney LEP 2012* and the guidelines of the *Sydney DCP 2012*, and will be assessed accordingly.

The Architectural Design Competition will produce a design that will be an architecturally superior and high quality building design that will contribute to the architectural and urban design quality of the City of Sydney.

7.4 View Analysis

7.4.1 Introduction

The 2014 *Planning Justification Heritage View Impact Analysis Report* was prepared by Hassell to allow a detailed assessment of the proposed building envelope with its cantilever and the potential impact this will have on views from Macquarie Street to St Stephen's Uniting Church and its spire.

The *Planning Justification Heritage View Impact Analysis Report* is included as an Appendix to this report.

7.4.2 Analysis

The view analysis as discussed in Section 3.3 of this report considers views from 8 locations initially identified in a Site Analysis prepared by Graham Brooks and Associates. These include long, medium and short distance site lines from Macquarie Street to St Stephen's Uniting Church and its spire.

Also included in the analysis was the view from the western verandah of the Parliament of NSW, (Location 9), located directly to the east of the church, as suggested by the NSW Office of Environment and Heritage, Heritage Division, staff.

Our view analysis concludes that:

- Views from Locations 1 to 4 are long distance views. Views from these locations to St Stephen's Uniting Church and its spire are limited. Street furniture, including Smartpoles, bus shelters and deciduous trees screen view lines to the church and its spire.
- Views to St Stephen's Uniting Church and its spire from between Locations 4, 5, 8 and 9, are considered primary views as the front facade of the church and its spire are highly visible and are part of the streetscape.
- There will be some minor loss of views to the southern facade, due to the extension of the proposed podium to the north eastern corner of the site, (part of the Planning Proposal Envelope), currently where vehicular access to the basement car park is located.
- There will be an impact on how St Stephen's Uniting Church is viewed from Macquarie Street, as the cantilever will be seen in background (Views 7, 8 and 9).
- Views to St Stephen's Uniting Church will be impacted upon. However, it is considered this will be an acceptable level of impact.

7.5 Changing Streetscape of Macquarie Street

The podium in the Planning Proposal Envelope will have a complementary height to the existing podium. There will be a potential minor impact on the long distance views (Locations 1 to 4) from the south along Macquarie Street because of the zero setback of the north eastern corner of the podium, unless mitigated (Views 1 and 2). The potential visual impact will decrease in the medium distance and short distance views to St Stephen's Uniting Church to Macquarie Street (Locations 5 - 9).

Views to St Stephen's Uniting Church and its spire were increased with the demolition of the 6 storey Federation commercial building and the construction of the existing Westpac tower in 1971 with its large setback from Macquarie Street.

This view was partially obscured again with the construction of the existing 16 metre high podium around the base of the 1971 tower, which was constructed up to the Macquarie and Phillip Streets and the Martin Place property boundaries.

The north eastern corner of the podium is set back from the property boundary for the vehicular access to the basement level car parking. This allows the current primary views to the southern return of the facade of St Stephen's Uniting Church. These views form part of the recent memory to the church.

The Planning Proposal Envelope will be consistent with the stepped building heights characteristic to Macquarie Street.

Conclusions and Recommendations

8.0

8.1 Conclusions

- 60 Martin Place, Sydney, is not listed as an item of local heritage significance in Schedule 5 of the *Sydney LEP 2012*.
- St Stephen's Church, located at 197 Macquarie Street, Sydney, is listed as an item on the State Heritage Register. It is also listed as an item of local heritage significance in Schedule 5 of the *Sydney LEP 2012*.
- The Planning Proposal Envelope will have no physical impact on St Stephen's Uniting Church.
- The Planning Proposal Envelope will potentially have a minor visual impact on St Stephen's Uniting Church and its spire.
- The proposed cantilever over St Stephen's Uniting Church, as described in the Planning Proposal Envelope will be acceptable as the primary views to the church and its spire will be retained.
- The lowest point of the cantilever at 38 metres ensures there is adequate visual separation between the cantilever and the spire of the church.
- The height of the podium to Macquarie Street with the street wall opportunity will be the same as the height of the existing podium.
- There is an opportunity to improve existing views to the southern facade of St Stephen's Uniting Church from the proposed new development at 60 Martin Place, Sydney. This will be a significant public benefit with the increased views to the church.
- Overall, the Planning Proposal Envelope will have various heritage impacts, all of which are considered acceptable from a heritage perspective provided the effects are mitigated in the architectural design responses.
- The final building design will require input from the City of Sydney Council and the NSW Heritage Council.
- The Planning Proposal seeks amendment to the *Sydney LEP 2012* requirements specific to the site where the proposed building envelope is not consistent with the height requirements and guidelines. It is considered the proposed variations are acceptable from a heritage perspective.

- The future development of the site and the design competition will need to comply with the *Sydney LEP 2012*, the *Sydney DCP 2012* and subsequent amendments applicable to the site, as considered as part of the Gateway Review to be assessed by the NSW Department of Planning & Environment.
- It is considered that the potential heritage impacts on the views to St Stephen's Uniting Church can be adequately mitigated in the preparation of a design response that is in accordance with the mitigation measures recommended in this report and the benefits to the church are significant.

8.2 Recommendations

The following mitigation measures are recommended.

- Any heritage impact should be managed by working with Investa and the architects to ensure the design solution is complementary to St Stephen's Uniting Church.
- Further attention to design, materials and detail will be required to mitigate the visual impact the cantilever may have, as viewed behind the spire of St Stephen's Uniting Church. A subdued recessive design and palette of materials could provide a suitable backdrop to St Stephen's Uniting Church.
- Assessment of the building design will need to be undertaken as part of the Stage 2 DA to ensure the proposal is sympathetic to the adjoining heritage item St Stephen's Uniting Church, Macquarie Street, Martin Place and other heritage items in the vicinity.
- Consultation will need to continue to be undertaken with the relevant stakeholders, including St Stephen's Uniting Church, the NSW Heritage Council, the City of Sydney Council and any committee appointed by the City of Sydney Council to examine and advise on the detailed design of the redevelopment.
- Investa will need to continue to work closely with the Uniting Church to discuss and develop potential benefits to St Stephen's Uniting Church.

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