

# **Attachment A9**

**Heritage Impact Statement - 15-25 Hunter  
and 105-107 Pitt Street, Sydney**

URBIS

# HERITAGE IMPACT STATEMENT

15-23 Hunter Street and 105-  
107 Pitt Street Hunter Street,  
Sydney

Prepared for  
**MILLIGAN GROUP**  
23 March 2022

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# EXECUTIVE SUMMARY

This Heritage Impact Statement supports a Planning Proposal to amend the Sydney Local Environmental Plan 2012 (Sydney LEP). This report has been prepared on behalf of Milligan Group Pty Ltd (the Proponent) and its related entities and consultants, representatives and agents and FT Sydney Pty Ltd as trustee for FT Sydney Unit Trust. The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal. The PP also seeks the listing of the remnant 19<sup>th</sup> century commercial buildings at 15-17 Hunter Street (being the former Pangas House).

The subject Planning Proposal includes:

- Amalgamation of isolated sites at 15-17 Hunter Street, 19-21 Hunter Street and 107 Pitt Street.
- Retention of the 19<sup>th</sup> century commercial building at 15-17 Hunter Street. Proposed redevelopment also facilitates conservation and an improved streetscape presentation in renewing the buildings.
- No excavation/ subsurface works in the vicinity of the Tank Stream to negate any impacts on the structure.
- The proposed envelope provides for a tower and podium. The proposed podium is 16-21m high, having regard for the height of neighbouring development – notably 15-17 Hunter Street, and allows the decorative finials to sit above the podium height and remain clearly legible. The envelope comfortably allows for future floor levels to compliment and respect the facade of 15-17 Hunter Street.
- The Tower Component is modelled by defining an area set out by the required street, side and rear setbacks, excluding areas over heritage items and Tower Component areas narrower than 6m wide. The envelope includes setbacks of 4m from Hunter Street, 7.5m (average) from Pitt Street, 5.5m (maximum) from the western boundary and 4m from the south.
- Maximum building height RL of 222.5.

The subject site does not contain any properties identified as a heritage item; however, the state listed heritage item, "Tank Stream including tanks and tunnels", item no. 1656, transects the site underground from north-south. The Tank Stream sits roughly 5 meters below the existing ground line. Additionally, the site is located within the vicinity of a number of heritage items listed under Part 1 of Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012* (as set out in section 5.1).

City of Sydney Council were considering heritage listing of Pangas House and Urbis was engaged to assess the heritage significance of Pangas House, via a Heritage Assessment (February 2020). Urbis understands that the City of Sydney Council has reviewed the Heritage Assessment and has determined to proceed with heritage listing of the former Pangas House (15-17 Hunter Street) and inclusion on Schedule 5 of the SLEP2012, as the best means to ensure its retention and protection in the context of future development. The PP therefore seeks the listing of the building on Schedule 5 of the SLEP 2012.

This HIS has therefore been prepared to assess the potential heritage impacts of the proposal on the heritage item (the Tank Stream), 15-17 Hunter Street as potential heritage items and the proximate heritage items. The proposal is assessed in section 5 with conclusions set out below:

The proposed envelope cantilevers over the western extent with no sub-surface works or excavation proposed, therefore there will be no impacts to the state listed Tank Stream.

The proposal generally retains the late Victorian commercial buildings at 15-17 Hunter Street and provides for their conservation and an improved presentation to Hunter Street and laneway activation (subject to a future Development application). The PP anticipates partial demolition of the rear wings to facilitate public domain and access to the new Metro, however, provides for their interpretation and enables removal of intrusive rear additions and plant, as well as conservation and reinterpretation of the rear wings and rear facades which have been variously altered. Key features such as the former loading bay hoists are retained and conserved.

The Planning Proposal anticipates demolition of the remaining buildings and associated structures. A previous DA (D2019/66) was approved (with conditions) for the demolition of the extant commercial building and redevelopment of 19-21 Hunter Street. Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street are all of late 20<sup>th</sup> century construction and have been variously modified.



The planning proposal is also assessed relative to the proximate heritage items. Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street do not contribute to or respond to the heritage significance of the items or their setting. The commercial buildings at 19-21 Hunter Street are considered so altered that they no longer contribute to the streetscape or proximate heritage items. While the development at 15-17 Hunter Street is a remnant of 19th century development of Hunter Street, along with the heritage listed former NSW Sports Club, the Grand Hotel and Hamilton Street, it is not considered to significantly contribute to the setting of these items. Nevertheless, the buildings are retained.

The PP envelope provides for a tower and podium. The proposed envelope has regard for the proximate heritage items and the retained Victorian commercial buildings and responds to the height of adjacent development in the height and scale of the podium, with a stepped form (between 16 and 21m in height). Along Hunter Street the podium height is dictated by the height of the Victorian Italianate buildings 15-17 Hunter Street (retained in scale and form), allowing the decorative parapet finials to sit above the podium height and maintain their visual prominence. The curved form of the podium also responds to the curved façade of the former Wales House opposite the site at the north-eastern corner of the intersection of Pitt and Hunter Streets.

Whilst there is a disparity of scale, the podium provides a more pedestrian scale and assists to break up the massing, with the tower setback above. It is noted that the immediate built form context is already varied and includes multi-storey and high-rise development, such that the heritage items remain in generally isolated contexts. This is typical of the development more broadly in the CBD which is characterised by juxtaposition of scale, with a mix of generally lower scale heritage items and multistorey contemporary commercial buildings. The uplift being sought is also consistent with the strategic intent of the CSPS.

Having regard for the assessment herein the subject Planning Proposal has been supported on heritage grounds and is recommended to the consent authority for approval.

Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. Future development of the site should consider the following:

#### **Heritage Consultancy services**

- A suitably qualified heritage consultant should be engaged to provide ongoing advice throughout the design competition and design development, contract documentation and construction stages of the project.

#### **Detailed Design of the Tower and Podium**

- Future development should consider the form, scale, materiality, articulation and the façade treatment of the podium to respond to adjacent development (in particular the Victorian commercial buildings at 15-17 Hunter Street) and proximate heritage items. Heritage advice should be sought.
- Façade treatment and modulation of the tower to mitigate impacts of scale.

#### **The Tank Stream**

- Extent of excavation and sub-surface works to ensure there are no impacts to the state heritage listed Tank Stream. Advice should be sought from a structural engineer with experience dealing with heritage sites.
- It is noted that the PP envelope is within 2m of the Tank Stream at its narrowest point. The proposed works will thus involve excavation within the SHR curtilage for the Tank Stream (Listing No. 00636), which is a former creek line used as a freshwater source for the colony and now formalised into a sandstone arch stormwater channel. However, the works are not proposed to have an impact on the structure of tank stream itself or associated soils. The excavation extends into bedrock sandstone adjacent to the tank stream, with a minimum of 2m of bedrock between the extent of excavation and the Tank Stream itself. As such, the proposed works will not result in an impact on the structural integrity or significance of the Tank Stream. A Historical Archaeological Assessment should be prepared in conjunction with any future detailed DA.

#### **Heritage Interpretation**

- The Design Competition and future Development Application should consider opportunities for the Tank Stream to be interpreted in the public domain – there are numerous examples of this elsewhere in the CBD including interpretation in the ground plane at Martin Place and the Tank Stream fountain at

Circular Quay. Opportunities on the subject site may include demarcation of the Tank Stream in the ground plane of the laneway. This may be complemented by additional interpretation media (signage or digital, even public art). Interpretation of the Tank Stream and other heritage values of the site should be subject to the development of a Heritage Interpretation Strategy.

- A Heritage Interpretation Strategy should be prepared for the site by a suitably qualified Heritage Consultant. Heritage Interpretation will be a key consideration in the future design competition and detailed DA submission. The Heritage Interpretation Strategy should develop themes and narratives for interpretation and include the Tank Stream (as detailed above) and the historical development of the subject site including (but not limited to) the development and use of the retained Victorian buildings at 15-17 Hunter Street, the former Currency Lass and Empire Hotel at the corner of Pitt and Hunter Streets, and the former Georgian terrace developments on the site etc. The Heritage Interpretation Strategy should identify locations, media, and indicative content for interpretation. Interpretation should be developed throughout detailed design and construction phases in conjunction with the project architect and other specialists as required.

### **Conservation and Interpretation of 15-17 Hunter Street and Activation of the Lane**

- Opportunities for conservation and the reinterpretation of the retained Victorian Italianate buildings which are proposed for heritage listing. This may include (but is not limited to), scheduling necessary façade conservation works; reinterpretation of the ground floor shopfronts in accordance with historical documentation or providing for a more appropriate contemporary and sympathetic design response; and internal refurbishment, noting that the interiors have been variously and successively modified.
- The PP envelope anticipates partial demolition of the rear wings of 15-17 Hunter Street to facilitate direct access to the new Metro entry at the western end of the Lane. The proposal presents an opportunity to reinterpret the principal rear façade and rear wings, which have been variously altered with works including partial infill and changes to fenestration. There have also been some additions at the rear (ground floor) for plant and intrusive services have been fixed to the facades including large ducts that run between the two rear wings. Removal of these elements will have a positive heritage impact. Although the historical record to date has not yielded photographic evidence of the original presentation of the rear facades, the extant hoists demonstrate that the rear wings originally incorporated loading bays and likely would have contained doors surmounted by the arched header windows and the retained hoists. The PP presents an opportunity to interpret the industrial character of the wings and reinterpret these original openings.
- The PP ground plane extends the laneway with a north-south section to Hunter Street. This provides a curtilage for the former Pangas House and further mitigates potential impacts of scale. The future development application should consider sympathetic activation of the laneway and have regard for the proposed use of the heritage item. This may include pedestrian openings onto the laneway and secondary retail shopfronts. Any such activation should be guided by heritage advice and will have regard for the established heritage significance of the place.
- A Schedule of Conservation Works should be prepared by a suitably qualified and experienced heritage consultant prior to the issue of a Construction Certificate.

# 1. INTRODUCTION

## 1.1. BACKGROUND

This Heritage Impact Statement has been prepared by Urbis in support of a Planning Proposal to amend the *Sydney Local Environmental Plan 2012* (Sydney LEP). This report has been prepared on behalf of Milligan Group Pty Ltd (the Proponent) and its related entities and consultants, representatives and agents and FT Sydney Pty Ltd as trustee for FT Sydney Unit Trust. It relates to an amalgamated site at 15-23 Hunter Street and 105-107 Pitt Street (the site).

The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal. The PP also seeks the listing of the remnant 19<sup>th</sup> century commercial buildings at 15-17 Hunter Street (being the former Pangas House).

This Planning Proposal supports the City of Sydney Council's Central Sydney Planning Strategy (CSPS) by unlocking additional employment generating floor space within a designated tower cluster. The proposed Sydney LEP amendment is part of the broader redevelopment plan for the site to facilitate a new commercial office tower. It will also facilitate significant public benefits through additional site activation and embellishment of the public domain.

The Planning Proposal is accompanied by amendments to the Sydney Development Control Plan 2012 (Sydney DCP). The site specific DCP amendments reflect the proposed outcome to provide a podium tower scheme.

This is reflected in the accompanying reference design prepared by Bates Smart which serves as a baseline proof of concept for this Planning Proposal. This 2,108m<sup>2</sup> strategic site presents a unique opportunity to deliver a landmark premium commercial office tower that will exhibit design excellence and offer significant employment opportunities for global Sydney.

The uplift being sought is consistent with the strategic intent of the CSPS, which contains the City's requirements and expectations for projects pursuing this pathway. Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. As such, this report reflects the concept stage of the proposal, and may be embellished as the detailed design and required works evolve.

The subject site does not contain any properties identified as a heritage item; however, the state listed heritage item, "Tank Stream including tanks and tunnels", item no. 1656, transects the site underground from north-south. The Tank Stream sits roughly 5 meters below the existing ground line.

City of Sydney Council were considering heritage listing of Pangas House (15-17 Hunter Street) and Urbis was engaged to assess the heritage significance of Pangas House, via a Heritage Assessment (February 2020). Urbis understands that the City of Sydney Council has reviewed the Heritage Assessment and has determined to proceed with heritage listing of the former Pangas House and inclusion on Schedule 5 of the SLEP2012, as the best means to ensure its retention and protection in the context of future development. The PP therefore seeks the listing of the building on Schedule 5 of the SLEP 2012.

Additionally, the site is located within the vicinity of a number of heritage items listed under Part 1 of Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012* (as set out in section 5.1).

## 1.2. SITE LOCATION

The subject site comprises of the 15-23 Hunter Street and 105-107 Pitt Street and is legally described as Lot B of Deposited Plan 109825 (15-17 Hunter Street), Lot 1 of Deposited Plan 59754 (19-21 Hunter Street), Lot 28 of Strata Plan 74383 (23-25 Hunter Street), consolidation of Strata Plan 60693 (103-105 Pitt Street) and Lot 1 of Deposited Plan 63968 (107 Hunter Street). The property is situated on the southern side of Hunter Street and the western side of Pitt Street.



Figure 1 – Location diagram of the subject site, outlined in red.

Source: SIX Maps

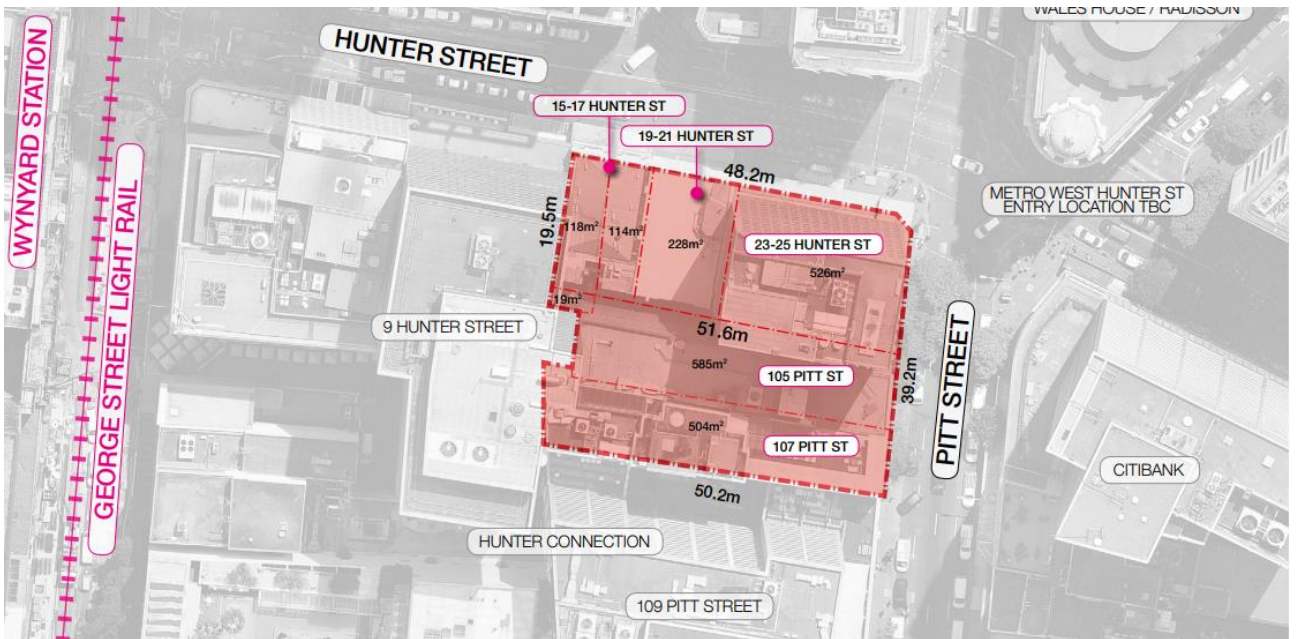


Figure 2 – Site plan including details of each subject site.

Source: Milligan, 2020

### 1.3. METHODOLOGY AND LIMITATIONS

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines ‘Assessing Heritage Significance’, and ‘Statements of Heritage Impact’. The philosophy and process adopted is that guided by the Australia ICOMOS Burra Charter 1999 (revised 2013).

This Heritage Impact Statement assesses the subject Planning Proposal relative to 15-17 Hunter Street and the heritage items in the vicinity. Interiors of buildings have not been inspected, with the exception of 15-17 Hunter Street.

A separate Heritage Assessment was undertaken for 15-17 Hunter Street, prepared by Urbis in February 2020 and the findings of that report have been included herein. The Heritage Assessment has been separately submitted with the subject Planning Proposal. This report also has regard for Development Application D2019/66. The DA approved (with conditions) demolition of the extant commercial building and redevelopment. A separate Heritage Impact Assessment and Demolition Report was prepared by Zoltan Kovacs Architect (December 2018).

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Sydney Local Environmental Plan 2012 and the Sydney Development Control Plan 2012.

## **1.4. AUTHOR IDENTIFICATION**

The following report has been prepared by Cecelia Heazlewood (Consultant) and Fiona Binns (Associate Director).

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

## **1.5. THE PROPOSAL**

This Heritage Impact Statement has been prepared by in support of a Planning Proposal to amend the Sydney Local Environmental Plan 2012 (Sydney LEP). This report has been prepared on behalf of Milligan Group Pty Ltd (the Proponent) and it relates to an amalgamated site at 15-23 Hunter Street and 105-107 Pitt Street (the site).

The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal.

This Planning Proposal supports the City of Sydney Council's Central Sydney Planning Strategy by unlocking additional employment generating floor space within a designated tower cluster. The proposed Sydney LEP amendment is part of the broader redevelopment plan for the site to facilitate a new commercial office tower. It will also facilitate significant public benefits through additional site activation and embellishment of the public domain.

The Planning Proposal is accompanied by amendments to the Sydney Development Control Plan 2012 (Sydney DCP). The site specific DCP amendments reflect the proposed outcome to provide a podium tower scheme.

This is reflected in the accompanying reference design prepared by Bates Smart which serves as a baseline proof of concept for this Planning Proposal. This 2,108m<sup>2</sup> strategic site presents a unique opportunity to deliver a landmark tower that will exhibit design excellence and offer significant employment opportunities for global Sydney.

The uplift being sought is consistent with the strategic intent of the draft CSPA, which contains the City's requirements and expectations for projects pursuing this pathway. Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. As such, this report reflects the concept stage of the proposal, and may be embellished as the detailed design and required works evolve.

The subject Planning Proposal includes:

- Amalgamation of isolated sites at 15-17 Hunter Street, 19-21 Hunter Street and 107 Pitt Street.
- Retention of the 19<sup>th</sup> century commercial building at 15-17 Hunter Street. Proposed redevelopment also facilitates conservation and an improved streetscape presentation in renewing the buildings.
- Minimal excavation/ subsurface works in the vicinity of the Tank Stream to negate any impacts on the structure (excavation is within 2m of the Tank Stream at the narrowest point but is separated by sandstone bedrock).
- The envelope provides for a tower and podium. The proposed podium is 16-21m high, having regard for the height of neighbouring development – notably 15-17 Hunter Street, and allows the decorative finials to sit above the podium height and remain clearly legible. The envelope comfortably allows for future floor levels to compliment and respect the facade of 15-17 Hunter Street.

- The Tower Component is modelled by defining an area set out by the required street, side and rear setbacks, excluding areas over heritage items and Tower Component areas narrower than 6m wide. The envelope includes setbacks of 4m from Hunter Street, 7.5m (average) from Pitt Street, 5.5m (maximum) from the western boundary and 4m from the south.
- Maximum building height RL of 222.5

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### 5.4 Proposed Envelope

- PODIUM HEIGHT:** 16m - 21m
- TOWER HEIGHT:** 213.5m
- TOWER SETBACKS:**
- Pitt Street: 7.5m average
  - Hunter Street: 4m
  - Western Boundary: 5.5m max.
  - Southern Boundary: 4m

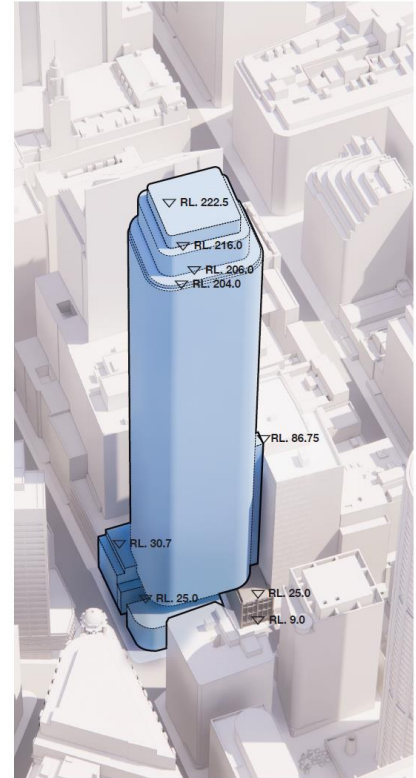
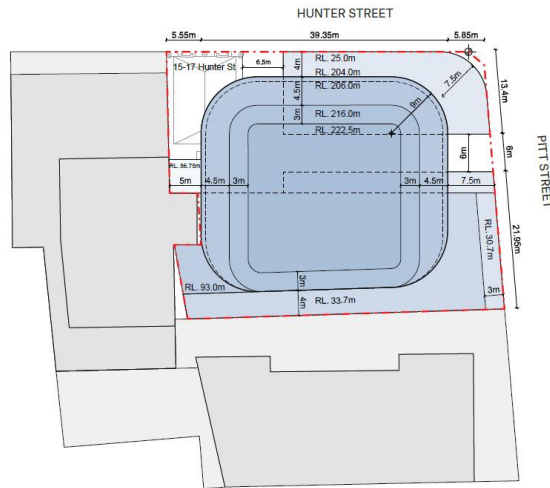


Image source: Bates Smart

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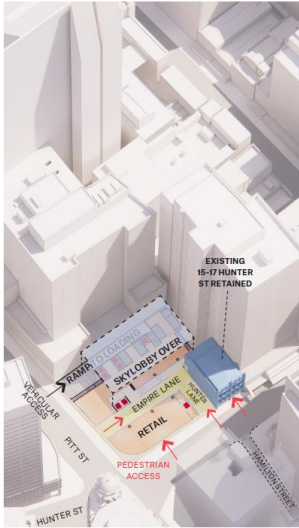


Figure 3 – Proposed envelope

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022



## 5.5 Envelope Principles

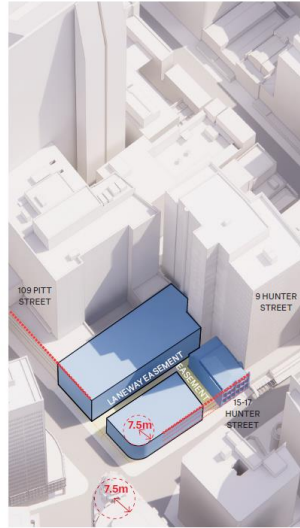


**1. LANEWAY CREATION, ACCESS AND RETENTION**

Widening of Empire Lane and creation of Hunter Lane adjacent the existing 15-17 Hunter Street, which is to be retained.

Prominent corner volume allows for multiple pedestrian entry points and street activation along both streets.

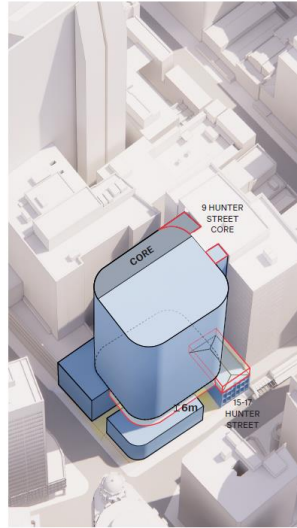
Vehicular entry is via a speed ramp located along the Southern boundary accessed via Pitt Street.



**2. PODIUM ALIGNMENTS**

Podium levels align with existing 15-17 Hunter Street features and parapet. Podium parapet to Pitt Street to align with adjacent 109 Pitt Street. Podium radius of 7.5m consistent with Radisson Blu Plaza Hotel.

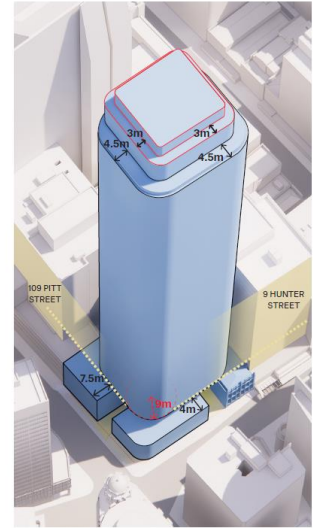
A 19m high easement protects daylight access to the laneways.



**3. RELATIONSHIP TO CONTEXT**

A 6m void above podium buildings to Hunter Street preserves daylight to the laneway and create curtilage to 15-17 Hunter Street.

The tower massing projects out to wrap and conceal 9 Hunter Street's ageing concrete core. The height of this projection aligns with the top of 9 Hunter St.



**4. TOWER SETBACKS AND ENVELOPE**

Setbacks relate to existing context and achieve minimum required size for commercial floorplates. Tower crown setback and curved corner to tower are an effective and necessary strategy in mitigating sky view loss to the street. The curved corner also addresses the unconventional alignment of Pitt and Hunter Streets.

Potential for rooftop terrace with public benefit.

Figure 4 – Envelope Principles

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022

## 5.6 Podium Alignments Hunter Street

### HUNTER STREET PODIUM ALIGNMENT

The proposed envelope podium parapet aligns with the cornice of 15-17 Hunter Street, and allows the moulded spires to sail clear of the podium and remain clearly legible. The envelope comfortably allows for future floor levels to compliment and respect the facade of 15-17 Hunter Street, whilst allowing for a substantial L03 outdoor space with wind and noise protection.



Image source: Bates Smart

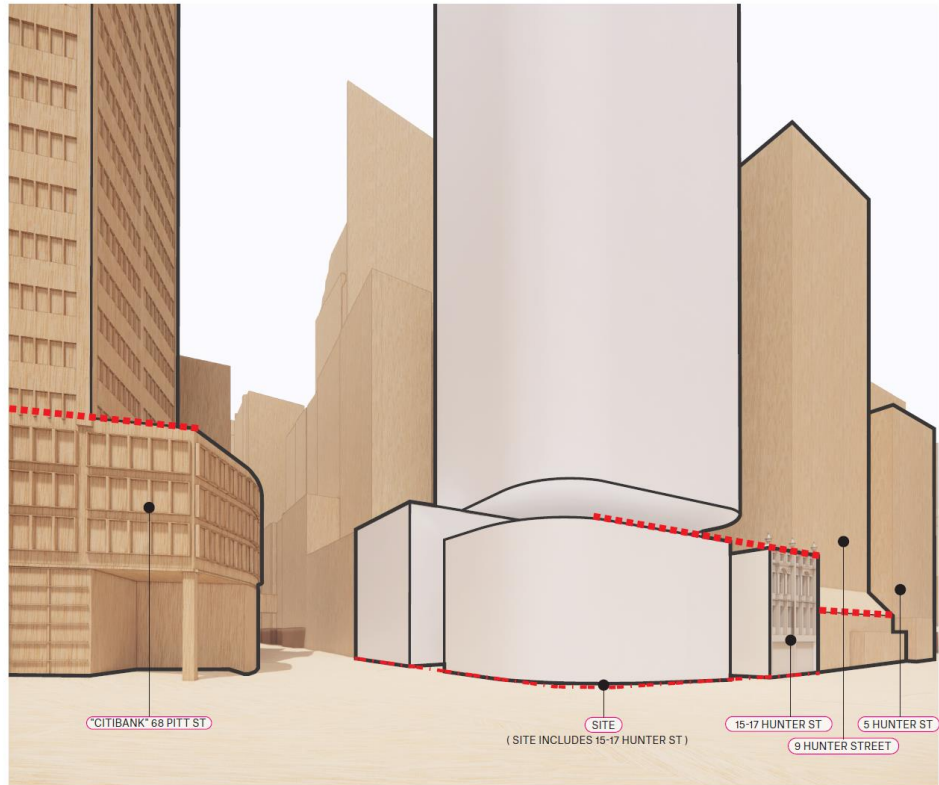


Figure 5 – Podium Alignments

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022



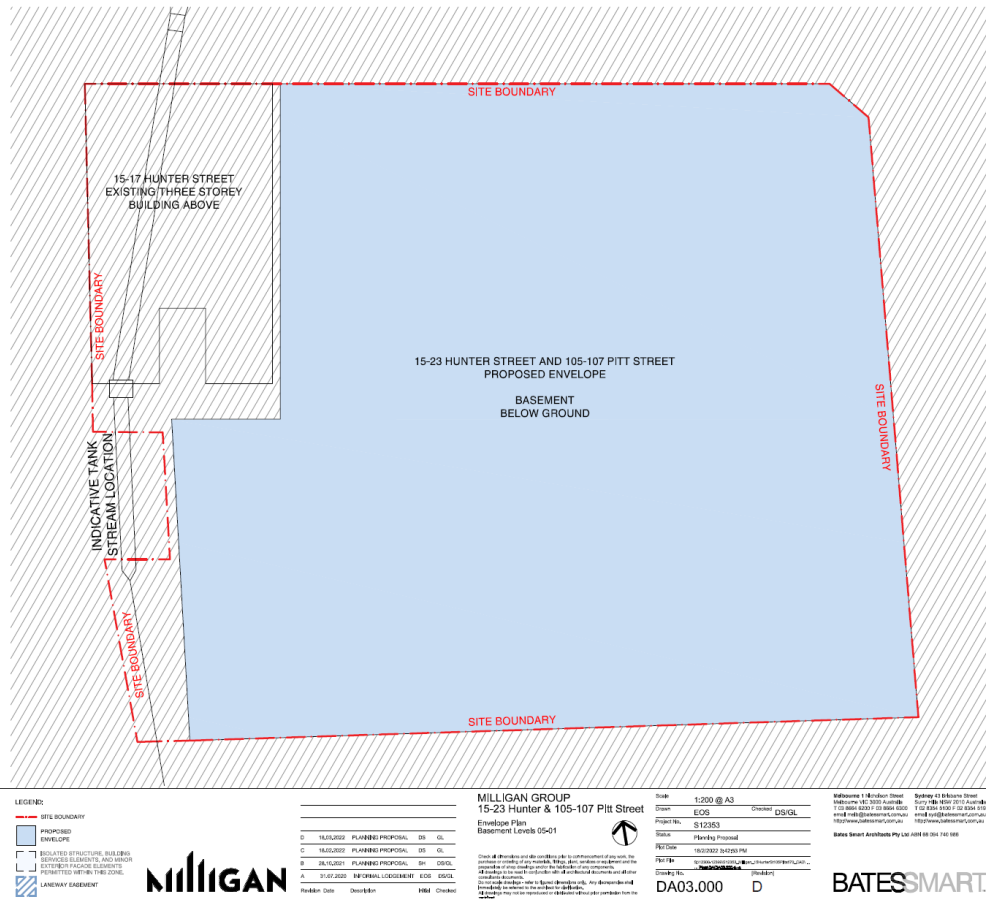


Figure 6 – Basement envelope levels 05-01

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022

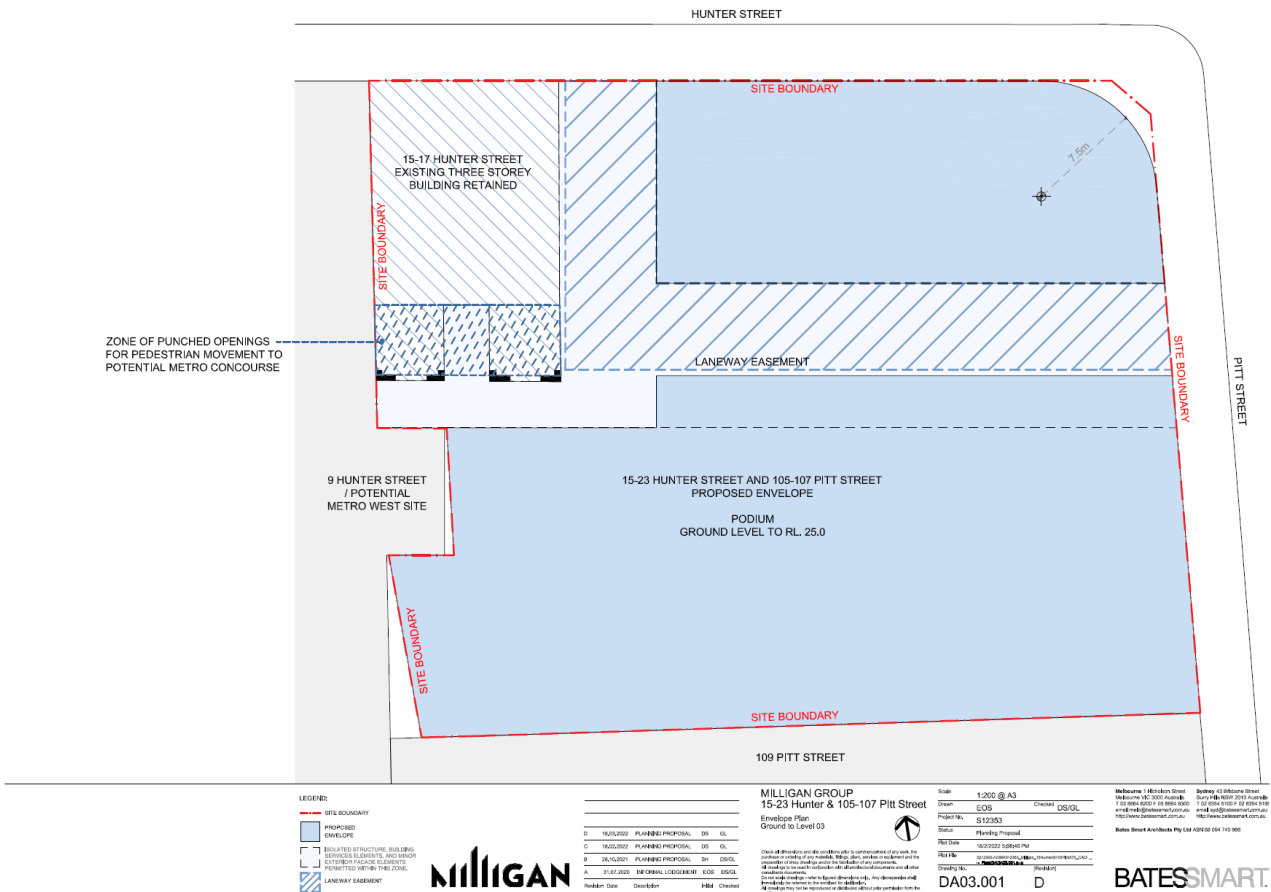


Figure 7 – Envelope Plan - Ground to Level 3

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022

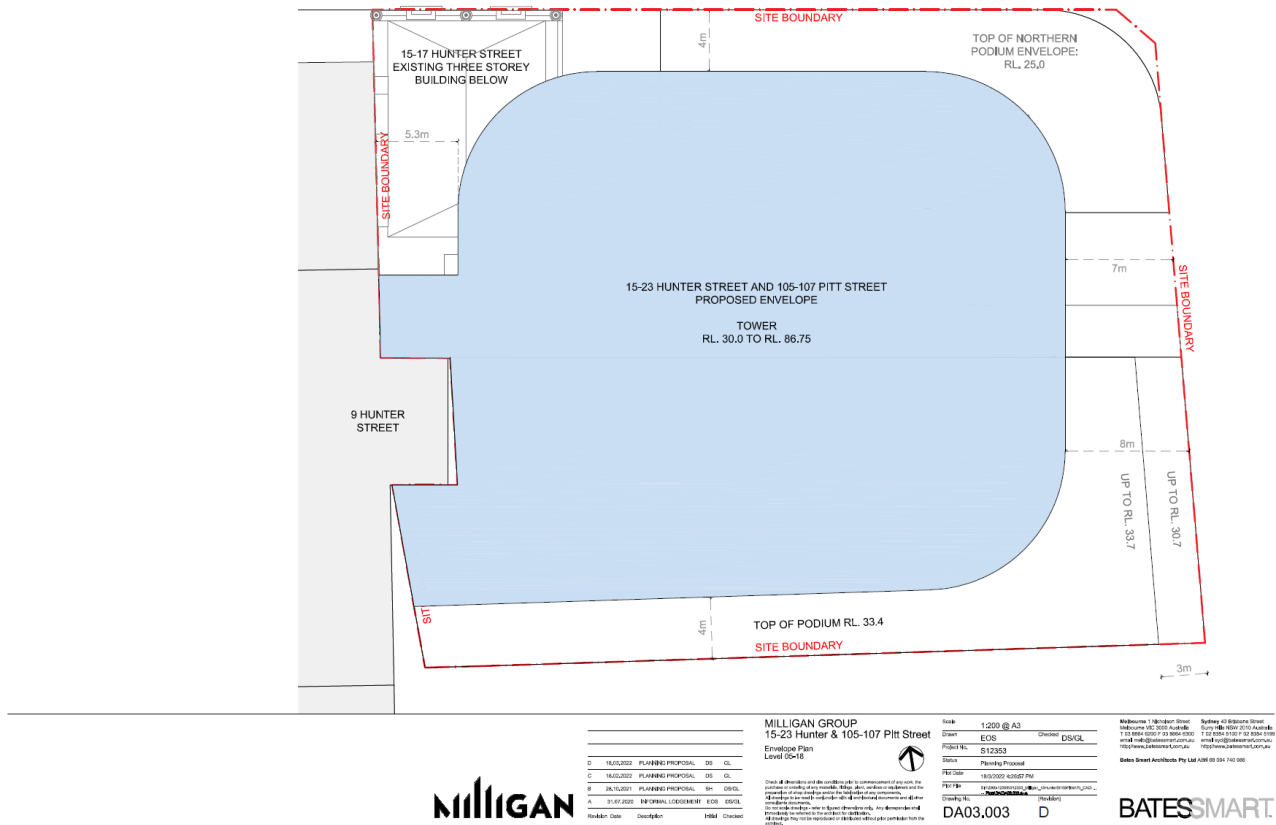
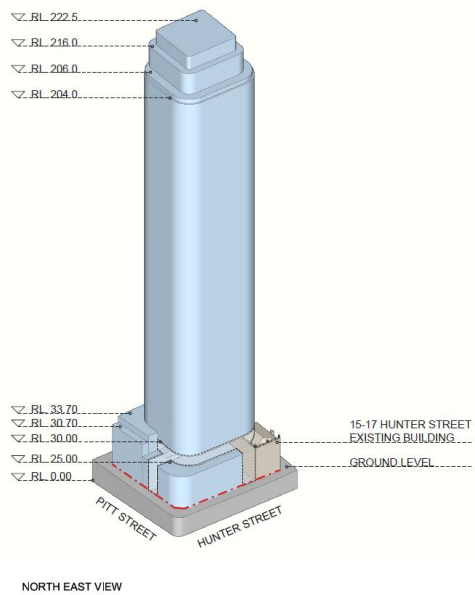
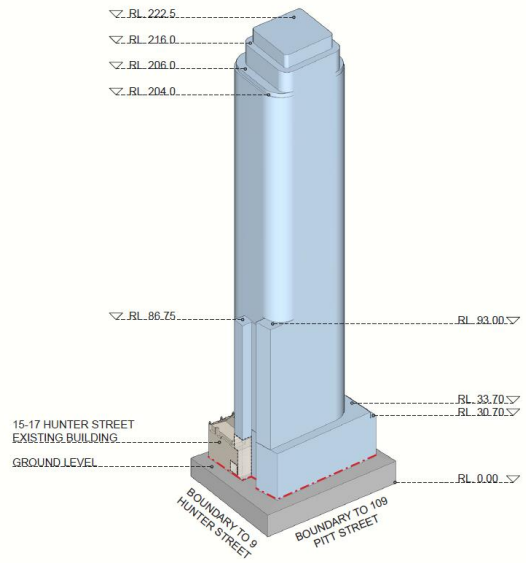


Figure 8 – Tower envelope plan levels 5-18

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022



NORTH EAST VIEW



SOUTH WEST VIEW

LEGEND:

- SITE BOUNDARY
- PROPOSED ENVELOPE
- ISOLATED STRUCTURE, BUILDING SERVICES ELEMENTS AND MINOR EXTERIOR FACADE ELEMENTS PERMITTED WITHIN THIS ZONE.



Version	Date	Description	Author	Checked
D	16/03/2022	PLANNING PROPOSAL	DS	GL
C	16/03/2022	PLANNING PROPOSAL	DS	GL
B	26/03/2021	PLANNING PROPOSAL	DS	DSGL
A	15/07/2020	PRELIMINARY CONCEPT	DS	DSGL

MILLIGAN GROUP  
15-23 Hunter & 105-107 Pitt Street  
Envelope Isometric View

Check all dimensions and details carefully prior to commencement of any work. The contractor is responsible for the accuracy of the drawings. No liability is accepted for the accuracy of any dimensions or quantities shown on these drawings. Any dimensions and quantities shown on these drawings are subject to change without notice. The contractor is responsible for the accuracy of any dimensions and quantities shown on these drawings.

Scale	-
Drawn	EOS
Checked	DS/GL
Project No.	S12383
Status	Planning Proposal
File Size	394.0201 21602 PM
File No.	MILLIGAN/15-23 HUNTER ST/105-107 PITT STREET/DA10.000
Created No.	DA10.000
Version	D

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Figure 9 – Envelope Isometric view

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022



Figure 10 – Reference Design

Source: Milligan Group, *Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022*





Figure 11 – Reference Design

Source: Milligan Group, *Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street*, March 2022

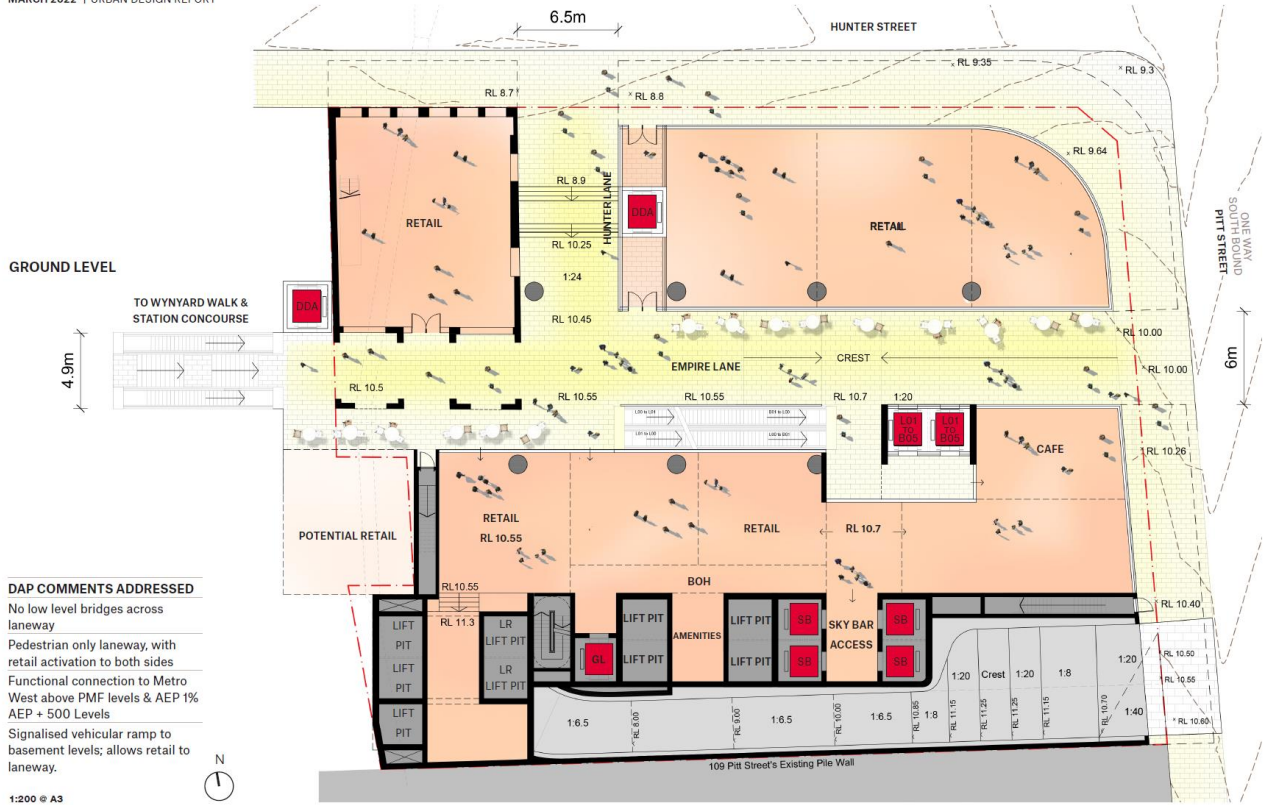


Figure 12 –Ground Floor plan.

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022

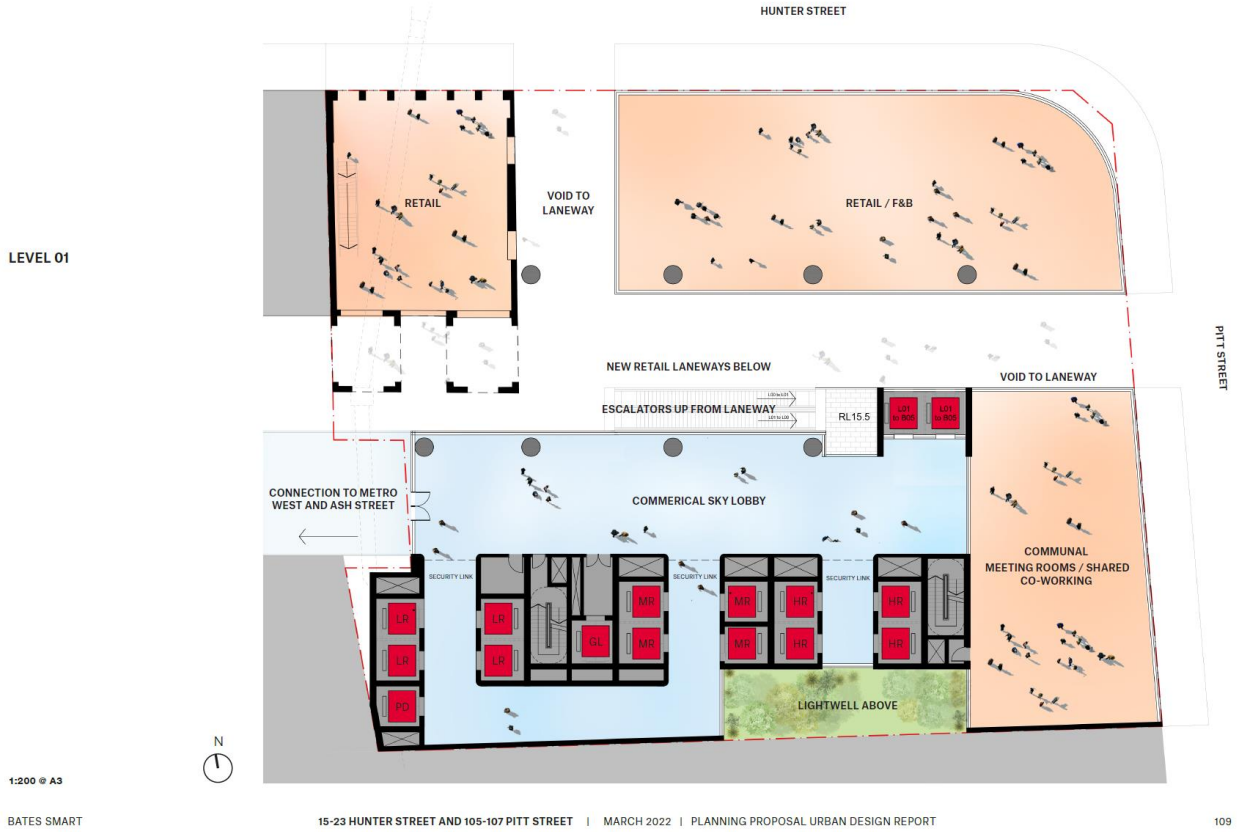


Figure 13 – Level 1 Plan

Source: Milligan Group, Planning Proposal Urban Design Report, 15-23 Hunter Street and 105-107 Pitt Street, March 2022



## 2. SITE DESCRIPTION

The subject area comprises of the following individual sites

- 15-17 Hunter Street;
- 19-21 Hunter Street;
- 23-25 Hunter Street;
- 105 Pitt Street; and
- 107 Pitt Street.

In total, the site amasses 2108m<sup>2</sup>. The footprints of the buildings of the buildings almost completely cover the site. Notwithstanding, there is a small service laneway (Empire Lane) separating 15-21 Hunter Street and 23-25 Hunter Street from 105 Pitt Street. This passageway is a remainder from the original historic subdivision (refer to Section 3.2).

15-17, 19-21 and 23-25 Hunter Street all feature secondary rear facades to the Empire Lane. 105 and 107 Pitt Street have frontages to Pitt Street with no rear (western) lane access. However, 105 Pitt Street also has a secondary (northern) frontage to Empire Lane. The subject site has an overall dense character with varying heights, construction dates and varying building typologies. The surrounding built environment of the site is one of the most densely built up areas in Sydney City's Central Business District, characterised by commercial structures including banks, hotels, shops and offices.



Figure 14 – Site plan including details of each subject site.

Source: Milligan, 2020

## 2.1. THE TANK STREAM

The Tank Stream is a former freshwater tributary of Sydney Cove, and is now a tunnel structure running beneath the City. The surviving fabric of the Tank Stream extends from King St through to Circular Quay in Sydney's CBD. Throughout its history it has served a number of purposes and has undergone a number of alterations. We understand from a review of the available survey and authority's information that The Tank Stream extends below the existing building at No.15-17 Hunter St. It is understood that the crown of the Tank Stream structure is likely at RL3m which is approximately 5m below Hunter Street.<sup>1</sup>

The location of the Tank Stream is shown in historical site mapping in section 3.

## 2.2. 15-17 HUNTER STREET

The following site description has been extracted in part from a previous study of the subject site undertaken by Urbis in August 2020. Reference should be made to the submitted Heritage Assessment for the full detail:

15-17 Hunter Street is the only surviving 19<sup>th</sup> century building on the south side of Hunter Street between George and Pitt Streets. The building was formerly known as Pangas House. Historical analysis suggests that the building was constructed in the early- mid 1880s, following the demolition of an earlier terrace on the site. The fourth floor was added c.1896. Design of the building in the Victorian Italianate style has been attributed to architect Clarence Backhouse, although this has not been confirmed.

Pangas House is a four storey Italianate commercial building of masonry construction and with a heavily modelled façade, divided into two bays, each with three bays of windows separated by expressed piers. The central windows are framed by ornate columns with decorative capitals and plinths. The windowsills are decoratively moulded and there are arches above the central windows on the second floor with decorative friezes above the windows. The façade clearly illustrates the original three storey form of the building through a deep cornice above the second floor and the central arched second floor windows. The third floor is a late 19<sup>th</sup> century addition and features low square windows which are at odds with the vertical character of the original three storey façade. The parapet is finished with decorative finials.

The ground floor and awning has been extensively modified, with contemporary shopfronts and entry to the first-floor hotel. The awning dates to the mid-20<sup>th</sup> century. The building has been painted in a mint green which post-dates the 2006 refurbishment as demonstrated in Figure 4. The rear of the building is more utilitarian and retains remnants of central loading bays including the former lifting beam although there have been some modifications to the façade fenestration including some infill. The former loading bays would have originally featured doors.

The ground floor level interior has been extensively modified. It is currently occupied by two shop fronts and the entrance for the hotel which occupies the above floors. There is no original fabric remnant on the ground floor.

The first, second and third floors of the subject property are occupied by the comfort hotel. The interiors were reportedly rebuilt in 1986 and were also extensively modified under Development Application (DA) D2006/2107 which was approved in 2007 and permitted the conversion of the three floors into a hotel. The typical floor plan includes 6 rooms with balcony, communal kitchen and living area with a central stairwell through the building permitting access to different levels. There is also a reception facility on the first floor. There is no remaining original fabric identifiable in the interior of the building.

As outlined above, the PP seeks the listing of the remnant 19<sup>th</sup> century commercial buildings at 15-17 Hunter Street (being the former Pangas House).

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<sup>1</sup> Milligan 15-23 Hunter Street and 105-107 Pitt Street Planning Proposal / July 2020, page 22



Figure 15 - Façade of 15-17 Hunter Street

Source: Urbis, 2020



Figure 16 – Façade of 15-17 Hunter Street in 2006.

Source: D/2006/2107 Statement of Environmental Effects

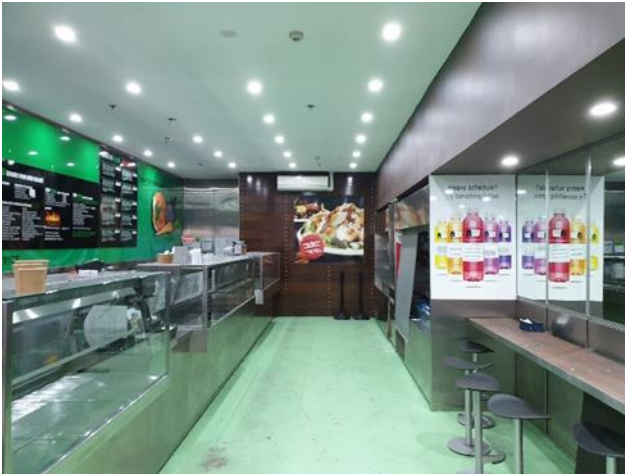


Figure 17 – Shop front on ground level of building.

Source: Urbis, 2020



Figure 18 – Shop front on ground level of building.

Source: Urbis, 2020





Figure 19 – The first floor reception area

Source: Urbis, 2020.



Figure 20 – Common area kitchen

Source: Urbis, 2020.



Figure 21 – Typical accommodation room

Source: Milligan Group.

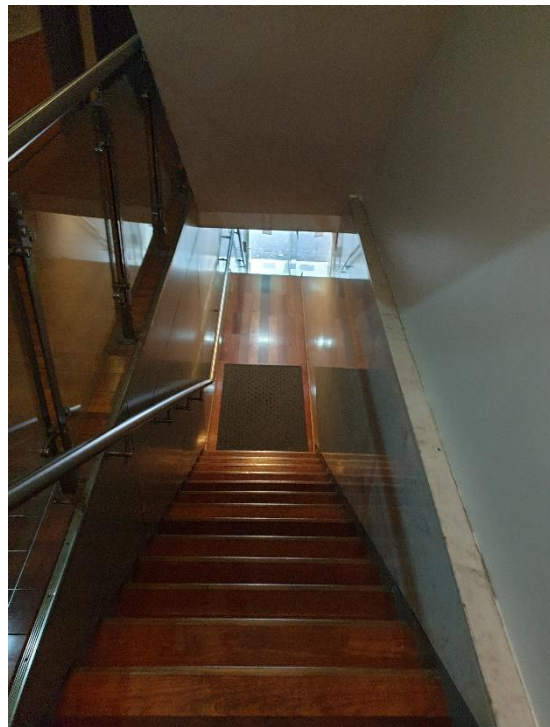


Figure 22 Central concrete stairwell

Source: Urbis, 2020.

## 2.3. 19-21 HUNTER STREET

19-21 Hunter Street contains a four-storey structure with a modern rendered brick façade. It is evidenced that a prior four-storey late Victorian structure existed on the subject site, however, it appears to have been replaced entirely by the current structure. Notwithstanding, it mimics the height of its original structure and counterpart at 15-17 Hunter Street. The primary construction appears to date from the mid-1950s while the fenestration and joinery is dated from the 1970s.<sup>2</sup>

The building is of a simplified structure with minimal features of architectural interest. The irregular and narrowed fenestration appears to correspond with the building's primary entrance from Hunter Street and central reinforced stair within the building. The windows and doors are contemporary with aluminium framing. The ground floor exhibits various commercial occupancy, while the upper levels appear vacant. The shopfronts are flanked under a recently built cantilevered awning. The rear façade presents a similar style to

<sup>2</sup> Zoltan Kovacs Architecture, "Heritage Impact Assessment & Demolition Report", December 2018.

the front with minimal simplistic detailing and modern fenestration. It is evident that some of windows at this rear façade have been concreted in.

The skillion roof is constructed of contemporary corrugated steel enclosed with modern masonry parapets. There are no existing original decorative features or chimneys.



Figure 23 The principal northern Hunter Street façade

Source: Urbis, 2020



Figure 24 The ground floor shopfront

Source: Urbis, 2020

A recent Development Application D/2019/66 was approved for demolition of the existing commercial building at 19-21 Hunter Street and construction of a new 17 storey hotel, along with alterations to the existing building at 15-17 Hunter Street.

## 2.4. 23-25 HUNTER STREET

The seventeen-storey building located at 23 Hunter Street also known as 'Currency House' was constructed in the early/ mid-1970s in the Brutalist architectural style. The structure maintains many of the original Brutalist architectural qualities, including its robust form, expressed concrete façade (constructed of pre-cast concrete panels with expressed fins), simplicity in design with subtle detailing and vertical 'slit' windows. The fenestration pattern is consistent with an even solid to void ratio. The building reflects a reasonably restrained example of the typology.

The ground floor has a contemporary fit out with contemporary glazing to the primary elevations. The ground floor also features a contemporary, tiered awning with a polished timber soffit. The flat roof is defined by a parapet that continues the detailing of the primary façade. The roof appears to have no other explicit details. The detailing of the primary façade is continued partially to the Empire Lane frontage. However, the remainder of this façade is of plain reinforced concrete.

Currently the National Bank of Australia is leasing the ground floor while the remaining floor are utilised as various office spaces.





Figure 25 Currency House at 23-25 Hunter Street

Source: Urbis, 2020



Figure 26 Currency House (northern Hunter Street façade)

Source: Urbis, 2020



Figure 27 The retail shopfront

Source: Urbis, 2020



Figure 28 The refurbished Currency House foyer

Source: Urbis, 2020

## 2.5. 105 PITT STREET

The site appears to have been redeveloped in the mid 20th century for the current 7 storey building (plus basement). The current structure presents a contemporary refurbished façade to Pitt Street (post 1990s) while the northern laneway frontage suggest a mid – late 20th century construction. The building is a brick and concrete construction. At the ground level, there is a split level entry, the concrete stairs at the primary entrance providing access to the upper and lower ground floors. The principal frontage to Pitt Street, features spandrels of glazing and aluminium cladding. The northern Empire Lane frontage is utilitarian, of facebrick and concrete with long horizontal spans of aluminium windows.

The upper ground floor tenancy is occupied by a restaurant. Upper floors are occupied by commercial offices.



Figure 29 The principal Pitt Street façade

Source: Urbis, 2020



Figure 30 The northern Empire Lane façade

Source: Urbis, 2020

## 2.6. 107 PITT STREET

The eight storey building appears to be a late 20<sup>th</sup> construction which has been substantially refurbished including a more contemporary renewal of the principal Pitt Street façade. The structure occupies the entirety of the allotment and is enclosed by adjoining properties. The ground floor features a large portal framed opening with a recessed entry to a commercial lobby and a secondary entry to a ground floor retail tenancy, presently occupied by a restaurant, with mezzanine seating above the commercial lobby entry. The ground floor façade is entirely contemporary.

The façade is characterised by floor to ceiling glazing and steel Juliette balconies. Masonry frame and floor levels are clad in marble.

There is a light well on the northern side of the building which provides light and enables views of the southern elevation of neighbouring property at 105 Pitt Street. The building has underground parking, accessible from Empire Lane.



Figure 31 The principal façade, showing the contemporary refurbished façade

Source: Urbis, 2020



Figure 32 The ground floor lobby and restaurant entries

Source: Urbis, 2020



## 2.7. STREETScape CONTEXT AND HERITAGE ITEMS IN THE VICINITY

The immediate context of Pitt and Hunter Streets is generally characterised by a mix of mid-late 20<sup>th</sup> century development, some contemporary overlay and isolated heritage items. Buildings are a mix of scale and typologies. The subject site is in the vicinity of a number of heritage items including the

The site is also in the vicinity of a number of locally listed heritage items, listed below:

- Hamilton Street, Item No. I1806.
- “NSW Sports Club” including interiors, 10–14 Hunter Street Item No. I1808.
- “Grand Hotel” including interior, 30–32 Hunter Street, Item No. I1809.
- “Australia Square” including tower and plaza buildings, forecourt, plaza and interiors, 264–278 George Street (and 87–95 Pitt Street) Australia Square, Item No. I1764.
- Former Wales House including interiors, 64–66 Pitt Street, Item No. I1915.
- Former “Bryant House” including interiors and grounds, 80–82A Pitt Street, Item No. I1918



Figure 33 The subject site at the southwest corner of Pitt and Hunter Streets

Source: Urbis, 2020



Figure 34 View of the western side of Pitt Street (including the subject site) and intersection of Hunter Street

Source: Urbis, 2020



Figure 35 View north along Pitt Street, with the subject site at left and the heritage listed Former Wales House at the intersection at right

Source: Urbis, 2020

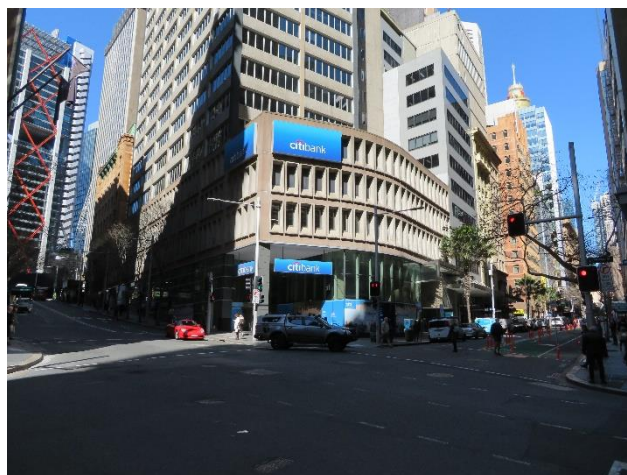


Figure 36 The southeast corner of Pitt and Hunter Streets, opposite the subject site

Source: Urbis, 2020





Figure 37 View east along Hunter Street, towards the heritage listed Former Wales House at the intersection

Source: Urbis, 2020



Figure 38 Part view of the former Sports Club (Hunter Street)

Source: Urbis, 2020



Figure 39 View east along Hunter Street, towards the heritage listed Former Wales House at the intersection

Source: Urbis, 2020

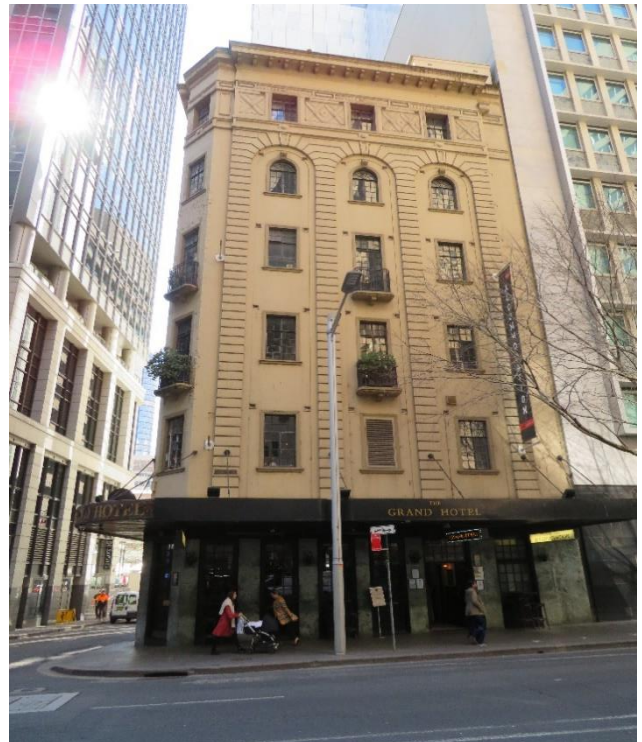


Figure 40 The Grand Hotel and Hamilton Street (Hunter Street)

Source: Urbis, 2020

### 3. HISTORICAL OVERVIEW

This historical overview has largely been adapted from previous assessments of the site and surrounds, including the following:

- Urbis, 2020 *Heritage Assessment 15-17 Hunter Street, Sydney*
- GML, 2014. *10-14 Hunter Street, Sydney. (The Former NSW Sports Club) Conservation Management Plan.*
- Davies, P. *15-17 Hunter Street, Conservation Plan.* (undated)
- AHMS, 1999. '*15-17 Hunter Street: Archaeological Assessment, HIS & Mitigative Strategy.*

#### 3.1. AREA HISTORY

In the months that followed the initial landing of the First Fleet at Sydney Cove, the fledgling settlement began to expand inland from the water, clearing the land as it went. Soon the ground surrounding the cove was dotted with the camps of settlers, with tracks and paths connecting them back to the water. The main tracks were quickly established as roads, running along the valley of the Tank Stream away from the shores of the cove. High Street (George Street) and Pitt's Row (Pitt Street) were the first, with connecting streets east to west following. A bridge over the Tank Stream defined the first cross street. This allowed for easy access between the settlements on either side of the stream and was to be called Bridge Street.

Pitt Street, one of Sydney's oldest streets and major thoroughfare is understood to be named after William Pitt, the Prime Minister of England when NSW was founded.<sup>3</sup> Additionally, Pitt Street runs alongside where the tank stream would have organically flowed. In the first half of the 1800s Pitt Street was lined with terraces. However, in the latter half of the century the streets boomed with industrial development as the heart of Sydney's central business district was formed.

Hunter Street was established as a track connecting the Military Barracks and Parade Ground (today's Wynyard Park and adjoining George Street area) to the prisoner's huts located just east of the Tank Stream. By 1800, this track had been formalised into a street named Bell Street. It was changed to Hunter Street in honour of John Hunter, Governor of NSW from 1795–1800, by Governor Macquarie in 1810.<sup>4</sup>

#### 3.2. SITE HISTORY

In December 1817, Alexander Riley received a grant from Governor Lachlan Macquarie, on the newly named and formalised Hunter Street and inclusive of the subject site.<sup>5</sup> The conditions of the grant included that the land be retained for at least three years and a two-story stone or brick dwelling be constructed.<sup>6</sup> No improvements to the subject site are identified in the 1833 City of Sydney survey plans, which instead show the Tank Stream as still somewhat naturalised in the subject area at the time (see Figure 19). It can therefore be assumed that by the time James Simmons purchased the property in 1836 from Richard and Mary Louisa Jones, it was not developed despite the aforementioned condition. The property became the main interest of Simmons' daughter, Elizabeth, in whose name the title was held. Elizabeth went on to marry, taking the last name Wangenheim and running the property until retirement when it passed to her son, Joseph, and eventually her grandson, Gus.<sup>7</sup>

The site, along Hunter Street was developed as part of a three-storey terrace row, presumably by Simmons. The terraces were typically three storey structures with awnings on the ground floor, and rectangular windows on the upper floors situated either side of an arched central opening.<sup>8</sup> This row of like buildings are visible on the 1848 Fowles plan at Figure 44 and the 1865 Trigonometrical Survey Plan of Sydney (see Figure 42). The terraces appear to have been constructed of brick or stone, with shingle roof, and 1 & 2 storey sheds in the rear yard. The terrace row extended from the corner of Pitt and Hunter Street. The Tank Stream began as an open stream as shown on the 1833 Survey plan and was later enclosed. By the time

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<sup>3</sup> National Portrait Gallery, <https://www.portrait.gov.au/people/william-pitt-1759>, Accessed 24.08.2020

<sup>4</sup> GML, 2014. *10-14 Hunter Street, Sydney. (The Former NSW Sports Club) Conservation Management Plan.*

<sup>5</sup> Certificate of Title, Volume 7590, Folio 12.

<sup>6</sup> AHMS, 1999. '*15-17 Hunter Street: Archaeological Assessment, HIS & Mitigative Strategy.*'

<sup>7</sup> Davies, P. *15-17 Hunter Street Conservation Plan* (undated).

<sup>8</sup> AHMS, 1999.



the site was developed, the Tank Stream was enclosed within the brick drain located beneath the subject site (see the 1860s streetscape view at Figure 37).

As shown on the Fowles Plan (Figure 45), at the end of the row of terraces is a corner building which has been identified as a hotel (later known as the Currency Lass), this building shares a frontage with Pitt Street. The 1848 Fowles sketch also illustrates that Pitt Street was developed with a row of three storey terrace style buildings designed in a similar style to those on Hunter Street. The sketch also showed that the corner hotel has a small outbuilding to narrow adjoining allotment. This allotment adjoining the hotel had been redeveloped in the late 1800s.

The 1880 Doves plans demonstrate that at this time the subject site was entirely occupied by commercial industries. The subject buildings along Hunter Street housed a chemist, jewellers, farriers and at the corner of Pitt and Hunter is the 'Currency Lass Hotel'. The name 'currency lads or lasses' referring to the 'first generation' of native-born white Australians. Along Pitt Street, adjoining the Currency Lass Hotel was a stockbroker, a stationer and an auction house.

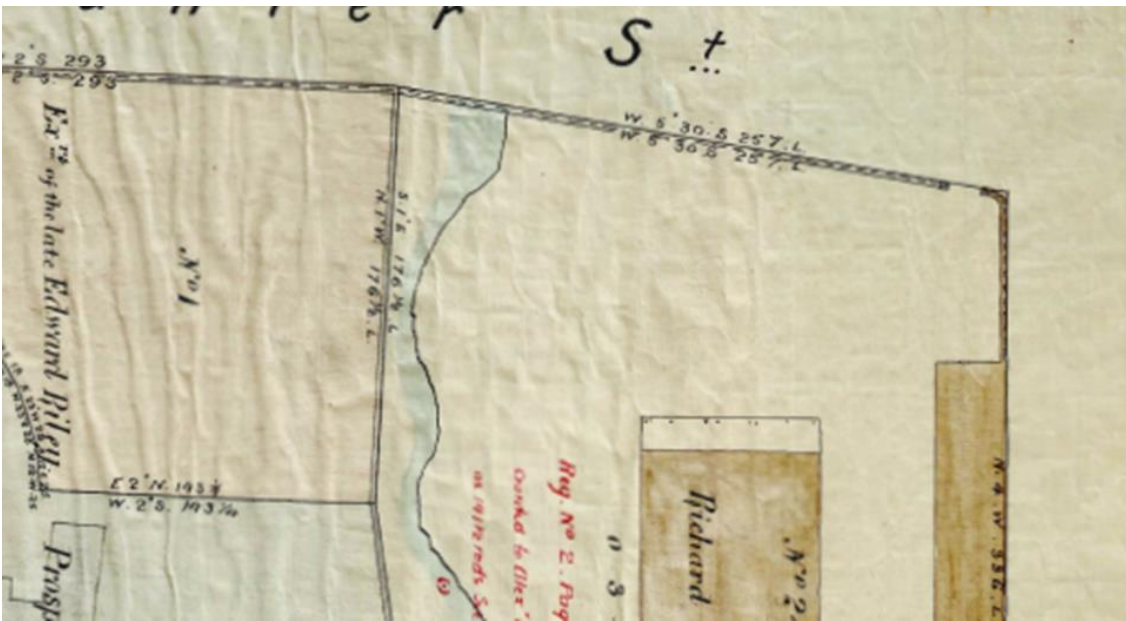


Figure 41 – City of Sydney Survey Plans, 1833, Section 37.

Source: City of Sydney Archives

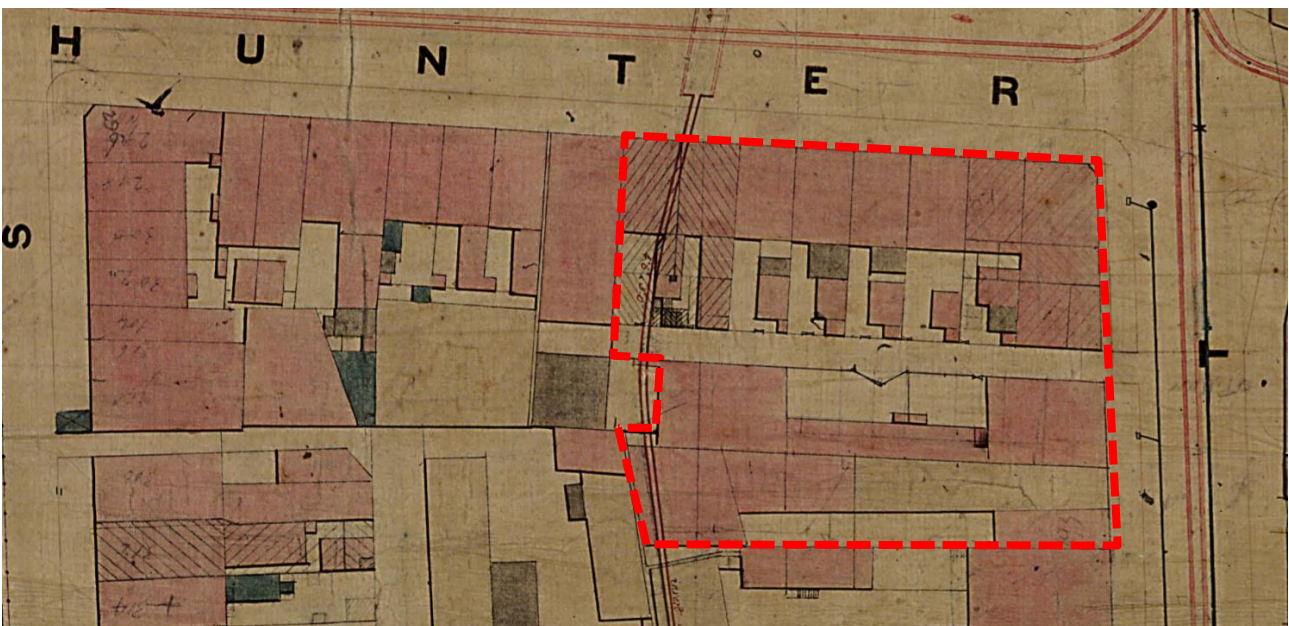


Figure 42 – City of Sydney Trigonometrical Survey, 1865, Block D2. Subject site indicated in red hatching.

Source: City of Sydney Archives



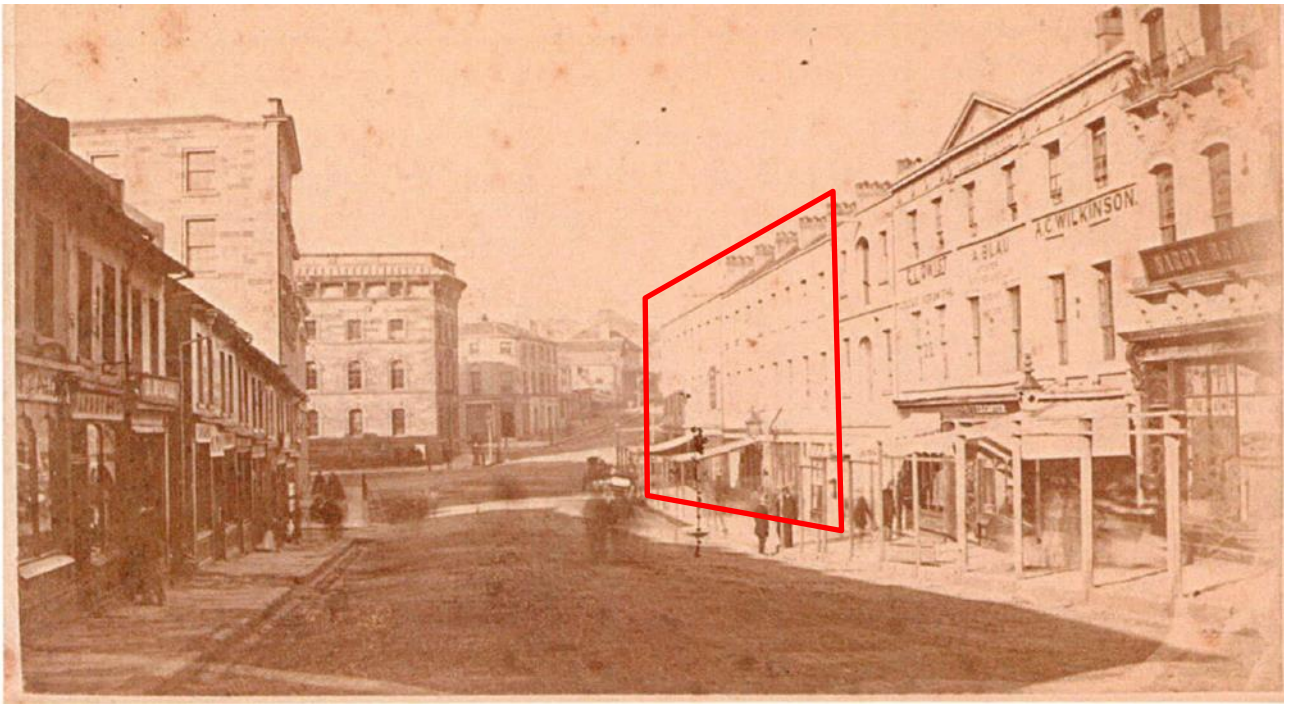


Figure 43 – View east along Hunter Street from George Street, showing the terrace row, of which the subject site formed part (c1867-70).

Source: SPF/549

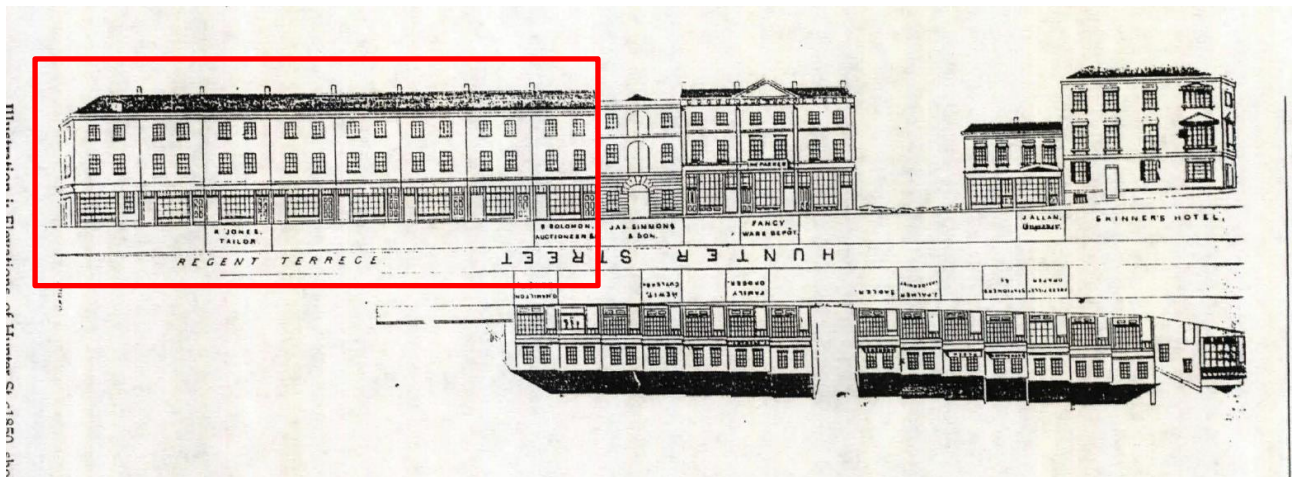


Figure 44 – Fowles 1848 with the approximate site area indicated

Source: <http://gutenberg.net.au/ebooks06/0600151h-images/p40a.jpg>

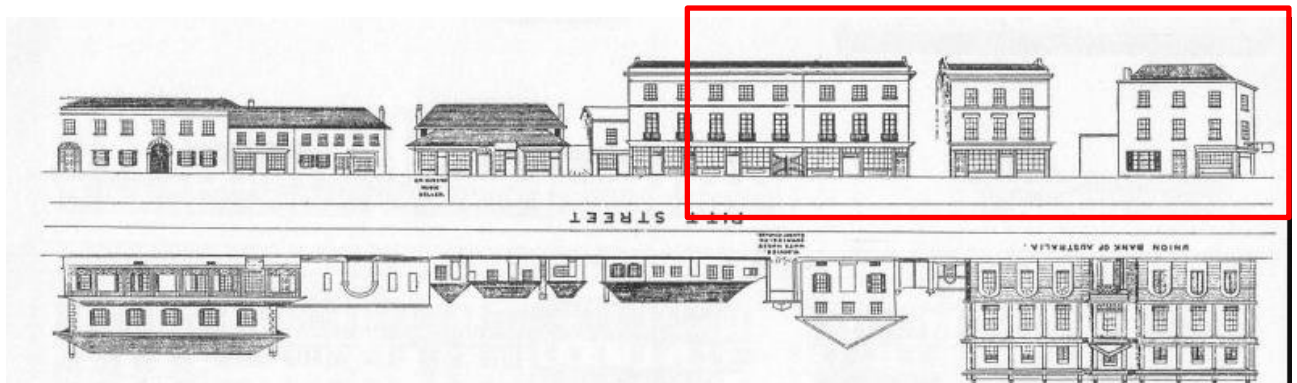


Figure 45 – Fowles 1848 view of Pitt Street with the approximate site area indicated

Source: <http://gutenberg.net.au/ebooks06/0600151h-images/p40a.jpg>



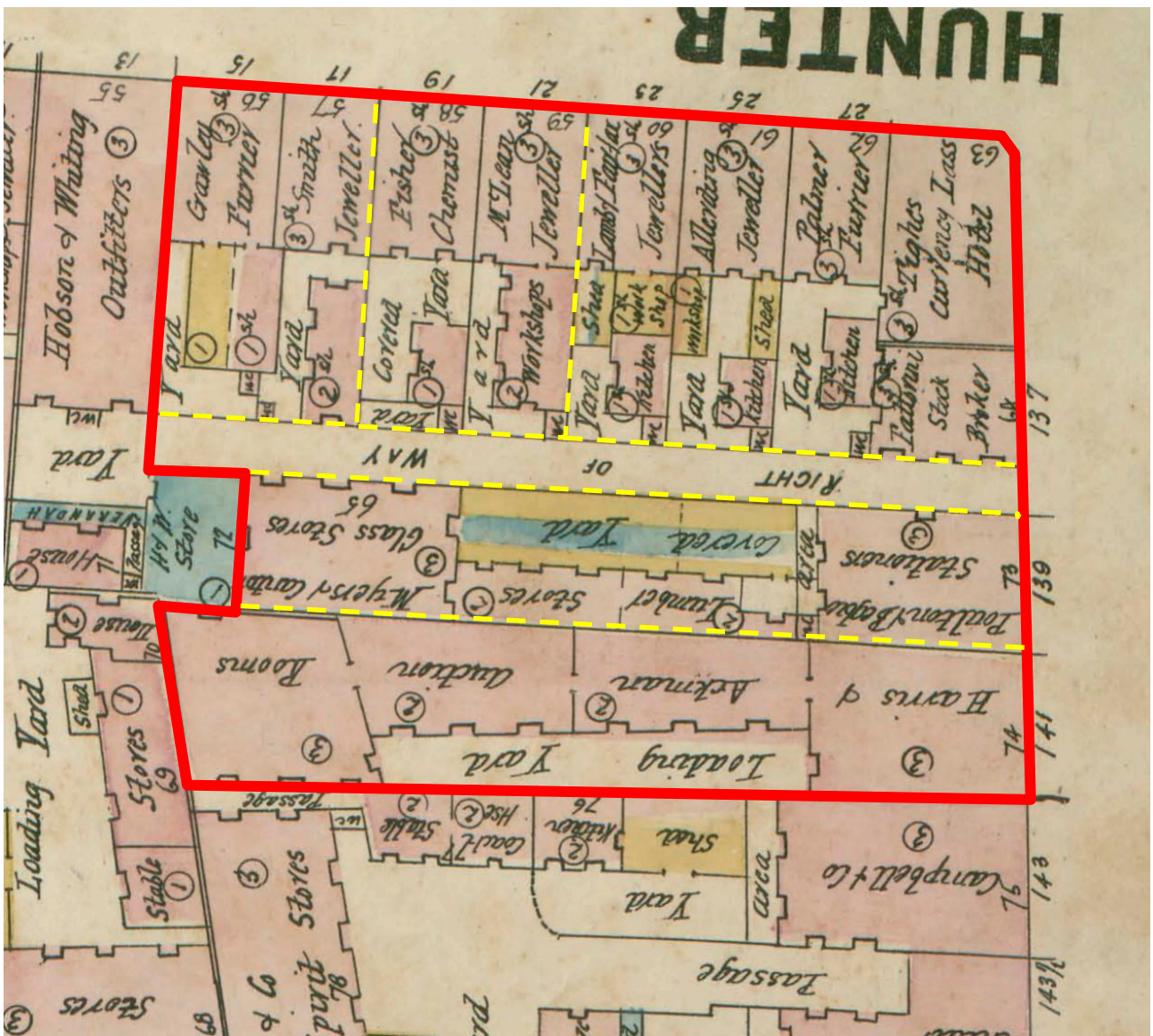


Figure 46 – Doves Plan of Sydney, 1880. Red outline indicates the entirety of the subject site, yellow dashed line indicates the boundaries of the current individual allotments.

Source: City of Sydney Archives



Figure 47 – Hunter Street in 1870's facing west. The subject site is shown at left with the Currency Lass on the corner of Pitt and Hunter Street (indicated with a red arrow).

Source: *Private collection*



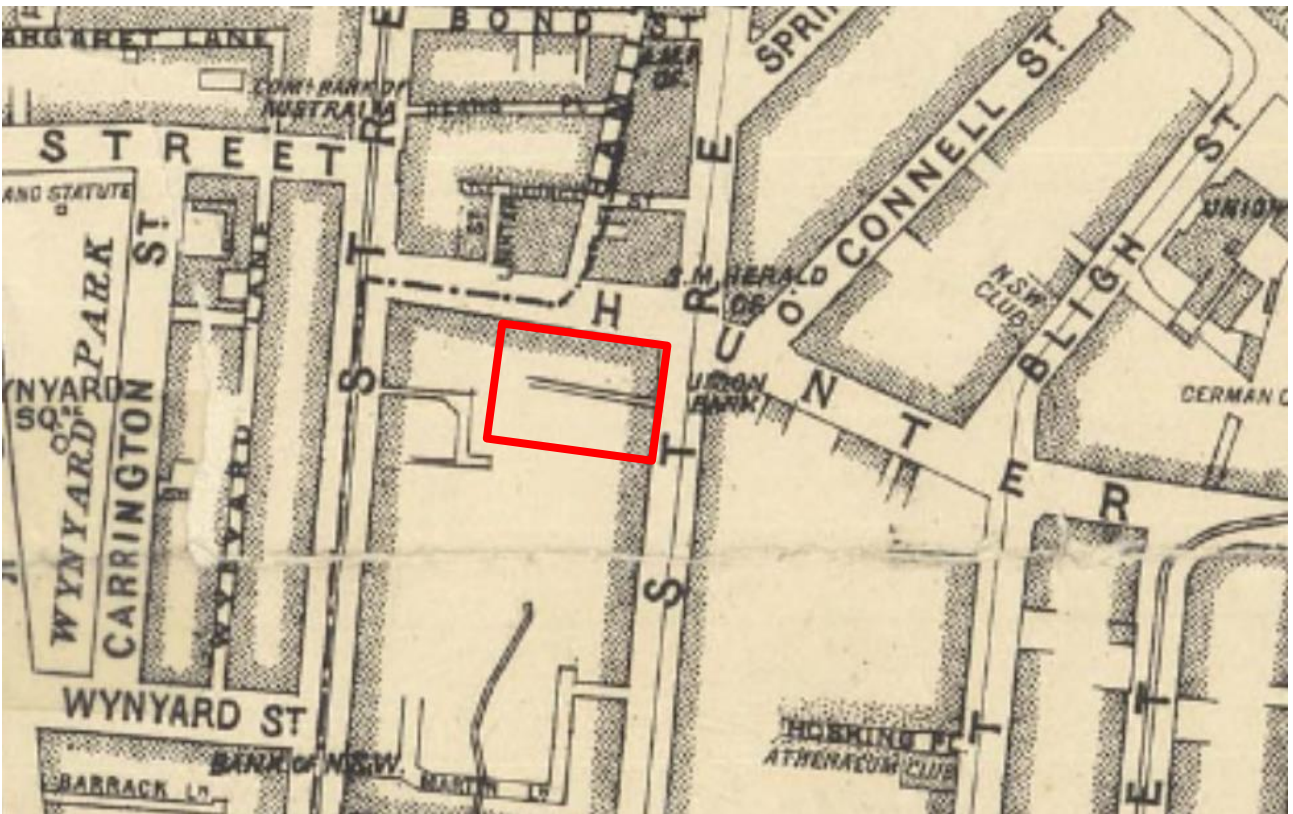


Figure 48 – 1903 map of subject site approximately indicated in red.

Source: Department of Lands, City of Sydney, 1903: Single sheet (12/01/1903), [A-00880475]. City of Sydney Archives, accessed 10 Feb 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709402>

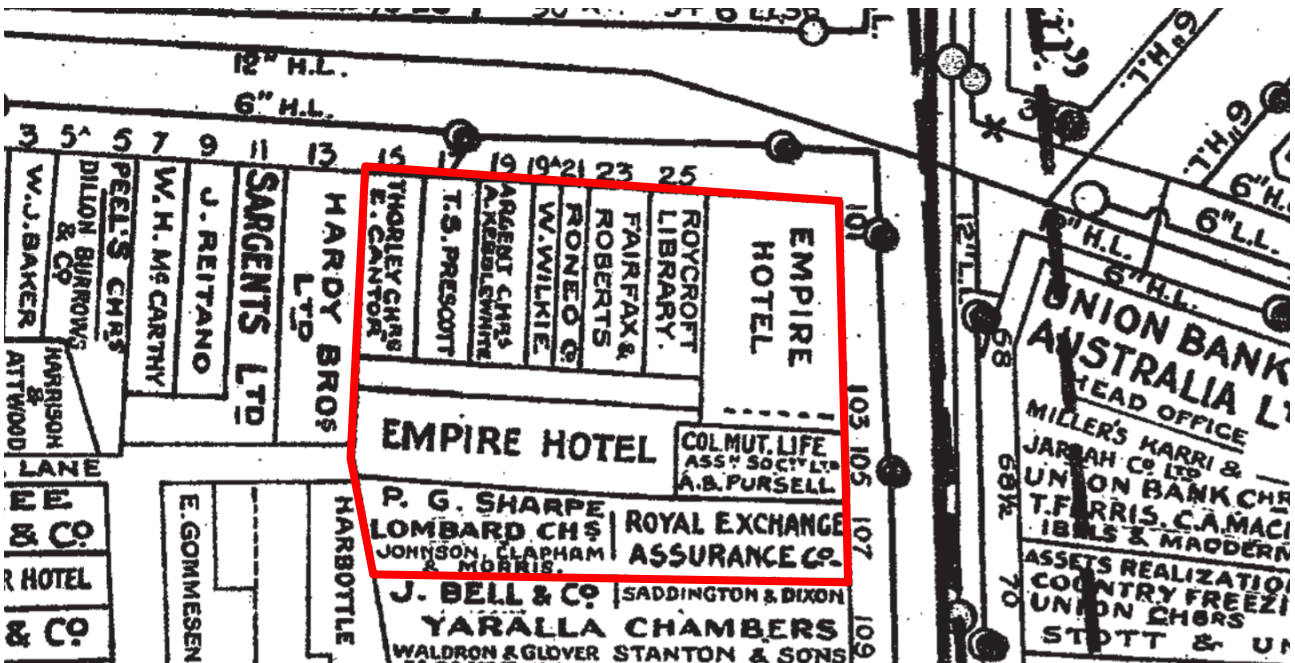


Figure 49 – 1910 map of subject site approximately indicated in red.

Source: Roberts & Moffat Limited, Central City of Sydney, 1910: Single sheet (01/01/1910 - 31/12/1910), [A-00880476]. City of Sydney Archives, accessed 10 Feb 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709403>



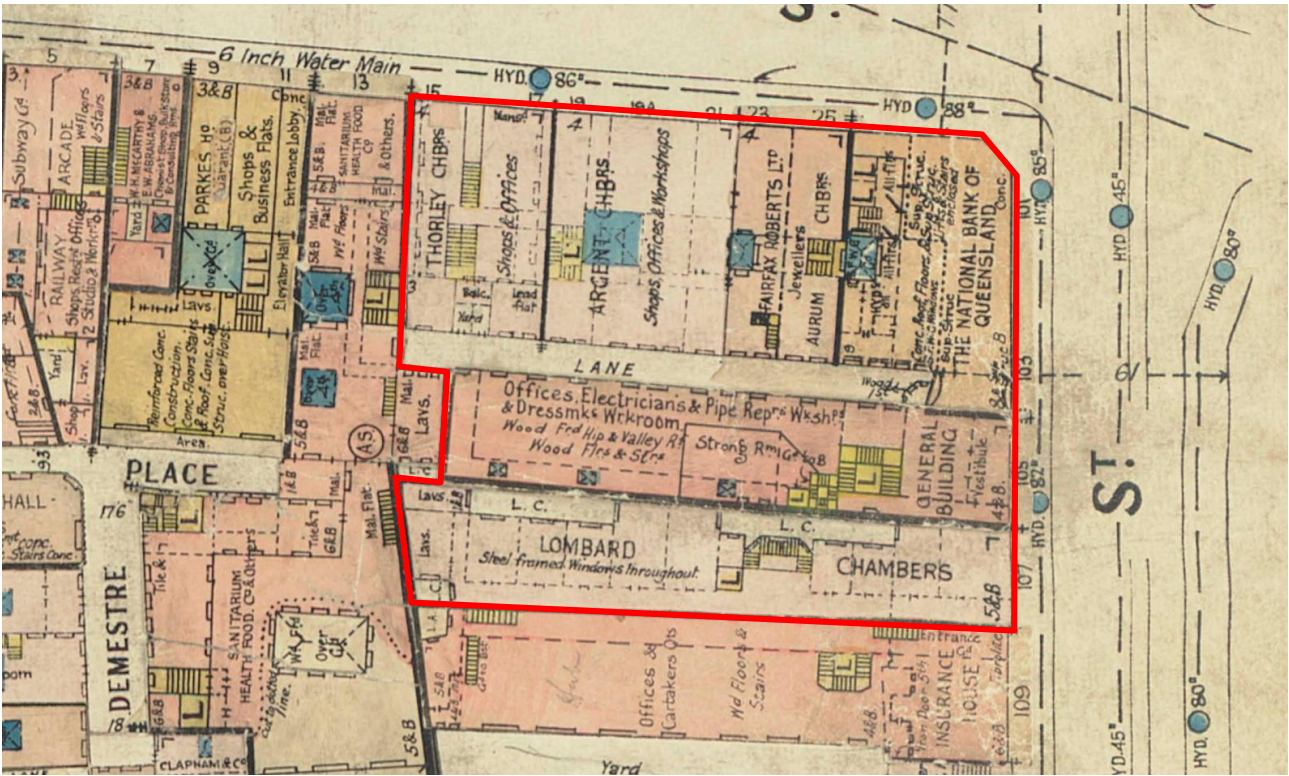


Figure 50 – 1920 map of subject site approximately indicated in red.

Source: Fire Underwriters' Association of NSW, Plans of Sydney (Fire Underwriters), 1917-1939: Blocks 122, 130 (01/01/1917 - 31/12/1939), [A-00880236]. City of Sydney Archives, accessed 10 Feb 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709163>

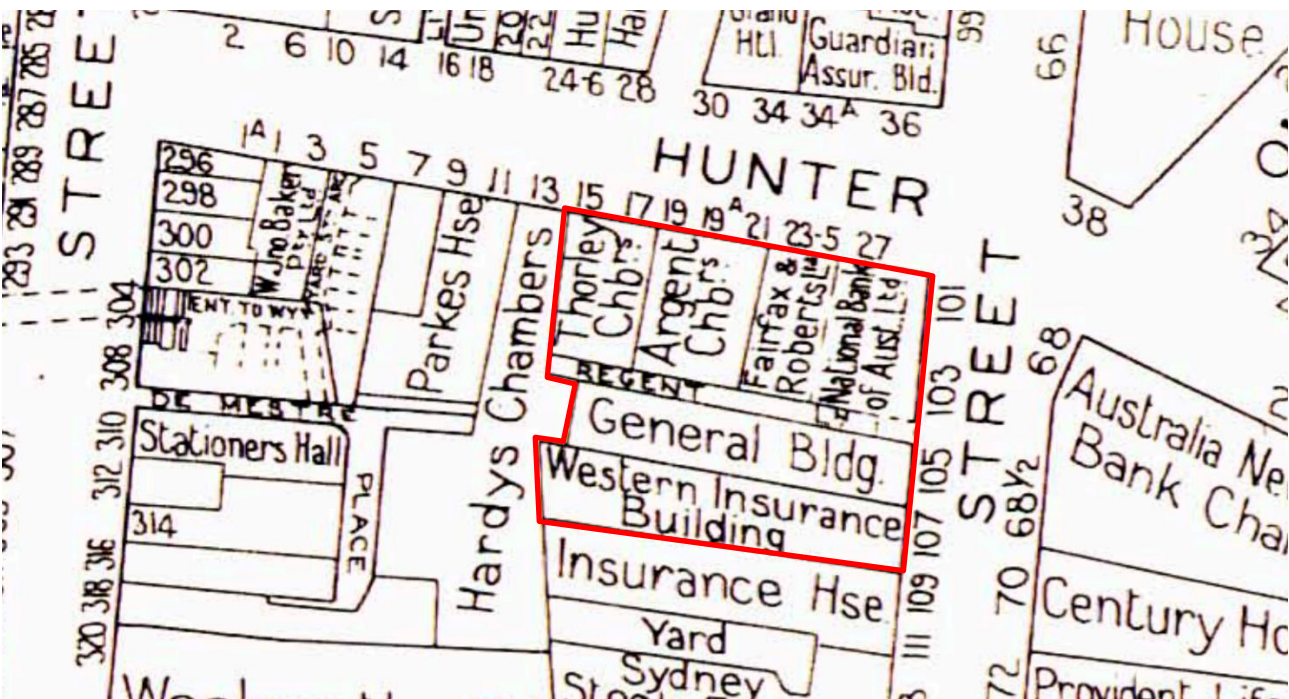


Figure 51 – 1938-50 map of subject site approximately indicated in red.

Source: City of Sydney - City Engineer's Department, Town Planning Branch, City of Sydney - Civic Survey, 1938-1950: Map 7A - City Proper (01/01/1938 - 31/12/1950), [A-00880367]. City of Sydney Archives, accessed 10 Feb 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709294>



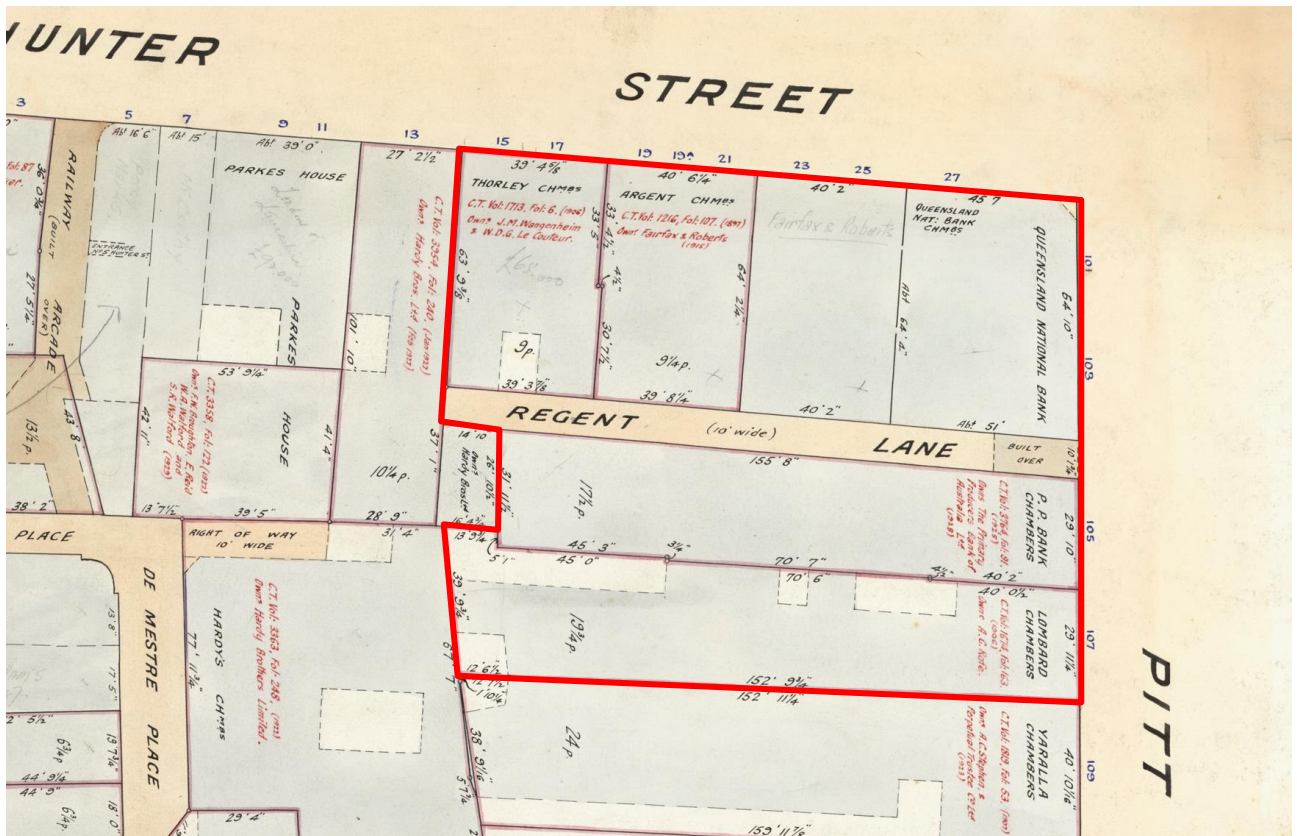


Figure 52 – 1930s map of subject site approximately indicated in red.

Source: Detail Sheets of the City of Sydney, <https://collection.sl.nsw.gov.au/record/74Vv6mEqKX0y/z8xDvzwEbBKAK>

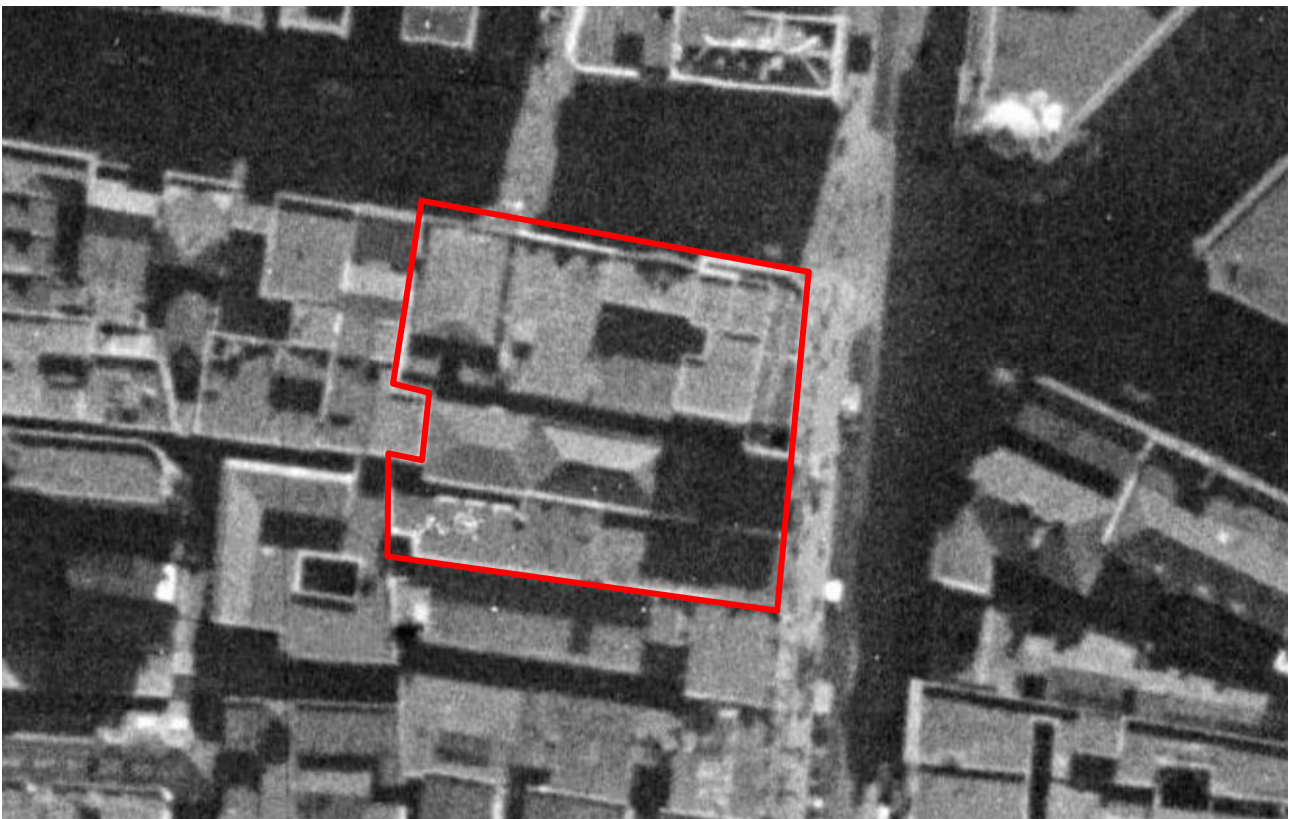


Figure 53 – 1943 aerial of subject site approximately indicated in red.

Source: SIX Maps.



Figure 54 – 1951 aerial map of subject site approximately indicated in red.

Source: NSW Historical Imagery Viewer. Via:  
<https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>

### 3.2.1. 15-17 Hunter Street

The Rates and Assessment book entry for 1861 and 1863 lists the property owner as Joseph Simmons, son of Elizabeth Wangenheim (nee Simmons). At that time, the property description is consistent with the above, noted as three storeys with six rooms, of brick construction with a slate roof. It is listed as a house and shops with a rated value of 250 pounds. The properties were tenanted by John Exton and John Teston respectively. The 1877 entry records a shingled roof rather than slate and notes a lesser rated value of 208 pounds. The 1882 entry for 15 and 17 Hunter Street lists the site as owned by Agnes Simmons but refers to the buildings as “pulled down.” The 1891 entry describes a similar brick building, three storeys with a slate roof, however, also notes a substantial increase in the rated value of 800 pounds. It is therefore concluded that the original terrace was demolished, and the subject site was redeveloped in the early 1880s. The 1896 entry also records the fourth-floor addition. Design of the new building has been attributed to architect Clarence Backhouse, although this is not confirmed by the historical record.<sup>9</sup>

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<sup>9</sup> 1999, Brian McDonald and Associates, Heritage Impact Assessment, “Pangas House” 15-17 Hunter Street Sydney for Cavastowe Pty Ltd, Appendix 1



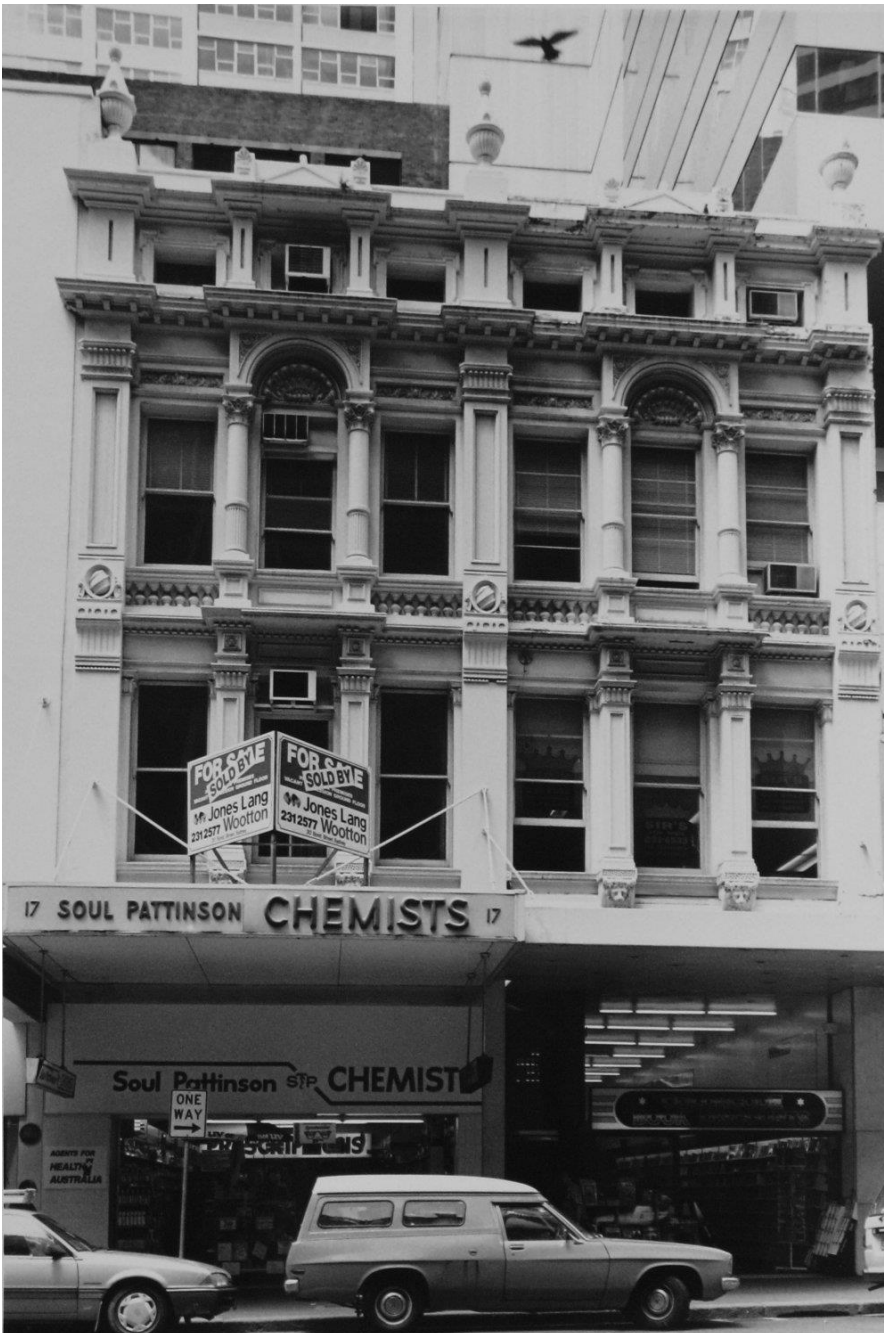


Figure 55 – 1980s image of 15-17 Hunter Street, Sydney.

Source: Pangas House. (01/01/1989 - 31/12/1989), [A-00023670]. City of Sydney Archives, accessed 10 Feb 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/584315>

### 3.2.2. 19-21 Hunter Street

19-21 Hunter Street originally formed a part of the row of brick terraces constructed along Hunter Street in the 1800s as described above in Section 3.2.1. The 1880 Doves plan indicates that two terraces located on the site were listed as a Chemist and a Jeweller. Following this, it is noted that a four-storey construction was constructed in 1894.<sup>10</sup> However, it has been assessed that there is no remaining fabric of this earlier construction. Rather, the current fabric is evident of a 1950s construction.<sup>11</sup> Furthermore, the existing fabric appears to have been altered since its date of construction.

<sup>10</sup> Zoltan Kovacs Architecture, "Heritage Impact Assessment & Demolition Report", December 2018

<sup>11</sup> Ibid.

### 3.2.3. 23-25 Hunter Street

The early Victorian three storey hotel construction on the corner block known as The Currency Lass Hotel was demolished along with the neighbouring three adjoining allotments on Hunter Street and the two adjoining properties on Pitt Street in 1887 to construct the new Empire Hotel.<sup>12</sup> The Empire Hotel was a grand construction of Victorian Queen Anne style and encompassing the current allotment of 23-25 Hunter Street. The site also incorporated Empire Lane and utilised it as a service lane for the hotel. The Empire Hotel housed 60 rooms in total and a public bar at the ground level.<sup>13</sup>



Figure 56 – Elevation of the Empire Hotel from the corner of Pitt and Hunter Street. The original buildings occupying 105-107 Pitt Street are show to the left of the image in red.

Source: <http://sydneyarchitecture.com/GON/GON066.htm>

<sup>12</sup> Sydney Architecture, "Empire Hotel", <http://sydneyarchitecture.com/GON/GON066.htm>

<sup>13</sup> Ibid.



Figure 57 – View of the four storey building over Empire Lane as attached to the Empire Hotel.

Source: <http://sydneyarchitecture.com/GON/GON066.htm>

The Empire Hotel was demolished in the early 1970s to make way for extant Brutalist building known as ‘Currency House’. The name of the current building could possibly be a reference to the historic Currency Lass Hotel. The building was completed in 1975 as the former headquarters of the National Australia Bank. Refurbishment of levels 5, 10 and the lobby area was completed in late 2004. The ground floor and lobby area were refurbished in 2002 and the whole building was strata subdivided in 2003. The basement was refurbished in late 2018 due to damage of the underground water main and the main electrical board for the building and works were carried out to repair the damages. Architect for the refurbishment was Luigi Roselli.<sup>14</sup>

### 3.2.4. 105 Pitt Street

As documented in the Fowles 1848 view of Pitt Street, 105 Pitt Street was previously occupied by a three storey masonry terrace and formed part of a row of like buildings. The building is also shown in the 1880 Doves plan of Sydney and shows a narrow allotment comprising of a commercial business with a small shopfront, open yard and detached wood and glass store. The site was redeveloped in 1905 or substantially modified to create a five storey warehouse building (Figure 57 – View of the four storey building over Empire Lane as attached to the Empire Hotel.).

The site was redeveloped in 1968; renovated in 1990 and extensively refurbished in mid 2000s. The ground floor was refurbished in February 2013.<sup>15</sup> The current structure presents a more contemporary refurbished façade to Pitt Street.

<sup>14</sup> Cityscope: 23-25 Hunter Street: <https://cityscopeonline.com.au/DataView.aspx>

<sup>15</sup> Cityscope: 105 Pitt Street, Sydney: <https://cityscopeonline.com.au/DataView.aspx>



### 3.2.5. 107 Pitt Street

Similar to the neighbouring property at 105 Pitt Street, the original structure at 107 Pitt Street was developed with a three storey masonry Georgian terrace and formed part of a similar row. Figure 56 shows the three storey building remains intact adjacent to the new Empire Hotel. This building appears to match the illustration in Fowles 1848 views of Pitt Street. However, Figure 57 below indicates this structure was demolished for a five-storey structure. That structure remained until at least 1948 when it is recorded in the City of Sydney Rates and Assessment books.

The site was redeveloped c.1960 with refurbishment of the façade after the 1990s (circa 2002).<sup>16</sup> A view of the site (with earlier façade) is shown at Figure 59. The building was then known as the Sydney Western Co-op Building.

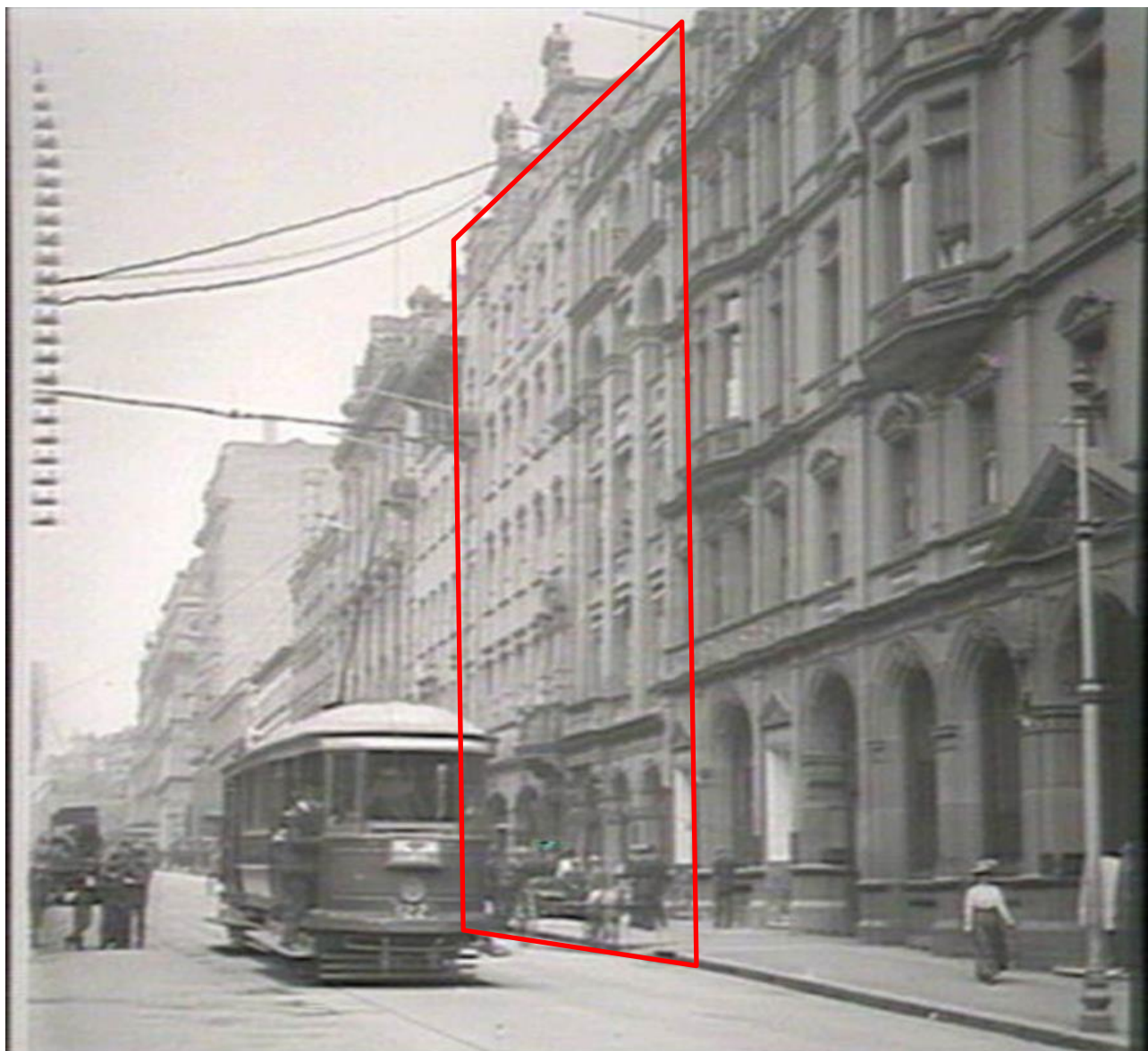


Figure 58 – Early 1900s Pitt Street, looking south from the corner of Hunter and Pitt Street. Former development at 105-107 Pitt Street is indicated in red.

Source: <http://archival.sl.nsw.gov.au/Details/archive/110129682>

<sup>16</sup> Cityscope: 107 Pitt Street: <https://cityscopeonline.com.au/DataView.aspx>



Figure 59 – 1990s view of 107 Pitt Street showing an earlier façade. Part of 105 is visible at right

Source: [City of Sydney archives]

### 3.3. DATE OF CONSTRUCTION

**15-17 Hunter Street:** Historical analysis suggests that the building was constructed in the early- mid 1880s, following the demolition of the earlier terrace on the site. The fourth floor was added c.1896.

**19-21 Hunter Street:** The fabric and style of the current site appears to date from the mid-1950s when the site was occupied by the Rural Bank of NSW. Ground floor shopfronts are more contemporary, c.2000-2010.

**23-25 Hunter Street:** The brutalist tower was constructed in the early/ mid-1970s. The ground floor façade fit out and awning were constructed within the last 10 years.

**105 Pitt Street:** The site was redeveloped in 1968; renovated in 1990 and extensively refurbished in mid 2000s.

**107 Pitt Street:** The extant eight storey building was constructed c.1960 although the façade has been renewed since the 1990s (c.2002).

## 4. HERITAGE SIGNIFICANCE

### 4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

### 4.2. SIGNIFICANCE ASSESSMENT

This Heritage Impact Statement assesses the subject Planning Proposal relative to the heritage items in the vicinity and does not assess extant development. Interiors of buildings have not been inspected, with the exception of 15-17 Hunter Street.

A separate Heritage Assessment was undertaken for 15-17 Hunter Street, prepared by Urbis in February 2020 and the findings of that report have been included below. The Heritage Assessment has been previously submitted to Council. This report also has regard for Development Application D2019/66. The DA approved (with conditions) demolition of the extant commercial building and redevelopment. A separate Heritage Impact Assessment and Demolition Report was prepared by Zoltan Kovacs Architect (December 2018). The Statement of Significance is provided below.

#### 4.2.1. The Tank Stream

The Tank Stream is significant because it was the reason the First Fleet settlement was established in Sydney Cove, and therefore influenced the future shape of Sydney over two centuries. It is linked in the public mind with the period of first European settlement and retains value as an iconic representation of that period and is interpreted as a metaphor of the period of contact and early urban settlement in Australia.

The Tank Stream itself has retained an identity through the functional changes from being a fresh water supply, through subsequent use as combined sewer and stormwater drain to its current function as a stormwater drain. It is an important survivor of the first period of organised and integrated water management in an Australian city. The stone-cut water tanks, which may survive archaeologically, are important symbols of the reliance upon water in the colony, both in absolute terms and as an indication of the fragility of the European presence in Australia.

The surviving fabric documents mid-nineteenth century sanitation design and construction, and subsequent changes in methods and also the theory of urban wastewater management. This evidence is preserved in the drain enclosing the Tank Stream, in physical evidence of change, and may also be present archaeologically in buried parts of the Tank Stream line.

The archaeological evidence of the Tank Stream has the potential to contain deposits that can contain information about pre-human and pre-urban environments in Sydney, Aboriginal occupation and early non-indigenous occupation of Sydney. The fabric enclosing the watercourse demonstrates one of the most comprehensive collections of hydrological technology in Australia.

The sections of the former Tank Stream south of King Street which survive have potential for retaining evidence of the earliest periods of its human use, although this is likely to have been severely compromised by development. The swampy source of the stream may provide evidence of past environmental conditions. (Tank Stream Conservation Management Plan, Sydney Water Date : June 2003)<sup>17</sup>

#### 4.2.2. 15-17 Hunter Street, Sydney

City of Sydney Council were considering heritage listing of the former Pangas House (15-17 Hunter Street) and Urbis were engaged by Milligan Group to assess the heritage significance of the former Pangas House, via a Heritage Assessment (February 2020). That report concluded that the building did not meet the threshold for heritage significance and therefore the building was not recommended for inclusion on Schedule 5 of the SLEP2012 as a heritage item. The Statement of Significance was provided as follows:

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<sup>17</sup> Heritage NSW Inventory listing: The Tank Stream: <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>



*The former Pangas House, 15-17 Hunter Street does not meet the criteria for heritage significance. The façade is a good example of the Victorian Italianate style as applied to commercial buildings and presents a well detailed façade, perhaps with the exception of the c. 1896 third floor, which truncates the typical vertical proportions of the building. While it is acknowledged that the building façade above the awning is generally intact (to the c. 1896 condition), and of some aesthetic and representative merit as a heavily moulded commercial building façade in the Victorian Italianate style, the interiors, ground floor and rear facades have been altered such that the collective value of the place is considered to be compromised. The Italianate style was common for buildings designed in the Victorian period and the building is not considered rare.<sup>18</sup>*

Urbis understands that the City of Sydney Council has reviewed the Heritage Assessment and has determined to proceed with heritage listing of the former Pangas House (15-17 Hunter Street) and inclusion on Schedule 5 of the SLEP2012, as the best means to ensure its retention and protection in the context of future development. The proponent, Milligan Group does not object to the proposed heritage listing and has further seeks the listing of the remnant 19<sup>th</sup> century commercial buildings at 15-17 Hunter Street (being the former Pangas House). Urbis maintains our view with regard to the heritage significance of the place, however, have prepared a draft Statement of Significance as set out below:

### **Recommended Draft Statement of Significance**

The former Pangas House, 15-17 Hunter Street, is of heritage significance for its historic, aesthetic and representative values as a remnant of 19<sup>th</sup> century commercial development of the CBD in the boom period of the 1880s.

The former Pangas House façade (above the awning) is generally intact and illustrates the c1896 condition. It is a good and representative example of the Victorian Italianate style as applied to commercial buildings and presents a well detailed façade, perhaps with the exception of the c. 1896 third floor, which truncates the typical vertical proportions of the building. The ground floor façade, awning and interiors have been variously and successively modified and are not of significance. The rear Empire Lane façade is more utilitarian, characteristic of store buildings of the period.

### **4.2.3. 19-21 Hunter Street, Sydney**

The Heritage Impact Statement prepared by Zoltan Kovacs Architect assessed 19-21 Hunter Street as follows:

*“The land was originally part of Alexander Riley’s land grant of 1817, which was gradually broken up from 1886. It is not part of any later historic sub-divisions. The four storey rendered brick commercial building reflects a 1955 reworking of the site by the Rural Bank of NSW. The building is utilitarian and lacks any aesthetic features of distinction.”<sup>19</sup>*

A recent Development Application D/2019/66 was approved for demolition of the existing commercial building at 19-21 Hunter Street and construction of a new 17 storey hotel, along with alterations to the existing building at 15-17 Hunter Street.

## **4.3. HERITAGE ITEMS IN THE VICINITY**

The subject site is in the vicinity of a number of heritage items. The following statements of significance for the relevant heritage items have been extracted from the NSW Office of Environment and Heritage Inventory Register and are provided below:<sup>20</sup>

### **4.3.1. Hamilton Street, Item No. I1806.**

Hamilton Street has historic significance:

For its ability to evidence the development of Sydney’s Tank Stream.

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<sup>18</sup> Urbis 2020, Heritage Assessment, 15-17 Hunter Street, Sydney, page 22

<sup>19</sup> Zoltan Kovacs Architecture, “Heritage Impact Assessment & Demolition Report”, December 2018

<sup>20</sup> “Search for Heritage”, <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>.



For its ability to evidence the development of Victorian Sydney lane networks.

#### **4.3.2. “NSW Sports Club” including interiors, Item No. I1808.**

The buildings occupied by the N S W Sports Club since 1900 are of Victorian Free Classical style. They have high historic significance for their long association with the NSW Sports Club. They are socially significant as a rare example of nineteenth century premises, exemplifying the longevity of clubs as a social institution in Sydney, and the stability of sport as a focus for social life. They have high aesthetic significance as rare and outstanding examples of highly intact original commercial Victorian exteriors of high quality design, particularly noted for their elaborate use of decoration. Their exteriors have outstanding potential due to their successive restorations, to continue in their restored state (LEP, 2012).<sup>21</sup>

#### **4.3.3. The Grand Hotel, Item No. I1809**

The Grand Hotel is a six storey building of Inter War Georgian Revival style. It has historic significance for its ability to contribute to an understanding of the impact made on Sydney city streetscapes by the building demolitions which preceded the building of the Sydney Harbour Bridge and the Sydney City Railway. The building has aesthetic significance as an outstanding example of a well intact original pub exterior of high quality design with an intact interior stair also of high quality design. High Significance: All the intact original fabric of the south and west façade above the awning. Medium Significance: The intact original fabric of the foyer, stair and lift. Low Significance: Any remaining interior spaces.<sup>22</sup>

See also the listing for “NSW Sports Club” I1808.

#### **4.3.4. Australia Square, Item No. I1764.**

It is of significance for its pioneering approach to the problems of urban redevelopment through amalgamation and the provision of public space on private land thus minimising problems of pedestrian congestion. The site plan and amenities were influenced by and were associated with the Planning incentives of the 1971 Sydney Strategic Plan. It was the first city block development in Sydney and important in Seidler's professional career.

It is significant for the early use of precast panels which explored as permanent formwork and for advancing structural design with concrete. It was the first fully structural lightweight concrete building in Australia and the tallest lightweight concrete structure in the world at the time of construction. It is significant as the highest and still the largest revolving restaurant in the world with the fastest lifts at the time of construction.

Cultural: It is a milestone for its architectural and urban contribution to the post war city. It is a finely crafted building and a seminal work by Seidler and recipient of the RAI A Civic Design and Sulman Award. The development is an innovative solution of maximising open public space and building height and includes the first Australian composite of two buildings. It is significant for the first time collaboration of Seidler and Nervi.

Australia Square is of social importance for its subsequent influence on the architectural profession and the directions it took, and as a landmark building to the general population. It is a milestone for its architectural and urban contribution to the post war city. It is a finely crafted building and a seminal work by Seidler and recipient of the RAI A Civic Design and Sulman Award. The development is an innovative solution of maximising open public space and building height and includes the first Australian composite of two buildings. It is significant for the first time collaboration of Seidler and Nervi.

The development is of historic importance for its pioneering approach to the problems of urban redevelopment. It is an important project in the professional career of noted architect Harry Seidler and a recipient of RAI A (Civic Design Award & Sulman 1967) Awards. The building is significant for the early use of precast panels which explored as permanent formwork.<sup>23</sup>

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<sup>21</sup> Heritage NSW Inventory listing: NSW Sports Club: <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

<sup>22</sup> Heritage NSW Inventory listing: Grand Hotel: <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

<sup>23</sup> Heritage NSW Inventory listing: Australia Square: <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

#### **4.3.5. Former Wales House including interiors, Item No. I1915. Database No. 5045090.**

The site of the building has a 99 year association from 1856 to 1955 with the publication of Australia's oldest surviving newspaper, the Sydney Morning Herald. The building itself was designed for this purpose which it fulfilled for 28 years from 1927 to 1955.

The building, with its rounded corner treatment on the prominent narrow-vee site provides a good and clearly visible element in the townscape. The building is a large and powerful reminder both of the success and prosperity of the publisher-owners, John Fairfax & Sons, and of the dominant role of newspapers in society at that time, before the advent of the electronic media.

The exterior treatment of the building is a fine example, in good condition, of the Interwar Commercial Renaissance Palazzo style, then popular for office buildings of this type. It reflects an image consistent with the perceived role of the Sydney Morning Herald - conservative, substantial, influential and responsible.

The only substantial and clearly visible surviving remnants of the original office layout are the Manager's Room with its adjacent Elevator Vestibule, portion of the adjoining Assistant Manager's Room, and the Board Room, all on the First Floor. Though now mostly incomplete, they serve as reminders of the quality of original finishes employed for these most important rooms. They are notable for their conservative and solid design and the emphasis placed on usage of Australian joinery timbers.<sup>24</sup>

#### **4.3.6. 'Little Hunter and Hamilton Street Precinct', Database No. 5045585**

See listing for "NSW Sports Club" I1808.

#### **4.3.7. Former "Bryant House" including interiors and grounds, 80–82A Pitt Street, Item No.I1918**

The former Bryant House is part of an ongoing tradition of commercial centralisation in the CBD. Its construction as an investment underlines the value of city properties for these purposes. An outstanding work of Architecture epitomising the functionalist tradition of the 1930s. It earns the description Art Deco through the interpretation of "decoration" in the geometric modelling of the building envelope, ie. the decoration and structure are the same. The dynamic faceted facade is a landmark in the townscape character of this section of Pitt Street. The innovative use of new materials and new forms records a "watershed" in architectural thought and a new direction for CBD commercial building. It is a major office building designed by Emil Sodersten being similar to his earlier City Mutual Life building, at 60 Hunter Street, of 1936. It was once considered to be the most modern building of its kind in Australia.<sup>25</sup>

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<sup>24</sup> Heritage NSW Inventory listing: Former Wales House <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

<sup>25</sup> Heritage NSW Inventory listing: Former Bryant House: <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

## 5. IMPACT ASSESSMENT

### 5.1. HERITAGE LISTING

#### 5.1.1. City of Sydney Local Environmental Plan 2012

The subject site does not include any locally listed heritage items as listed under the Sydney Local Environmental Plan (LEP) 2012. It is, however, located above the Tank Stream, which is listed on the LEP (Item No. I1656). The subject site is also in the vicinity of a number of additional locally listed heritage items, listed below:

- Hamilton Street, Item No. I1806.
- “NSW Sports Club” including interiors, 10–14 Hunter Street Item No. I1808.
- “Grand Hotel” including interior, 30–32 Hunter Street, Item No. I1809.
- “Australia Square” including tower and plaza buildings, forecourt, plaza and interiors, 264–278 George Street (and 87–95 Pitt Street) Australia Square, Item No. I1764.
- Former Wales House including interiors, 64–66 Pitt Street, Item No. I1915.
- Former “Bryant House” including interiors and grounds, 80–82A Pitt Street, Item No. I1918

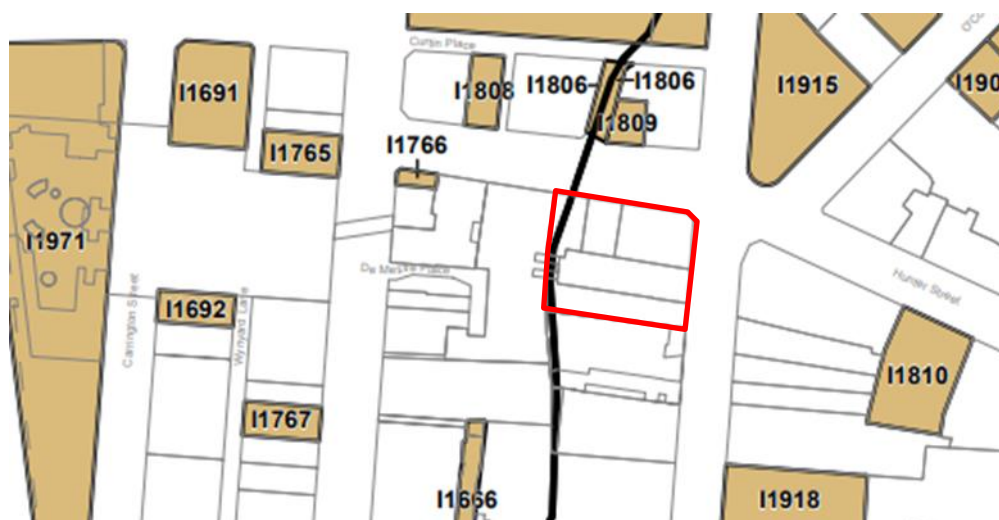


Figure 60 - City of Sydney LEP 2012 map with subject site indicated in red.

Source: City of Sydney LEP 2012, HER\_014

15-17 Hunter Street was subject to a heritage listing under Schedule 1 of the Central Sydney Heritage LEP 1992. The site was not included in Schedule 1 (or any other schedule) on the Draft Central Sydney Heritage LEP 1998. As outlined above, the subject PP seeks the listing of the remnant 19<sup>th</sup> century commercial buildings under Schedule 5 of the SLEP2012.

#### 5.1.2. NSW Heritage Act 1977

The subject site is not listed on the State Heritage Register. It is, however, located above the Tank Stream, which is also listed on both the Section 170 register (Database No. 4573709) and the State Heritage Register (SHR) (Database No. 5045604).

The subject site is also in the vicinity of a number of additional state heritage items, listed below:

- ‘Little Hunter and Hamilton Street Precinct’, Database No. 5045585.
- ‘Wales House’, Database No. 5045090.

The building was previously subject to a Permanent Conservation Order No.704. The PCO no longer applies, and it is not known when it was removed.





Figure 61 - Heritage listings in proximity, with State Heritage items identified in blue crosshatching and subject site outlined in red.

Source: E-spatial Viewer.

## 5.2. STATUTORY CONTROLS

### 5.2.1. Sydney Local Environmental Plan 2012

The table below provides an assessment of the proposal against the relevant provisions for heritage conservation as found in the City of Sydney LEP2012.

Table 1 Local Environmental Plan

Clause	Discussion
<p><b>(1) Objectives</b></p> <p><i>The objectives of this clause are as follows:</i></p> <p>(a) <i>to conserve the environmental heritage of the City of Sydney,</i></p> <p>(b) <i>to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</i></p>	<p>The Planning Proposal seeks to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal. The proposal enables a future development subject to a further Development Application. The PP also seeks the listing of the remnant 19th century commercial buildings at 15-17 Hunter Street (being the former Pangas House).</p> <p>The subject site contains the heritage listed Tank Stream which runs in a predominantly north-south direction at the western end of the site beneath 15-17 Hunter Street and 107 Pitt Street. Previous site investigations have documented that the structure is approximately 5m below ground level. The proposed envelope cantilevers over the western extent of the site with no sub-surface works proposed under the proposed heritage item, 15-17 Hunter Street. The PP basement envelope encroaches on the Tank Stream curtilage, being 2m from the Tank Stream at the narrowest point. It is noted however that the Tank Stream is separated from the basement footprint by sandstone bedrock which ensures the protection of the Tank Stream.</p> <p>The subject PP retains the 19<sup>th</sup> century buildings at 15-17 Hunter Street, which are proposed for heritage listing. Proposed</p>

	<p>redevelopment in line with the PP presents opportunities for conservation and the reinterpretation of the retained Victorian Italianate buildings which are proposed for heritage listing. This may include (but is not limited to), scheduling necessary façade conservation works; reinterpretation of the ground floor shopfronts in accordance with historical documentation or providing for a more appropriate contemporary and sympathetic design response; and internal refurbishment, noting that the interiors have been variously and successively modified.</p> <p>The PP includes partial demolition of the rear wings at the ground and first floor levels, accommodating changes to the lane levels and to facilitate access via Empire Lane to the new Metro entry and to enhance activation in the narrow lane. The upper floor of the rear wings and significant hoists will be retained, and the former loading bay doors interpreted - refer to detailed discussions below. The PP also anticipates some modest openings onto the eastern façade at the ground level to activate the new north-south section of the created lane. The PP will enhance the setting of the item by allowing for the removal of intrusive ground floor additions and plant.</p> <p>The site is in the vicinity of a number of heritage items as identified above. The proposal generally seeks to mitigate impacts to proximate items in considering the form, scale and height of the podium which is assessed in greater detail below. It is noted that the extant development on the site does not contribute to the heritage items or the setting of these items, with the possible exception of 15-17 Hunter Street</p>
<p><b>(2) Requirement for consent</b></p> <p><i>Development consent is required for any of the following:</i></p> <p><i>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):</i></p> <p><i>(i) a heritage item,</i></p> <p><i>(ii) an Aboriginal object,</i></p> <p><i>(iii) a building, work, relic or tree within a heritage conservation area,</i></p>	<p>This Heritage Impact Statement has been prepared in support of a Planning Proposal application to amend the Sydney Local Environmental Plan 2012 (Sydney LEP). It relates to an amalgamated site at 15-23 Hunter Street and 105-107 Pitt Street (the site).</p> <p>The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal.</p> <p>This Heritage Impact Statement has been prepared to assist the consent authority in their assessment of the subject Planning Proposal in accordance with requirements of development consent.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></p> <p><i>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area,</i></p>	<p>As outlined above, the planning proposal envelope retains the 19<sup>th</sup> century heritage buildings at 15-17 Hunter Street with a cantilevered tower form. No sub-surface/ excavation works are proposed beneath the buildings. The PP proposal includes partial demolition of the rear wings at the Ground and First floor of 15-17</p>

*consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).*

**(5) Heritage assessment**

*The consent authority may, before granting consent to any development:*

*(a) on land on which a heritage item is located, or*

*(b) on land that is within a heritage conservation area, or*

*(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),*

*require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.*

Hunter Street. However, the former loading bays to the southern façade will be reinterpreted with the use of partial retention of nibs and key features such as loading bay doors (subject to further investigation). The proposal will also enhance the rear presentation of the buildings by allowing for the removal of intrusive services and plant and reinstating original openings which have been variously altered. Therefore there is no significant heritage impact to the proposed heritage item. The PP podium envelope has regard for the scale of these items and the PP provides for their conservation and an improved presentation to Hunter Street (subject to a future Development application).

The Planning Proposal anticipates demolition of the remaining buildings and associated structures. D2019/66 approved (with conditions) demolition of the extant commercial building and redevelopment of 19-21 Hunter Street. Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street are all of late 20<sup>th</sup> century construction.

The planning proposal is also assessed relative to the proximate heritage items (as listed above in section 5.1). Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street are all of late 20<sup>th</sup> century construction and do not contribute to or respond to the heritage significance of the items or their setting. The commercial buildings at 19-21 Hunter Street are so altered they no longer contribute to the streetscape or proximate heritage items. As mentioned above, the Victorian Italianate commercial buildings at 15-17 Hunter Street are retained and conserved with some rear partial demolition. The partial demolition, in this instance, improves activation of Empire Lane and access to the Metro entry to the west, while interpreting key features.

The PP envelope provides for a tower and podium. The proposed envelope has regard for the proximate heritage items and the retained Victorian commercial buildings in the following ways:

- The proposal responds to the height of adjacent development in the height and scale of the podium, with a stepped form (between 16 and 21m in height). Along Hunter Street the podium height is dictated by the height of the retained Victorian Italianate buildings, allowing the decorative parapet finials to sit above the podium height and maintain their visual prominence. The envelope comfortably allows for future floor levels to compliment and respect the facade of 15-17 Hunter Street (subject to a future application).
- The curved podium responds to the curved façade of the former Wales House opposite the site at the north-eastern corner of the intersection of Pitt and Hunter Streets. It is however secondary in scale to the heritage item. The scale of the podium also responds to the scale

of heritage items on the northern side of Hunter Street, opposite the subject site.

- Whilst there is a disparity of scale, the podium provides a more pedestrian scale and assists to break up the massing, with the tower setback above. It is noted that the heritage items already sit within an altered and mixed streetscape context which includes contemporary high-rise development.
- The proposed redevelopment retains the commercial buildings at 15-17 Hunter Street and facilitates the conservation of the buildings. In this instance the proposal enables opportunities to improve the presentation to Hunter Street via sympathetic refurbishment of the ground floor shopfronts and awning (subject to a future DA).
- The proposed laneway easement enhances the curtilage and setting of 15-17 Hunter Street and assists to give these buildings more prominence. This is enhanced by the setbacks of the tower envelope above, specifically the 4m setback to Hunter Street and setbacks of up to 5.5m to the west, along with the curved tower envelope which enhances the setback at the northwest corner.
- The PP enhances the setting of the retained Victorian buildings by removing intrusive ground floor additions and plant. The newly created north-south laneway and the activated Empire Lane also gives prominence to the utilitarian rear wings which are retained and interpreted and allows the buildings to be read in the round and creates a feature of the buildings.

The uplift being sought is consistent with the strategic intent of the CSPS, which contains the City's requirements and expectations for projects pursuing this pathway. Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. As such, this report reflects the concept stage of the proposal, and may be embellished as the detailed design and required works evolve. This will include consideration of the form, scale, height and the façade treatment of the podium, as well as retention, conservation and the reinterpretation of the retained Victorian Italianate buildings.

This Heritage Impact Statement has been prepared to assist the consent authority in their assessment of the subject Planning Proposal in accordance with requirements of development consent.



## 5.2.2. Development Control Plan

The table below assesses the proposal against the relevant objectives and provisions for heritage conservation as found in the Sydney DCP 2012.

Table 2 Sydney Development Control Plan 2012

Clause	Discussion
<p><b>3.9 Heritage</b></p> <p><b>3.9.1 Heritage Impact Statement</b></p> <p>(1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting:</p> <ul style="list-style-type: none"> <li>a) heritage items identified in the Sydney LEP 2012.</li> </ul> <p>(3) A Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant. Guidelines for the preparation of Statements of Heritage Impact are available on the website of the Heritage Branch, NSW Department of Planning at <a href="http://www.heritage.nsw.gov.au">www.heritage.nsw.gov.au</a>.</p> <p>(4) The Heritage Impact Statement is to address:</p> <ul style="list-style-type: none"> <li>a) the heritage significance of the heritage item or the contribution which the building makes to the heritage significance of the heritage conservation area;</li> <li>b) the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;</li> </ul>	<p>1) The subject site contains the heritage listed Tank Stream which runs in a north-south direction at the western end of the site beneath 15-17 Hunter Street and 107 Pitt Street. Previous site investigations have documented that the structure is approximately 5m below ground level. The proposed envelope cantilevers over the western extent of the site and retains the 19<sup>th</sup> century commercial buildings at 15-17 with no sub-surface works proposed, therefore there will be no impacts to the proposed heritage item or the state heritage listed Tank Stream. The PP also retains the Victorian Italianate buildings which are proposed for heritage listing.</p> <p>3) This Heritage Impact Statement satisfies this clause.</p> <p>4)a) and b) The significance of the Tank Stream is set out in section 4.2.1. The proposed tower envelope is cognisant of the archaeological feature and only limited subsurface works/ excavation is proposed in the vicinity of the feature (as detailed above). Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. Future detailed design will consider the feature with regard to basements and will demonstrate an appropriate structural solution to ensure there are no impacts to the Tank Stream. Given that the basement partially encroaches on the Tank Stream curtilage, a Historical Archaeological Assessment may be required.</p> <p>The commercial buildings at 15-17 Hunter Street which are proposed for heritage listing are also retained with the tower envelope cantilevering over. A draft statement of significance is provided for the proposed heritage item in Section 4.2.2. The PP also anticipates conservation and the reinterpretation of the retained Victorian Italianate buildings (subject to a future DA). This may</p>

- c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area; and

include (but is not limited to), scheduling necessary conservation works; reinterpretation of the ground floor shopfronts in accordance with historical documentation or providing for a more appropriate contemporary and sympathetic design response. This will enhance the presentation of the building to Hunter Street.

c) The site contains the state listed Tank Stream (part only) and the proposed heritage item at 15-17 Hunter Street. The site is also in the vicinity of a number of heritage items as detailed above in section 5.1. Potential impacts are assessed in the LEP discussion above. The proposed redevelopment will have no significant impact on the identified heritage significance of the respective heritage items. This is primarily mitigated through the considered design of the podium and limited excavation. The proposed envelope responds to the immediate built form character, in particular through the substantial retention of the commercial buildings at 15-17 Hunter Street and through the creation of a podium which responds to the height and scale of adjacent development.

The subject envelope has regard for the proposed heritage item and the state heritage listed Tank Stream. The tower form is cantilevered, and the proposal retains the commercial buildings at 15-17 Hunter Street with only limited sub-surface excavation proposed in the area of the Tank Stream and no excavation beneath the former Pangas House.

As outlined above, the proposal will enhance the former Pangas House and its setting by allowing for the conservation and interpretation of the building. The PP anticipates partial demolition of the rear wings at the ground floor and level 1 to enhance permeability and allow for future connections to the new Metro however the upper levels are retained, along with part of the southern façade. Proposed demolition still allows the form of the wings to be interpreted. The former loading bays will be reinterpreted, and key features including the hoists, will be retained and conserved

The PP will enhance the setting of the item by allowing for the removal of intrusive ground floor additions and plant and the reinterpretation and conservation of the much-altered southern façade.

The proposed laneway easement enhances the curtilage and setting of 15-17 Hunter Street and assists to give these buildings more prominence. This is enhanced by the setbacks of the tower envelope above, specifically the 4m setback to Hunter Street and setbacks of up to

5.5m to the west, along with the curved tower envelope which enhances the setback at the northwest corner and creates a curtilage for the lower scale proposed heritage item.

Along Hunter Street the podium height is dictated by the height of the retained Victorian Italianate buildings at 15-17 Hunter Street, allowing the decorative parapet finials to sit above the podium height and maintain their visual prominence.

Any future development application should have regard for form, scale, materiality, articulation and the façade treatment of the podium to respond to adjacent development (in particular the retained Victorian commercial buildings at 15-17 Hunter Street) and proximate heritage items. Heritage advice should be sought.

The podium height steps between the two adjoining building heights and also responds to the heritage listed Wales House opposite in the curvature of the podium. The lesser scale of the podium also ensures that Wales House retains its prominence as a landmark corner building at the intersection of Hunter and Pitt Streets and also relates to lower scaled heritage buildings to Hunter Street, including the former NSW Sports Club and the Grand Hotel. It is noted that the immediate built form context is already varied and includes multi-storey and high-rise development, such that the heritage items remain in generally isolated contexts.

Intensification of development on the subject site will not impact on the significance of Hamilton Street or its ability to evidence the development of the Sydney Tank Stream and the development of Victorian Sydney lane networks, which is enhanced by its position alongside the Grand Hotel. It is noted that the proposal will mean the loss of Empire Lane, which is a remnant 19<sup>th</sup> century laneway, however this will not detract from the interpretation of Hamilton Street. The proposal recreates Empire Lane and extends the laneway with a north-south link to Hunter Street which complements Hamilton Lane. The new laneway will be activated and creates a feature of the retained Victorian buildings.

Seidler's seminal and finely crafted Australia Square represents a milestone for its architectural and urban contribution to the post war Sydney city. Although separated from the subject site by development, the heritage listed tower is considered to be in the vicinity having regard for the scale of the tower envelope. It is considered that the proposed envelope will not compete

	with the tower, rather it will form part of a varied and intensifying CBD skyline.
<p><b>3.9.5 Heritage Items</b></p> <p><b>Objective</b></p> <p>a) Ensure that development in the vicinity of heritage items is designed and sited to protect the heritage significance of the item.</p> <p><b>Provisions</b></p> <p>(4) Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</p> <p>a) providing an adequate area around the building to allow interpretation of the heritage item;</p> <p>b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</p> <p>c) protecting, where possible and allowing the interpretation of archaeological features; and</p> <p>d) (d) Retaining and respecting significant views to and from the heritage item.</p>	<p>a) Complies, refer discussion above, below and in the LEP discussion at section 5.2.1.</p> <p>a) The subject site is not immediately adjacent to heritage items and seeks to respond to proximate items in the sympathetic scale and height of the podium. The proposed envelope will form part of a contemporary overlay of development and will not detract from the identified heritage values of the respective items as defined in section 4.3. See also discussion in part 3.9.1 above in relation to the proposed heritage item at 15-17 Hunter Street.</p> <p>b) Not applicable</p> <p>c) See discussion above with regard to the Tank Stream. This report does not assess archaeological potential or significance.</p> <p>d) No specific significant views and vistas are identified. The former Wales House is considered to be a prominent landmark building owing to its scale, prominent façade and prominent corner location and the subject proposal responds to this in the curved form of the podium and further in reducing the scale to allow the heritage item to retain its visual prominence.</p>

### 5.3. HERITAGE DIVISION GUIDELINES

The proposed works are addressed in relation to relevant questions posed in the Heritage Division’s ‘Statement of Heritage Impact’ guidelines.

Table 3 Heritage Division Guidelines

Clause	Discussion
The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:	The proposed tower envelope has regard for the archaeological feature of the Tank Stream and only minimal subsurface works/ excavation is proposed in the vicinity of the feature. A report by Acor consultants for an earlier approved DA on the subject site (D/2006/2107),



suggests the location of the tunnel is roughly 5m below the existing ground line, and that the location corresponds with that shown in the City of Sydney LEP Maps.

It is noted that the PP basement envelope is within 2m of the Tank Stream at its narrowest point. The proposed works will thus involve excavation within the SHR curtilage for the Tank Stream (Listing No. 00636). However, the works are not proposed to have an impact on the structure of tank stream itself or associated soils. The excavation extends into bedrock sandstone adjacent to the tank stream, with a minimum of 2m of bedrock between the extent of excavation and the Tank Stream itself. As such, the proposed works will not result in an impact on the structural integrity or significance of the Tank Stream.

Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. Future detailed design will consider the feature with regard to basements and will demonstrate an appropriate structural solution to ensure there are no impacts to the Tank Stream. Advice should be sought from a structural engineer with experience dealing with heritage sites. Archaeological advice may also be required.

The proposal retains the Victorian buildings at 15-17 Hunter Street, which are proposed to be listed. The rear intrusive elements are proposed to be removed and a portion of the rear wings (on the ground and first floor) are to be partially demolished. However, a portion of these wings is retained to allow for interpretation of these industrial built elements. The recreated Empire Lane and new Hunter Lane creates a feature of the heritage item which is able to be read in the round. The proposal will greatly enhance its presentation to the lane which is currently dominated by intrusive rear additions and plant. The proposal will reinterpret and enhance the industrial character of the rear wings. As detailed above, the proposed redevelopment also presents an opportunity to enhance the presentation of the building to Hunter Street, through the sympathetic reinterpretation of the shopfronts and an appropriate awning, as well as conservation of the building façade.

The following aspects of the proposal could detrimentally impact on heritage significance.

The reasons are explained as well as the measures to be taken to minimise impacts:

There are no aspects of the proposal which are considered to detrimentally impact on heritage significance. The PP seeks to respond to the heritage listed tank stream in the provision of basement setbacks to mitigate potential impacts to the feature.

	<p>The proposal also provides for the general retention and conservation of the proposed heritage item, being the former Pangas House. As outlined above, the PP does include some partial demolition at the ground and first floor level to enhance permeability and allow for future connections to the new Metro while also responding to flooding requirements and increased laneway levels. The masonry components of the southern façade are retained to ground level with a further opening in the location of the former loading bay doors to improve configuration of the lane. The structure, form and facades of the upper levels are to be entirely retained and the former loading bays are to be interpreted at the lower levels (subject to further investigation). Key features will be retained and conserved.</p> <p>The proposal will also enhance the rear presentation of the buildings by allowing for the removal of intrusive services and plant.</p> <p>Future detailed design DA will be guided by heritage advice and will consider the significant opportunity to reinterpret the loading bays and activate the façade to the laneway, while retaining key heritage components. Detailed design will be informed by further historical research and physical investigation (where possible) including detailed review of extant fenestration to identify any early/ remnant components.</p> <p>Although there is a disparity of scale in the PP envelope, the proposal creates a setting and visual curtilage for the building in the form and modulation of the podium and tower envelopes, assisted by the inclusion of the laneway easements.</p>
<p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>Not applicable.</p>
<p><b>Partial Demolition</b></p> <p>Is the demolition essential for the heritage item to function?</p> <p>Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?</p> <p>Is the resolution to partially demolish sympathetic to the heritage significance of the item?</p> <p>If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?</p>	<p>As outlined above, the PP does include some partial demolition at the ground and first floor level to enhance permeability and allow for future connections to the new Metro while also responding to flooding requirements and increased laneway levels. This includes partial demolition of the side walls (east/ west) of both rear wings at the ground floor and level 1, and demolition of the level 1 floor slab (rear wings only). The masonry components of the southern façade are retained to ground level with a further opening in the location of the former loading bay doors to enhance permeability. The structure, form and facades of Level 2 is entirely retained and the former loading bays to the southern façade will be reinterpreted at levels 1 and 2 potentially incorporating loading bay doors (subject to further investigation). Key features</p>

	<p>including the hoists, will be retained and conserved. Proposed demolition at the lower levels still allows the form of the wings and utilitarian character to be interpreted, while improving urban design and ground plane activation and permeability. Interpretation is assisted by the retention of the uppermost floor, which illustrates the original form and facades, with retained masonry components of the original wings coming to ground.</p> <p>The proposal will also enhance the rear presentation of the buildings by allowing for the removal of intrusive services and plant.</p> <p>Detailed design and treatment of the rear façade and rear wings, and integration with the development and the laneway is a matter for the future design competition and DA process. However, the future detailed design DA will be guided by heritage advice and will consider the significant opportunity to reinterpret the loading bays and activate the façade to the laneway, while retaining key heritage components. Detailed design will be informed by further historical research and physical investigation (where possible) including detailed review of extant fenestration to identify any early/ remnant components.</p>
<p><b>Demolition of a building or structure</b></p> <p>Have all options for retention and adaptive re-use been explored?</p> <p>Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?</p> <p>Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?</p> <p>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</p>	<p>As outlined above, the planning proposal envelope retains the 19th century buildings at 15-17 Hunter Street with a cantilevered tower form. The Planning Proposal anticipates demolition of the remaining buildings and associated structures, although does not seek consent for works. A previous DA (D2019/66) was approved (with conditions) for demolition of the extant commercial building and redevelopment of 19-21 Hunter Street. The buildings are so altered they no longer contribute to the streetscape or proximate heritage items and do not warrant retention. Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street are all of late 20th century construction and do not contribute to or respond to the heritage significance of the proximate heritage items or their setting. These buildings do not warrant retention.</p>
<p><b>New development adjacent to a heritage item</b></p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p>	<p>Refer to LEP/ DCP discussion above.</p>

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

How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

Is the development sited on any known, or potentially significant archaeological deposits?

If so, have alternative sites been considered? Why were they rejected?

Is the new development sympathetic to the heritage item?

In what way (e.g. form, siting, proportions, design)?

Will the additions visually dominate the heritage item?

How has this been minimised?

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



## 6. CONCLUSION AND RECOMMENDATIONS

This Heritage Impact Statement supports a Planning Proposal to amend the Sydney Local Environmental Plan 2012 (Sydney LEP). This report has been prepared on behalf of Milligan Group Pty Ltd (the Proponent) and its related entities and consultants, representatives and agents and FT Sydney Pty Ltd as trustee for FT Sydney Unit Trust. The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) development standard, and the Maximum Building Height to align with the Martin Place Sun Access Plane contained within the concurrent Central Sydney Planning Proposal. The PP also seeks the listing of the remnant 19<sup>th</sup> century commercial buildings at 15-17 Hunter Street (being the former Pangas House).

The PP has regard for the state listed Tank Stream, which runs in a north-south direction at the western end of the site beneath 15-17 Hunter Street and 107 Pitt Street. The proposed envelope cantilevers over the western extent with only minimal sub-surface works or excavation in the immediate vicinity of the Tank Stream. It is acknowledged that the basement envelope does encroach on the curtilage of the Tank Stream but is separated by sandstone bedrock and therefore there will be no impacts to the state listed heritage item.

The proposal retains the late Victorian commercial buildings at 15-17 Hunter Street and provides for their conservation and an improved presentation to Hunter Street (subject to a future Development application). This is a positive aspect of the proposal.

The Planning Proposal anticipates demolition of the remaining buildings and associated structures. A previous DA (D2019/66) was approved (with conditions) for the demolition of the extant commercial building and redevelopment of 19-21 Hunter Street. Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street are all of late 20<sup>th</sup> century construction and have been variously modified.

The planning proposal is also assessed relative to the proximate heritage items (as listed above in section 5.1). Commercial buildings at 23-25 Hunter Street, 105 and 107 Pitt Street do not contribute to or respond to the heritage significance of the items or their setting. The commercial buildings at 19-21 Hunter Street are considered so altered that they no longer contribute to the streetscape or proximate heritage items. While the development at 15-17 Hunter Street is a remnant of 19<sup>th</sup> century development of Hunter Street, along with the heritage listed former NSW Sports Club, the Grand Hotel and Hamilton Street, it is not considered to significantly contribute to the setting of these items.

The PP envelope provides for a tower and podium. The proposed envelope has regard for the proximate heritage items and the retained Victorian commercial buildings and responds to the height of adjacent development in the height and scale of the podium, with a stepped form (between 16 and 21m in height). Along Hunter Street the podium height is dictated by the height of the Victorian Italianate buildings at 15-17 Hunter Street (retained in scale and form), allowing the decorative parapet finials to sit above the podium height and maintain their visual prominence. The curved form of the podium also responds to the curved façade of the former Wales House opposite the site at the north-eastern corner of the intersection of Pitt and Hunter Streets, although it is subservient in height to the heritage item.

While there is a disparity of scale, the podium provides a more pedestrian scale and assists to break up the massing, with the tower setback above. It is noted that the immediate built form context is already varied and includes multi-storey and high-rise development, such that the heritage items remain in generally isolated contexts. This is typical of the development more broadly in the CBD which is characterised by juxtaposition of scale, with a mix of generally lower scale heritage items and multistorey contemporary commercial buildings. The uplift being sought is also consistent with the strategic intent of the CSPA.

Having regard for the assessment herein the subject Planning Proposal has been supported on heritage grounds and is recommended to the consent authority for approval.

Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. Future development of the site should consider the following:

### **Heritage Consultancy services**

- A suitably qualified heritage consultant should be engaged to provide ongoing advice throughout the design competition and design development, contract documentation and construction stages of the project.

### **Detailed Design of the Tower and Podium**

- Future development should consider the form, scale, materiality, articulation and the façade treatment of the podium to respond to adjacent development (in particular the Victorian commercial buildings at 15-17 Hunter Street) and proximate heritage items. Heritage advice should be sought.
- Façade treatment and modulation of the tower to mitigate impacts of scale.

### **The Tank Stream**

- Extent of excavation and sub-surface works to ensure there are no impacts to the state heritage listed Tank Stream. Advice should be sought from a structural engineer with experience dealing with heritage sites.
- It is noted that the PP envelope is within 2m of the Tank Stream at its narrowest point. The proposed works will thus involve excavation within the SHR curtilage for the Tank Stream (Listing No. 00636), which is a former creek line used as a freshwater source for the colony and now formalised into a sandstone arch stormwater channel. However, the works are not proposed to have an impact on the structure of tank stream itself or associated soils. The excavation extends into bedrock sandstone adjacent to the tank stream, with a minimum of 2m of bedrock between the extent of excavation and the Tank Stream itself. As such, the proposed works will not result in an impact on the structural integrity or significance of the Tank Stream. A Historical Archaeological Assessment should be prepared in conjunction with any future detailed DA.

### **Heritage Interpretation**

- The Design Competition and future Development Application should consider opportunities for the Tank Stream to be interpreted in the public domain – there are numerous examples of this elsewhere in the CBD including interpretation in the ground plane at Martin Place and the Tank Stream fountain at Circular Quay. Opportunities on the subject site may include demarcation of the Tank Stream in the ground plane of the laneway. This may be complemented by additional interpretation media (signage or digital, even public art). Interpretation of the Tank Stream and other heritage values of the site should be subject to the development of a Heritage Interpretation Strategy.
- A Heritage Interpretation Strategy should be prepared for the site by a suitably qualified Heritage Consultant. Heritage Interpretation will be a key consideration in the future design competition and detailed DA submission. The Heritage Interpretation Strategy should develop themes and narratives for interpretation and include the Tank Stream (as detailed above) and the historical development of the subject site including (but not limited to) the development and use of the retained Victorian buildings at 15-17 Hunter Street, the former Currency Lass and Empire Hotel at the corner of Pitt and Hunter Streets, and the former Georgian terrace developments on the site etc. The Heritage Interpretation Strategy should identify locations, media, and indicative content for interpretation. Interpretation should be developed throughout detailed design and construction phases in conjunction with the project architect and other specialists as required.

### **Conservation and Interpretation of 15-17 Hunter Street and Activation of the Lane**

- Opportunities for conservation and the reinterpretation of the retained Victorian Italianate buildings which are proposed for heritage listing. This may include (but is not limited to), scheduling necessary façade conservation works; reinterpretation of the ground floor shopfronts in accordance with historical documentation or providing for a more appropriate contemporary and sympathetic design response; and internal refurbishment, noting that the interiors have been variously and successively modified.
- The PP envelope anticipates partial demolition of the rear wings of 15-17 Hunter Street to facilitate direct access to the new Metro entry at the western end of the Lane. The proposal presents an opportunity to reinterpret the principal rear façade and rear wings, which have been variously altered with works including partial infill and changes to fenestration. There have also been some additions at the rear (ground floor) for plant and intrusive services have been fixed to the facades including large ducts that run between the two rear wings. Removal of these elements will have a positive heritage impact. Although the historical record to date has not yielded photographic evidence of the original presentation of the rear facades, the extant hoists demonstrate that the rear wings originally incorporated loading bays and likely would have contained doors surmounted by the arched header windows and the retained hoists. The PP presents an opportunity to interpret the industrial character of the wings and reinterpret these original openings.

- The PP ground plane extends the laneway with a north-south section to Hunter Street. This provides a curtilage for the former Pangas House and further mitigates potential impacts of scale. The future development application should consider sympathetic activation of the laneway and have regard for the proposed use of the heritage item. This may include pedestrian openings onto the laneway and secondary retail shopfronts. Any such activation should be guided by heritage advice and will have regard for the established heritage significance of the place.
- A Schedule of Conservation Works should be prepared by a suitably qualified and experienced heritage consultant prior to the issue of a Construction Certificate.

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