

Attachment B

**Planning Proposal – 15-25 Hunter Street
and 105-107 Pitt Street, Sydney**

Planning Proposal: 15-25 Hunter Street and 105- 107 Pitt Street, Sydney



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Executive Summary

The City of Sydney (the City) has prepared this planning proposal for 15-25 Hunter Street and 105-107 Pitt Street, Sydney (the site), in response to a request from the applicant, Ethos Urban (on behalf of Milligan Group), for the City to prepare a planning proposal for the site.

This planning proposal explains the intent and justification for the proposed amendments to the Sydney Local Environmental Plan 2012 (LEP) as it applies to the site. This planning proposal has been prepared by the City in accordance with Clause 3.33 of the Environmental Planning and Assessment Act 1979 and the Department of Planning and Environment's 'Local Environmental Plan Making Guideline' dated December 2021.

The planning proposal will enable development on the site that will be consistent with the Central Sydney Planning Strategy and contribute to the vision and aims of the Strategy through new business and employment space, design excellence and improved public domain interface.

The site and existing development controls

The site is 2,108 square metres in area, and irregular in shape. Five buildings, on seven titled lots, are located on the site. The site has two street frontages, which are Hunter Street to the north, and Pitt Street to the east.

The western boundary adjoins one of two Sydney Metro West over-station development sites, on the corner of Hunter and George Streets, which will provide access to the future Hunter Street Metro station. The southern boundary adjoins a 21 storey commercial building which includes a 5 storey podium containing ground floor retail. Surrounding development consists mainly of mixed-use buildings with ground floor retail and commercial and office towers above, along with other compatible uses including hotels.

Under the existing LEP controls, the site is zoned B8 Metropolitan Centre, permitting a broad range of uses including office, retail, commercial and residential uses. The site has a mapped floor space ratio of 8:1, with additional floor space available, including where the development exhibits design excellence. The maximum building height is determined by the Martin Place Sun Access Plane.

The planning proposal

The City has prepared this planning proposal following a detailed review of the proponent's planning proposal request and accompanying documentation.

This planning proposal seeks to insert a new site-specific clause in Division 5 of the LEP to:

- allow a maximum floor space ratio of 22:1 (inclusive of design excellence) above ground
- allow a maximum floor space ratio of 2:1 below ground, subject to on-site servicing and access not being compromised
- restrict development to non-residential uses only
- allow development consent to only be granted if the proposal includes a through site link connecting Pitt and Hunter Streets.

The planning proposal also seeks to list 15-17 Hunter Street, formerly known as Pangas House, in Schedule 5 – Environmental Heritage of the LEP, as a local heritage item.

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The City has prepared a draft site-specific amendment to the Sydney Development Control Plan 2012 (draft DCP) to help ensure the objectives and intended outcomes of this planning proposal are achieved. The draft DCP includes controls relating to the built form of the proposed development, active frontages, public domain, public art, design excellence and sustainability. The City intends to publicly exhibit the draft DCP with this planning proposal.

This proposal seeks to provide for additional floor space on the site to support future redevelopment delivering the following key benefits:

- provision of business, office and retail space - the future commercial office tower will expand the non-residential floor space on the site and increase Central Sydney's capacity for business growth adjacent to one of the two Sydney Metro West Hunter Street station sites.
- improved built form outcome – facilitate the delivery of a new commercial office tower, with proposed controls provide for a high-quality building to respond to surrounding development and public domain.
- protection of environmental heritage – facilitate the listing 15-17 Hunter Street, formerly known as Pangas House, as a local heritage item
- public domain improvements – maximise ground floor fine grain retail that supports activation of the surrounding public domain, and a through site link connecting Hunter and Pitt Streets, and potentially providing a connection to the Sydney Metro West station.
- ecologically sustainable development – the draft DCP associated with the planning proposal includes ambitious ecologically sustainable development benchmarks to ensure an energy efficient building is delivered.

1. Site identification

1.1 Site identification

This planning proposal site comprises five existing buildings over seven lots, and is referred to in this report as 'the site' or 'Hunter and Pitt Street'. The addresses and lot references comprising the site are in Table 1, and the site is shown at Figure 1.

Table 1: Application of the various floor space provisions for the site

Address	Lot reference
15-17 Hunter Street	Lot A DP 109825
	Lot B DP 109825
	Lot 1 DP 630190
19-21 Hunter Street	Lot 1 DP 59754
23 Hunter Street	SP 69888
105 Pitt Street	SP 60693
107 Pitt Street	Lot 1 DP 63968

Figure 1. Land affected by this Planning Proposal



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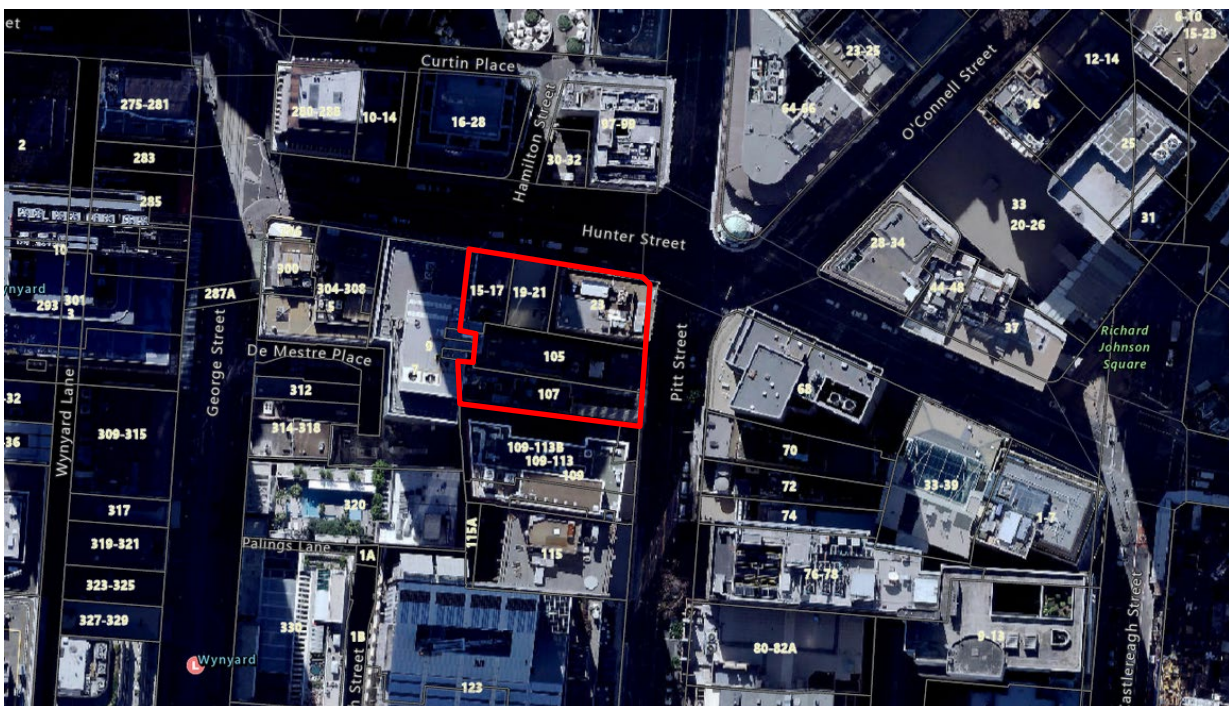
1.2 Site location

The site is located in Central Sydney, within the City of Sydney local government area.

The site is within close proximity to several transport connections including within 200 metres Wynyard and station and light rail stops, and Martin Place station. The Martin Place North Metro station, currently under construction will feature an entrance on Hunter Street between Elizabeth and Castlereagh Streets, around 200 metres of the site.

An aerial photo of the site and surrounding area is shown at Figure 2.

Figure 2. Aerial photo of the site



1.3 Site characteristics and context

The site is irregular in shape, and has total area of 2,108 square metres. The site's northern boundary fronts Hunter Street for a length of approximately 48 metres, and the eastern fronts Pitt Street for a length of approximately 39 metres.

The site comprises five separate buildings. These are:

- 15-17 Hunter Street: known as Pangas house, this is a four storey building with ground floor retail and commercial uses above
- 19-21 Hunter Street: this is a four to five storey building with ground floor retail and commercial uses above
- 23 Hunter Street: this is a 15 storey commercial building with retail on the ground floor
- 105 Pitt Street: this is an eight storey commercial building with retail at ground, and an extra level below ground level via stairs. This property includes Empire Lane off Pitt street, which is not a public laneway, but on the title of 105 Pitt Street. It provides vehicle access to basement parking for this property.

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- 107 Pitt Street: this is an eight storey building with retail at ground floor retail and commercial uses above.

Figure 3. Subject site on the corner of Hunter and Pitt Streets, looking south along Pitt Street



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Figure 4. Subject site on the corner of Hunter and Pitt Streets, looking west along Hunter Street



Surrounding development comprises a mixture of commercial, retail, residential, and tourist accommodation uses. These are, in detail:

- West: adjoining the western boundary of the site is 7-13 Hunter Street known as the Hunter Connection, with retail on lower levels and office above. Further west in Hunter Street is 5 Hunter Street which is a 12 storey commercial building with retail on the ground floor, and 296 George Street which is a 3 storey state heritage listed building known as the Former Skinners Family Hotel. These sites comprise part of one of the Sydney Metro West over-station developments.
- South: adjoining the southern side of the site is 109-113 Pitt Street, a 21 storey commercial building including a 5 storey podium with ground floor retail + lobby. This site includes a public commercial car park, with driveway crossover immediately to the south of 107 Pitt Street.
- North: there are several properties on the northern side of Hunter Street opposite the site, including heritage items:
 - 20 Hunter Street is a 17 storey commercial building with retail and lobby on ground floor
 - 30-32 Hunter Street is a six storey State heritage listed building known as the Grand Hotel with ground floor bar, and hotel accommodation
 - The laneway between 20 Hunter Street and 30-32 Hunter Street is known as Hamilton Street, which is a state heritage listed laneway

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- 97-99 Pitt on the corner of Pitt and Hunter Streets is the “The Tank Stream” hotel, which is 14 storeys, ground floor w/retail and reception.
- North East: opposite the site fronting Pitt, Hunter and O’Connell Street is the State heritage listed building known as the Former Wales House, currently used as the Radisson Blu hotel.
- East: on the opposite side of Pitt Street are the following buildings:
 - 68 Pitt Street is on the corner of Hunter and Pitt Streets, and is a commercial tower with ground floor retail
 - 70 Pitt is a 10 storey, ground floor retail, commercial above
 - 72 & 74 Pitt Street are a pair of buildings with historical façades, but not heritage listed.

Figure 5. Northern side of Pitt Street, opposite the subject site



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Figure 6. Eastern site of Pitt Street, opposite the subject site



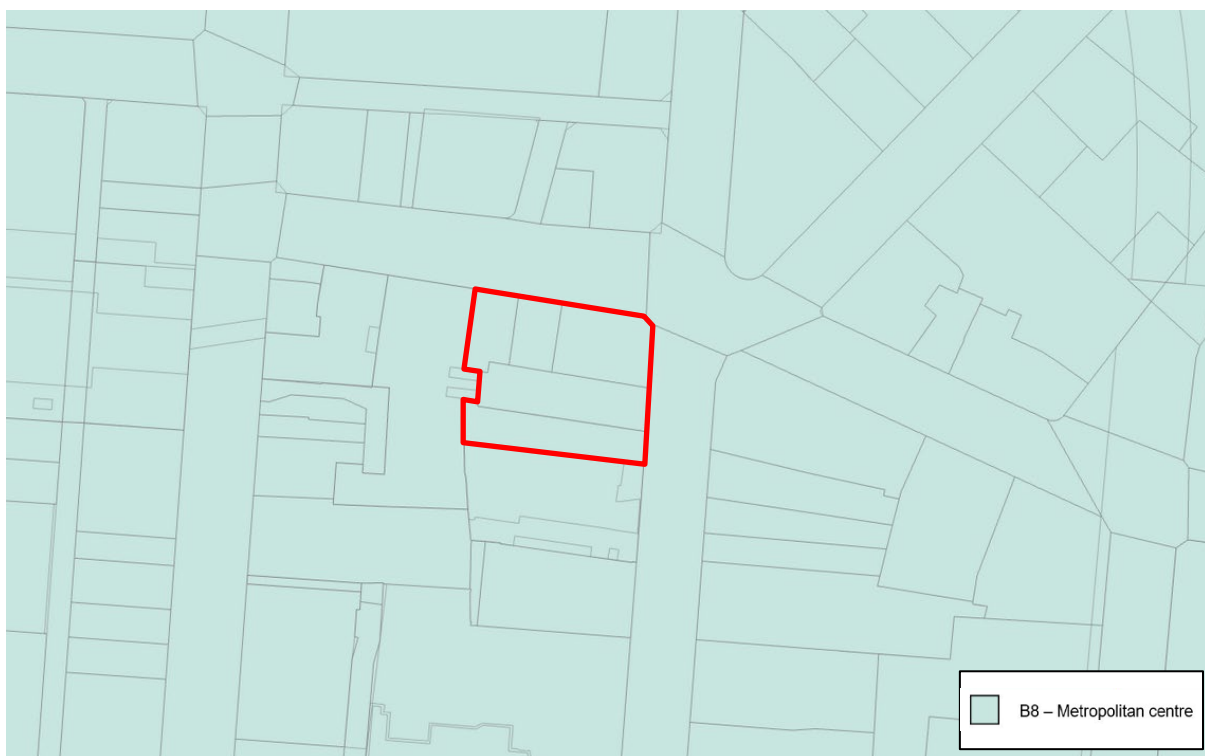
2. Existing planning controls

The LEP contains zoning and principal development standards for the site. These are discussed below.

2.1 Zoning

The site is zoned B8 Metropolitan Centre, as shown in Figure 7. The zone permits a broad range of uses, including commercial premises, community facilities, food and drink premises, as well as residential accommodation and tourist and visitor accommodation.

Figure 7. Extract from Zoning Map in the Sydney Local Environmental Plan 2012



2.2 Building height

The whole site located within Area 3 on the Height of Building Map in the LEP as shown in Figure 8. The properties within the site fronting Hunter Street have a maximum height of 235m, and no maximum height identified for 105-107 Pitt Street, with the maximum height determined by the sun access plane extending over this land, as detailed in Clause 6.17 - Sun Access Planes of the LEP.

Clause 6.17 of the LEP aims to ensure that buildings maximise sunlight access to the public places set out in this clause, including Martin Place, by not permitting buildings to project higher than the sun access plane. The height map is shown in Figure 8.

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Figure 8. Extract from Height of Building Map in the Sydney Local Environmental Plan 2012

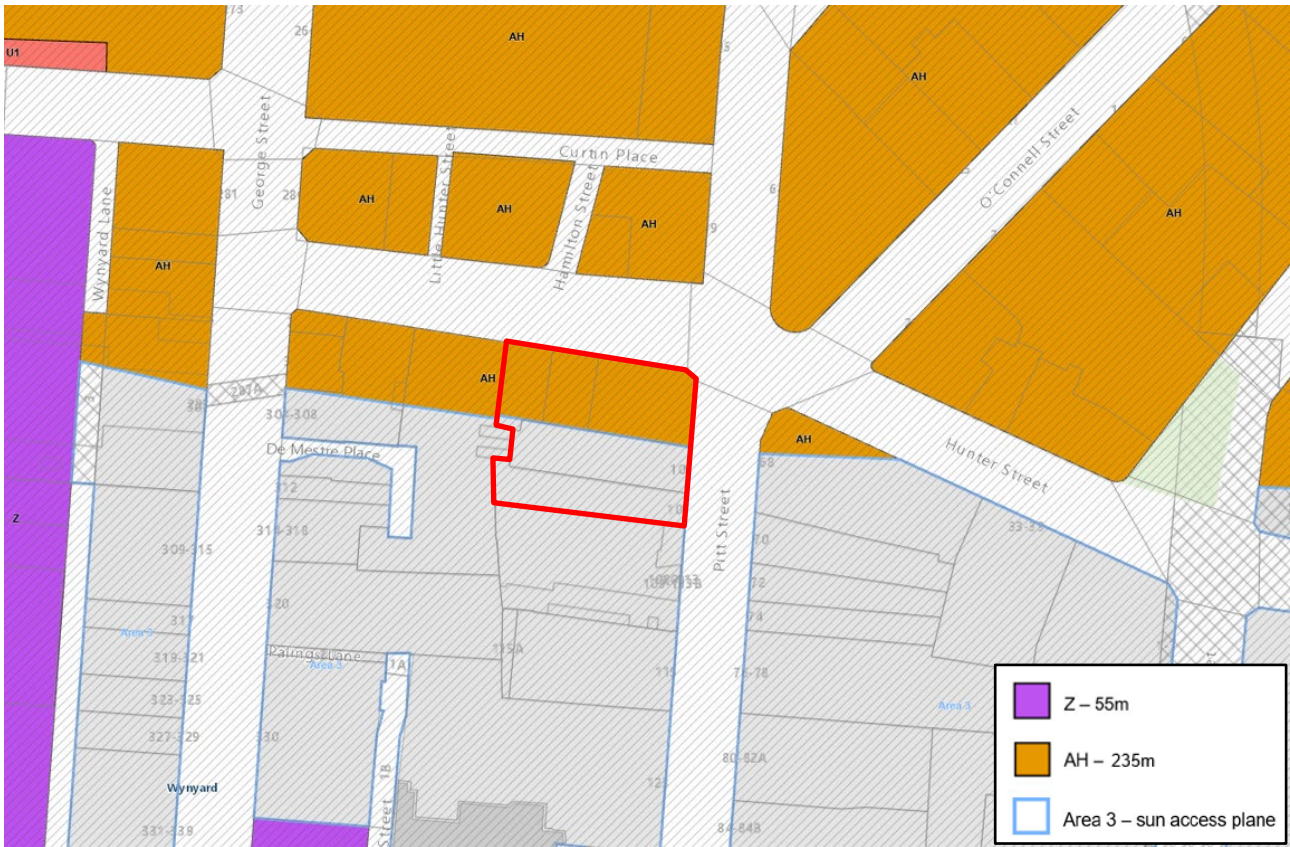


Figure 9. Extract of the Domain Martin Place Sun Access Plane in the Central Sydney Planning Strategy



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2.3 Floor space ratio

The maximum floor space ratio for the site is 8:1, as shown in Figure 10. Clause 6.4 of the LEP provides additional FSR of up to 4.5:1 for office, business or retail premises, and up to 6:1 for hotel or motel accommodation, community facilities or childcare facilities, subject to purchase of heritage floor space. Up to 10 per cent additional floor space may be granted under clause 6.21D9(3)(b) of the LEP subject to a competitive design process and demonstration of design excellence. In total, an FSR of 13.75:1 is potentially achievable for a mixed retail and commercial development on this site.

The site is also identified within a Tower Cluster Area and a design excellence bonus of 50% FSR enables an FSR of up to 18.75:1 for employment land uses.

Figure 10. Extract from Floor Space Ratio Map in the Sydney Local Environmental Plan 2012



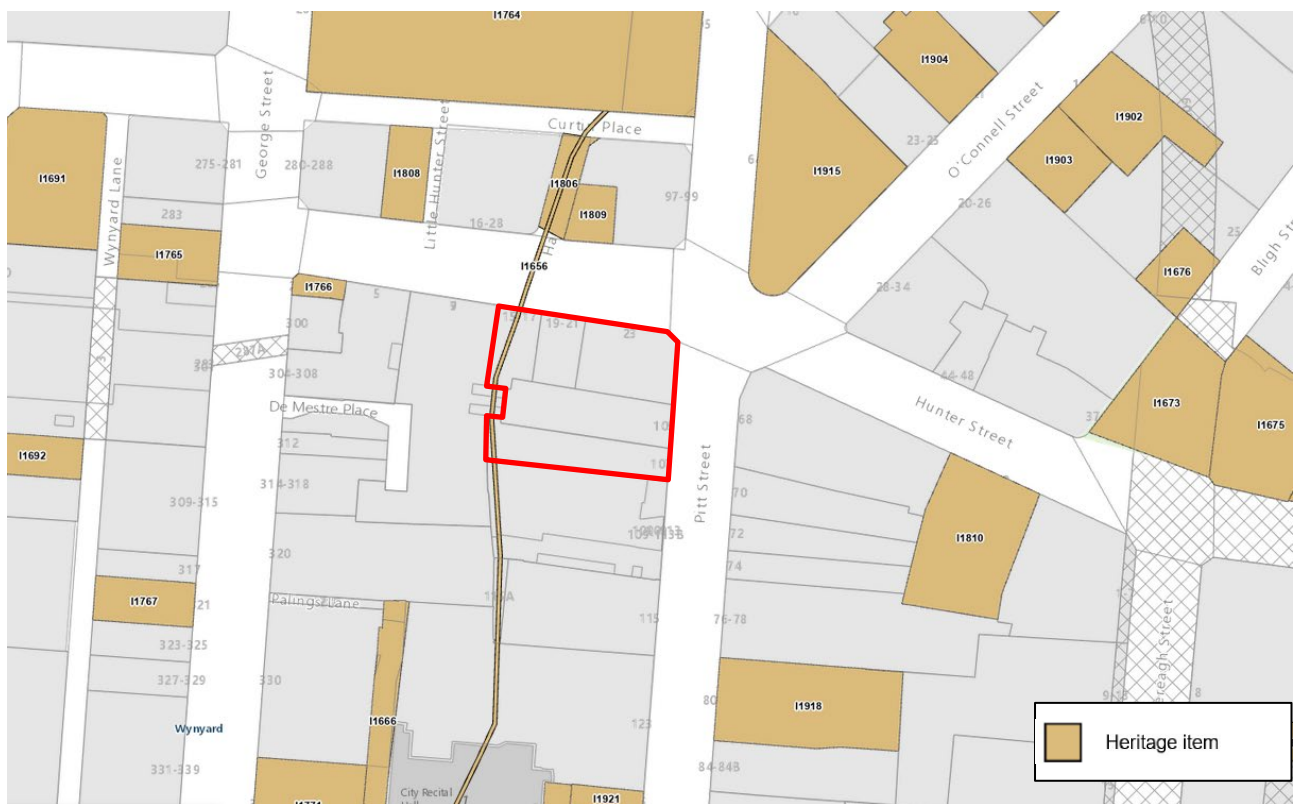
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2.4 Heritage

The Tank Stream is a State heritage item and runs north-south through tunnels in the western part of the site. The building formerly known as Pangas House, at 15-17 Hunter Street is proposed to be listed as a local heritage item as part of this planning proposal.

No heritage items directly adjoin the site, although there are a number of heritage items opposite the site in Hunter, and in vicinity to the site. These include continuation of the State listed Tank Stream tanks and tunnels, Hamilton Street, the Grand Hotel building, Former Wales House and Former Skinners Family Hotel on the corner of Hunter and George Streets. Heritage items in the vicinity are shown in Figure 11.

Figure 11. Extract from Heritage Map in the Sydney Local Environmental Plan 2012



2.5 Planning Proposal request

The planning proposal request was formally lodged in March 2022 and accompanied by specialist reports including a Planning Justification Report, Urban Design Study, Design Excellence Strategy, Ecologically Sustainable Development Strategy, and Pedestrian Wind Impact Assessment. The City has prepared this planning proposal following the consideration and assessment of the request.

The request seeks to insert new site-specific controls in the LEP to permit redevelopment of the site for a new commercial tower above a podium. The changes to planning controls subject to this proposal are to enable the delivery of approximately 46,376 square metres of floor space at or above ground, in a new commercial podium and tower up to the Martin Place Sun Access Plane

No changes are proposed to the height controls for the site, which are determined by the Martin Place Sun Access Plane.

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Figure 12. Artists impression of the indicate scheme for the site



Based on the proponent's reference scheme, retail, food and beverage facilities and other services, as well as lobby spaces and meeting rooms/co-work spaces are proposed to be located on the ground and first floors, with office space on the upper podium levels and tower.

The proponent's reference scheme also includes a 24/7 public pedestrian through-site link will connect Pitt and Hunter Streets at ground level, and could also connect to the proposed new Hunter Street Metro station adjoining the western side of the site. Vehicle access will be from Pitt Street via a new driveway, providing access to the basement for service vehicles parking. Basement levels will also feature a food market, three levels of gym/health and wellness, bicycle parking and EOT level, and level with a car stacker capable of providing up to 41 car parking spaces.

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The City's Planning Proposal

The City has prepared this planning proposal following detailed review and assessment of the proponent's proposed planning envelope and reference scheme, and consideration of comments from City staff and advice from the Design Review Panel (DAP).

The City has worked with the applicant's representatives and consultants to achieve a building envelope that responds to its context, maintain acceptable wind and daylight conditions in the public domain adjacent to the subject site, and is capable of being consistent with the Central Sydney Planning Framework.

An amendment to the Sydney Development Control Plan 2012 (DCP), to be exhibited with this planning proposal, contains more detailed site-specific planning provisions for the site.

3. Objectives and intended outcomes

This planning proposal will enable the redevelopment of the site to deliver:

- a commercial office tower of variable height up to approximately 52 storeys, which will be under the Martin Place Sun Access Plane
- a built form consistent with the future character of Central Sydney and achieving ecologically sustainable development
- improved pedestrian access and amenity through improved street activation and pedestrian connections
- improved protection of heritage buildings.

To achieve this outcome, the LEP is to be amended by:

- increasing the maximum floor space ratio to 22:1 at or above ground level, inclusive of design excellence of up to 10% under clause 6.21D(3)(b) and no design excellence bonus under clause 6.21E of the LEP
- allowing for additional floor space of up to 2:1 below ground level subject to on-site servicing and access not being compromised
- including provisions for the building to be used for business, retail and other commercial uses
- including provisions to ensure the application of heritage floor space, through the application of accommodation floor space
- listing 15-17 Hunter Street, formerly known as Pangas House, as a local heritage item in Schedule 5 – Environmental Heritage of the LEP.

The draft DCP accompanying the planning proposal will facilitate the following:

- a building envelope with setbacks to respect the local context and capable of achieving acceptable levels of solar access, wind comfort and daylight in adjoining public places
- a tower above a podium to provide definition to, and activation of the public domain
- a building envelope to accommodate architectural articulation without resulting in detrimental impacts to public domain amenity
- inclusion of a publicly accessible 24/7 pedestrian through site link, with an opening between the podium and the tower components to provide natural light, encouraged to connect to the adjoining Metro station site where possible, and in a location to respect the historical Empire Lane alignment.
- provisions and strategy for an architectural design competition
- achieving a high standard of ecological sustainable development, including delivery of a minimum 6 star Green Star Building rating, and that a future building is capable of meeting the City's net zero energy requirements

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- provisions for public art.

4. Explanation of provisions

4.1 Sydney Local Environmental Plan 2012

To achieve the objectives and intended outcomes, this planning proposal seeks to amend the Sydney Local Environmental Plan 2012 by inserting a new site-specific clause under Division 5 Site Specific Provisions, to:

- allow a maximum floor space ratio of 22:1 at or above ground level, inclusive of design excellence within the meaning of clause 6.21D(3)(b)
- allowing a maximum floor space ratio of 2:1 below ground level, subject to on-site servicing and access not being compromised
- ensure the application of heritage floor space, through the application of accommodation floor space
- ensure the building is not used for residential accommodation or serviced apartment uses
- ensure development demonstrates design excellence through an architectural design competition

The planning proposal also seeks to list the former Pangas House, at 15-17 Hunter Street as a local heritage item in Schedule 5 – Environmental Heritage of the LEP.

The planning proposal seeks to insert a provision in Clause 4.6 Exceptions to development standards, so that future development applications lodged under these proposed site-specific provisions do not further vary the controls for this site.

The proposed amendments are to ensure development will meet the strategies for Central Sydney including opportunities for additional building height and density in the right locations supported by environmental sustainability, design excellence and improved public space, transport and access.

An example of how this provision may be drafted, subject to agreement with Parliamentary Counsel is included in Appendix 1.

Floor space ratio

Commercial development can currently achieve a maximum floor space ratio of 13.75:1, which comprises mapped FSR of 8:1, accommodation floor space bonus of 4.5:1, and 10 per cent design excellence floor space.

The site is also identified within a Tower Cluster Area and a design excellence bonus of 50 per cent FSR enables an FSR of up to 18.75:1 for employment land uses.

This planning proposal provides for additional site-specific floor space totalling up to 20:1 at or above ground for employment generating uses, resulting in a maximum floor space ratio of 22:1 at or above ground should the building exhibit design excellence. The application of the various floor space provisions applicable to the subject site is shown at Table 1 below.

The site-specific provisions also include additional floor space of up to 2:1 below existing ground level. This additional floor space will be subject to the requirements for on-site servicing and access not being compromised, which includes access and parking for service vehicles, and provision and access to bicycle parking and end of trip facilities. The additional below ground floor space will not be eligible for a design excellence bonus.

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The site-specific provisions ensure heritage floor space is applicable to future development on the subject site, in accordance with the existing provisions of clause 6.11 of the LEP. There is no change to the application of heritage floor space for accommodation floor space or design excellence.

No design excellence bonus under clause 6.21E(2) of the LEP, which applies to tower cluster areas will be available.

Table 2: Application of the various floor space provisions for the site

LEP clause	Applicable floor space	Floor Space Ratio
Above ground floor space		
cl. 4.4	Mapped floor space ratio	8:1
cl. 4.6	Accommodation floor space	4.5:1
TBC	At or above ground site-specific floor space	7.5:1
		20:1
cl. 6.21(D)(3)	Additional floor space – design excellence	Up to 10%
Total		22:1:1
Below ground floor space		
TBC	Below ground site-specific floor space	2:1

Non-residential uses

To facilitate the delivery of additional employment generating floor space in Central Sydney through site-specific planning proposals, only employment uses will be permitted on the subject site under the new site-specific provisions in the LEP, and as a result, residential or serviced apartment uses are excluded.

This planning proposal does not propose to change the current zoning for the subject site, which is B8 Metropolitan Centre and permits a wide range of uses including retail, commercial and residential uses. Any future redevelopment of the site for residential or serviced apartment uses is limited to the existing building height and floor space ratio controls under clauses 4.3 and 4.4 of the LEP respectively.

Design excellence

Future development on site will be subject to an architectural design competition consistent with clause 6.21D of the LEP.

Clause 6.21D(3)(b) of the LEP provides up to 10 per cent additional floor space subject to an architectural design competition and demonstration of design excellence. The additional floor space is capable of being accommodated within the maximum building envelope the subject of this

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planning proposal and as such a new provision is to be included to ensure additional floor space is taken up rather than additional building height.

No design excellence bonus under clause 6.21E(2) of the LEP, which applies to tower cluster areas will be available.

Through site link

Controls will be included to ensure that a through-site link with 24/7 public access is delivered if the site specific controls are used for this site. The design details of the through site link, including opening in part to the sky, and provision for a potential connection to the adjoining Metro station site, will be included in the DCP for the site.

Drafting instructions

To deliver the objectives and intended outcomes of this planning proposal, a new site-specific clause for 15-25 Hunter and 105-107 Pitt Street will be inserted to Division 5 Site specific provision of the LEP.

An example of how this provision may be drafted subject to agreement with Parliamentary Counsel is included in Appendix 1.

4.2 Sydney DCP 2012 amendments

To ensure future development is consistent with the objectives of the planning proposal, site specific provisions for the DCP will accompany the proposal to ensure a high-quality built form and public domain outcome is achieved.

The DCP provisions describe and outline the desired future development and include the following key design considerations:

- maximum building envelope, including podium height
- street wall heights
- setbacks
- through-site link
- active frontages
- wind
- parking and vehicular access
- design excellence strategy
- environmentally sustainable development targets
- public art
- heritage

5. Justification

This section is structured as follows:

- 5.1 – Proposed changes to, benefits of and managing impacts of increasing floor space ratio controls
- 5.2 – Draft development control plan
- 5.3 – Need for the planning proposal
- 5.4 – Relationship to strategic planning framework
- 5.5 – Environmental, social and economic impact
- 5.6 – State and Commonwealth interests

5.1 Proposed changes to, benefits of and managing impacts of increasing floor space ratio

The planning proposal seeks to amend the floor space controls for employment generating use, to facilitate the redevelopment of the subject site with a built form that has acceptable impacts on the surrounding area.

FSR changes

The planning proposal will insert controls in the LEP for the subject site. The floor space ratio controls are specific to the building envelope outlined in this planning proposal. To be eligible for the proposed development controls, future development on the site is to meet the site-specific requirements in the LEP, such as restricting future development on site to non-residential uses only and provision of a through-site link and ground floor active uses.

The site-specific provisions outline the FSR provisions that are applicable for the site. This includes the mapped and various additional FSR, providing a maximum above ground portion FSR of 22:1, inclusive of an additional design excellence floor space of up to 10 per cent that can be applied, following a competitive architectural design competition. It also includes provision for a maximum below ground FSR of up to 2:1, while ensuring that on-site servicing and access is not compromised.

The site-specific provisions to be inserted into the LEP can accommodate the indicative concept design and additional floor space within a tested building envelope.

An Urban Design Study accompanies this planning proposal detailing how the desired density is consistent with the Central Sydney Planning Strategy's vision for the surrounding area and will result in additional commercial floor space to ensure Central Sydney remains competitive without significant adverse impacts.

Employment uses

This planning proposal will facilitate the redevelopment of the subject site for a new tower, and podium at lower levels, to deliver additional employment floor space compared to the existing site, increasing Central Sydney's employment generating floor space capacity.

Additional floor space delivered by this planning proposal is only available to employment generating uses. This will be achieved through the insertion of a restriction into the new site-specific provisions for the site in the LEP.

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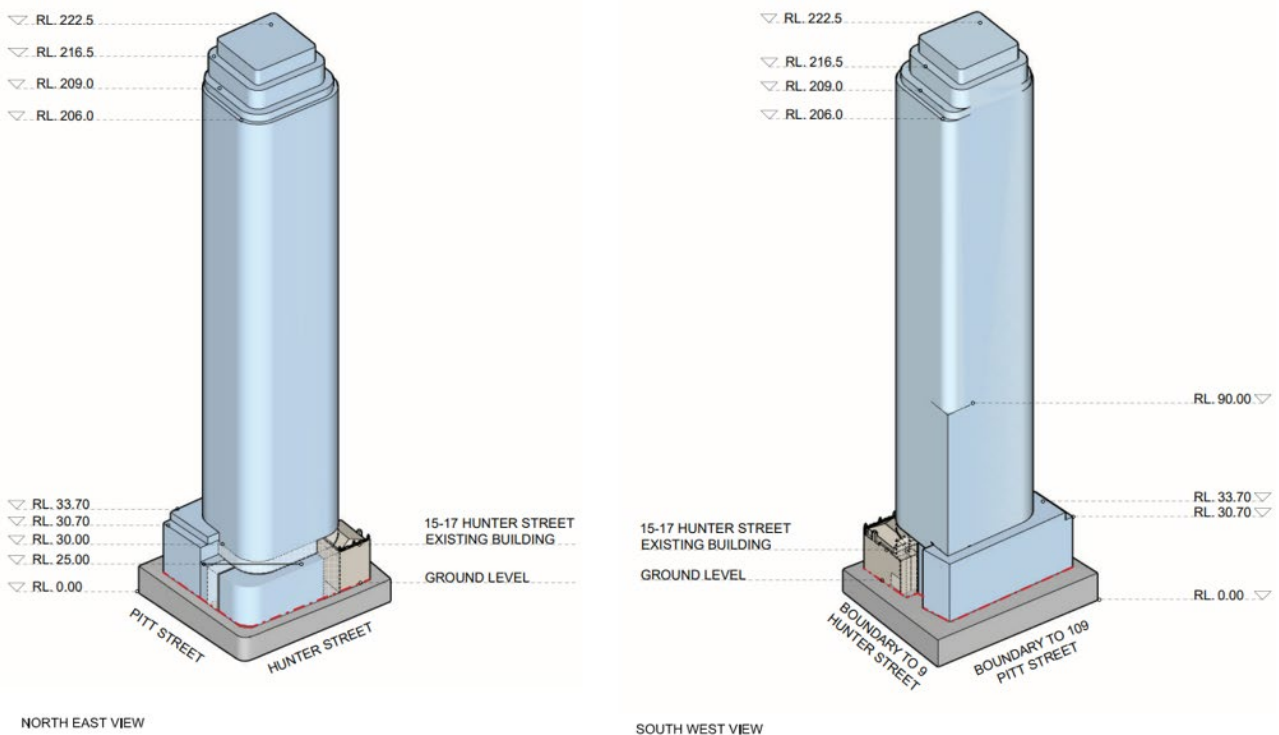
This outcome is consistent with the objectives of the City of Sydney’s Local Strategic Planning Statement and the Central Sydney Planning Strategy in that the planning proposal will deliver new growth and additional employment generating floor space in a key location that is well placed to take advantage of infrastructure and planned additional capacity.

Built form

The proposed indicative scheme has been developed to respond to the conditions on the subject site while delivering acceptable daylight and wind conditions within the public domain.

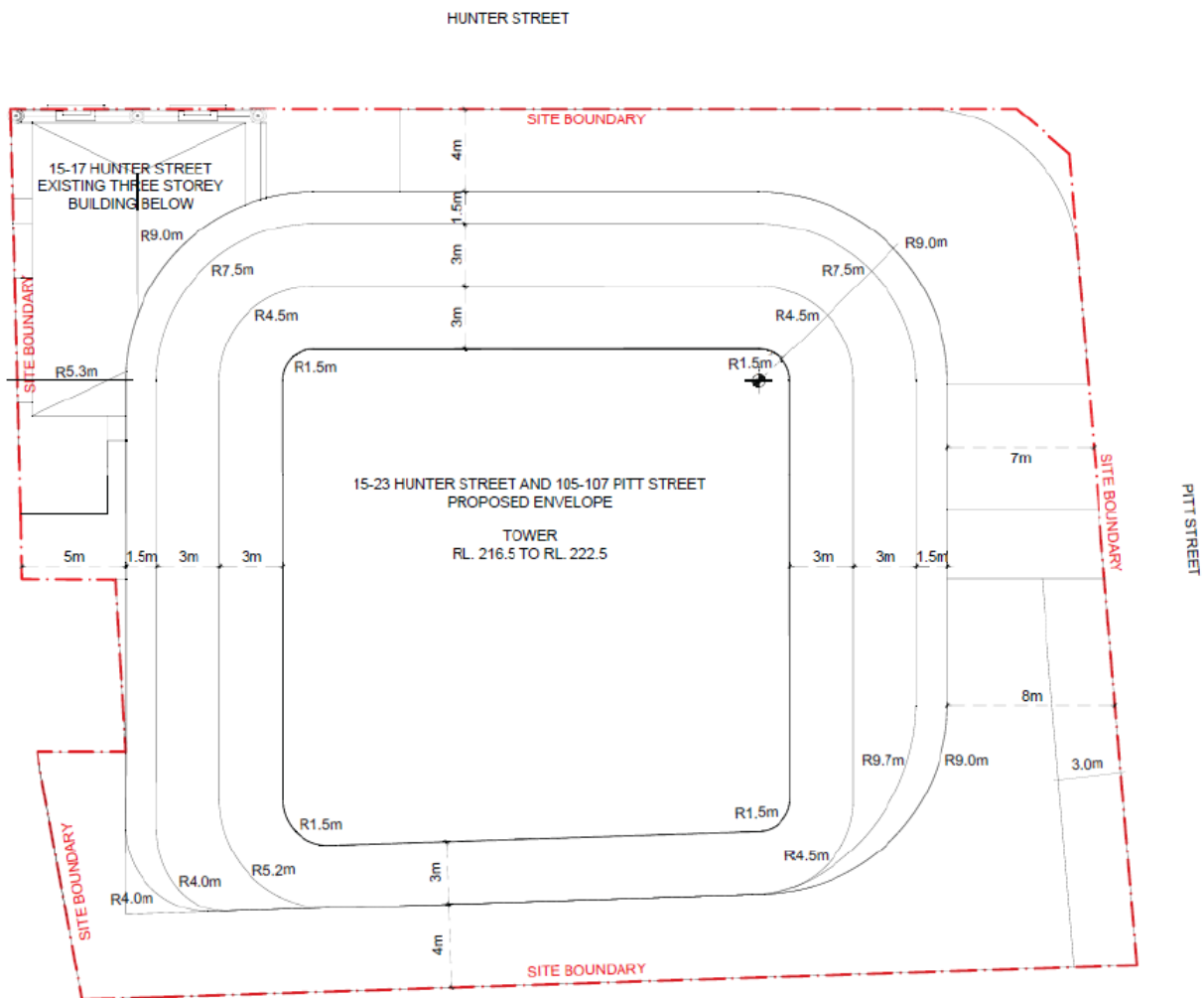
The proposed maximum planning envelope includes a podium with various heights to be sympathetic to the building formerly known as Pangas House and height of adjoining buildings, and a commercial tower above to a height not to exceed the Martin Place Sun Access Plane. The tower envelope includes a 4m setback to Hunter Street, 7-8m to Pitt Street, 5m setback (generally) to the west and 4m setback to the south.

Figure 13. Elevations of the indicative building envelope



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Figure 14. Setbacks of the indicative building envelope



The wind and daylight assessment that accompanied the planning proposal request demonstrates that the proposed building envelope would deliver public domain daylight and wind conditions that are equivalent to that of a building envelope that is consistent with the requirements of the Central Sydney Planning Strategy.

The proposed indicative concept includes design measures to minimise the building's impact on the proposed heritage item within the site, heritage items in the vicinity, and the surrounding public domain, due to the tower setbacks to Hunter and Pitt Street, and sympathetic podium height.

The draft DCP, which accompanies the planning proposal, includes detailed site-specific provisions to describe and outline the desired future development on site to ensure a high quality built form and public outcome is delivered.

Public Domain

The planning proposal does not include changes to the public domain, with any changes to affect the public domain to be considered as part of a future development application for the site.

Heritage

The site includes a heritage item, which is the state heritage listed Tank Stream tanks and tunnels. No sub-surface/excavation works are proposed beneath the building located above the Tank

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Stream, due to the proximity of the heritage item. The proposal will be referred to Heritage NSW as part of the public authority consultation process, for their review and comment. Any future development application would need to address potential impacts on the Tank Stream.

The former Pangas House, at 15-17 Hunter Street within the subject site, is proposed to be listed as a local item under Schedule 5 Environmental Heritage of the LEP as part of the planning proposal. A Heritage Assessment was prepared to support the proposal, and the heritage listing is supported. The Heritage Assessment and draft heritage inventory is at Appendix 3 of this Planning Proposal.

The former Pangas House has heritage significance at a local level. It is a fine example of a Victorian Free Classical style commercial building, and it exhibits key features of the style. As a result, the building makes an important contribution to the streetscape, in particular its termination of the vista from Australia Square along Hamilton Street to Hunter Street. The building has historic significance as surviving evidence of the prosperous economic conditions of the mid-1860s to mid-1880s in Sydney, which fuelled a distinctive architectural 'boom' style, and as a relatively rare commercial building constructed during the last quarter of the nineteenth century in Central Sydney. The property has significant associations with prominent architect John Smedley, and with the Jewish community in Sydney.

The assessment of the proposed listed found the proposed planning envelope is capable of supporting a development that can respond sympathetically to the proposed heritage item within the site, and existing items in the vicinity in the vicinity, due to the proposed podium and tower heights and setbacks.

The planning proposal is accompanied by site-specific provisions for the DCP to ensure future development on site relates sympathetically to adjacent heritage items in terms of setbacks, massing and materials.

Figure 15. Pangas House at 15-17 Hunter Street



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Design excellence

Future development on site will be subject to an architectural design competition consistent with the requirements of clause 6.21D of the LEP, as required by the Guideline for Site Specific Planning Proposals and the Central Sydney Planning Framework.

A Design Excellence Strategy accompanied the planning proposal, which has been refined to be consistent with the Central Sydney Planning Framework. The competition requirements will require an invited architectural design competition consisting of a minimum of six competitors ranging from emerging and established local and national architectural firms and a competition jury that will comprise of representatives nominated by the City and who are part of the Design Advisory Panel. The accompanying draft DCP includes design excellence provisions for an architectural design competition.

Traffic and transport

The western boundary of the site adjoins the Sydney Metro West Hunter Street Station site, which is at the early planning phase. The site will also be within 250m of the proposed Martin Place Metro Station due to open in 2024. These services would be in addition to the existing train, bus and light rail services within 600m of the site.

The car parking and service vehicle parking numbers will be assessed under the controls for these in place at the time the DA for the detailed development stage is lodged.

Following assessment by the City, concerns were raised with regards to the design of the access and parking arrangements within the basement, including potential for queueing, and the lift design to access the bicycle spaces and end of trip facilities. Provisions have been included to ensure on-site servicing is not compromised by the provision of any below ground floor space.

The site is close to two new Metro Stations and existing public transport. A Sustainable Travel Strategy (STS) is recommended to be included in the draft DCP to support healthy and active lifestyles, avoid adverse impacts on the environment, address sustainability and climate change objectives, and not lead to unnecessary vehicle trip generation and road congestion.

Pedestrian activity and comfort

The planning proposal is accompanied by a Preliminary Pedestrian Comfort Assessment which assessed the impacts of the proposed scheme on the pedestrian condition along the site frontages to Pitt and Hunter Streets. This has assessed pedestrian comfort using the City of Sydney's requirements.

The pedestrian footpaths along the Hunter Street and Pitt Street frontages were found to currently operate at a grade C or higher, which is considered an acceptable grade within an office and retail precinct.

Factoring in the development of the site, the assessment report anticipates an increase in the number of pedestrian movements along the site frontage. With the inclusion of the through-site link, which is considered to be used by approximately 10 per cent of pedestrians in this location, the Hunter and Pitt Street frontages will maintain a grade C or higher rating.

Geotechnical Assessment

The planning proposal includes the excavation of part of the fifth level of the basement to accommodate the planned basement layout. A Geotechnical Desktop Assessment accompanied the planning proposal, which found that excavation on the subject site should be possible without significant adverse impacts. This includes impacts on groundwater and vibration.

The study did however state that a detailed geotechnical investigation, including the drilling of rock cored boreholes, will need to be carried out to confirm the ground conditions at the site. A detailed

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excavation and contamination investigation will be undertaken as part of the detailed development application phase.

5.2 Draft development control plan

As a consequence of the proposed site-specific controls in the LEP, it is also proposed to insert site-specific DCP controls into Section 6 of the Sydney DCP 2012. The draft DCP amendments will be publicly exhibited with the planning proposal.

The draft DCP amendment includes provisions to ensure delivery of the future development on site in a manner that is consistent with this planning proposal. The draft DCP addresses the following key design considerations:

- maximum building envelope, including podium height
- street wall heights
- setbacks
- through-site link
- active frontages
- wind
- parking and vehicular access
- design excellence strategy
- environmentally sustainable development targets
- public art
- heritage

5.3 Need for the planning proposal

Is the planning proposal a result of an endorsed LSPS, strategic study or report

The planning proposal is in response to and is consistent with the Central Sydney Planning Strategy. The Strategy describes objectives and a framework to ensure future growth is employment focused, occurs where it respects our special places and spaces, and is highly sustainable, resilient and responsive to climate change. A detailed review of the consistency of the proposal with the strategic planning framework is provided at section 5.4 below.

This planning proposal is a result of a request from the landowner to change the planning controls that relate to the subject site.

The landowner has undertaken a number of studies in support of the request, including an Urban Design Report prepared by Bates Smart. The study details a proposal to meet the City's vision for Central Sydney to remain economically competitive and capable of accommodating growth in employment generating floor space through additional building height and floor space in selected locations that do not result in unacceptable impacts on public domain amenity. These studies have informed the planning proposal.

The following supporting documents were commissioned by the applicant to support their request:

- Planning Justification Report – Ethos Urban
 - Appendix A: Urban Design Report – Bates Smart
 - Appendix B: Site Survey - Total Surveying Solutions
 - Appendix D: Draft Design Excellence Strategy – Ethos Urban
 - Appendix E: Traffic Impact Assessment - WSP
 - Appendix F: Heritage Impact Statement - Urbis
 - Appendix G: Pedestrian Environmental Wind Report – MEL Consulting

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- Appendix H: Preliminary Site Investigation - Ramboll
- Appendix I: Ecologically Sustainable Development Report - WSP
- Appendix J: Pedestrian Impact Assessment - WSP
- Appendix K: Social and Economic Impacts Assessment – Ethos Urban
- Appendix L: Preliminary Geotechnical Desktop Assessment – JK Geotechnics
- Appendix M: Building Services Report - WSP
- Appendix N: Waste Management Plan – WSP
- Appendix O: Public Art Approach – Amanda Sharrad
- Appendix P: Public Benefit Offer – Milligan Group
- Appendix Q: Consultation Summary – Ethos Urban
- Appendix R: Structural Statement - TTW
- Appendix S: Sky View Factor Report – Bates Smart
- Appendix T: Flood Impact Assessment - TTW

Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

This planning proposal seeks to insert new site-specific provisions into the LEP for the subject site. The resultant conditions have been tested to ensure the future built form is appropriate and does not result in any unacceptable impacts on adjoining properties or the public domain. The amended controls will facilitate the delivery of additional employment generating floor space consistent with the vision of the Central Sydney Planning Strategy.

5.4 Relationship to strategic planning framework

Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans for strategies)?

A Metropolis of Three Cities – The Greater Sydney Region Plan

A Metropolis of Three Cities – the Greater Sydney Region Plan is the NSW Government's overarching strategic document for growth and change in Sydney. The 20 year plan with a 40 year vision seeks to transform Sydney into a metropolis of three cities being the Western Parkland City, the Central River City and the Eastern Harbour City. The City of Sydney LGA is positioned within the Eastern Harbour City.

The plan identifies key challenges facing Sydney including a population increase to eight million by 2056, 817,000 new jobs by 2036 and a requirement for 725,000 new homes.

The plan aspires to deliver the following outcomes:

- liveability – enhancing cultural and housing diversity and designing places for people;
- productivity – developing a more accessible and walkable city and creating conditions for a stronger economy;
- sustainability – valuing green spaces and landscape, improving efficiency of resources and creating a resilient City; and
- infrastructure – ensuring infrastructure supports new developments and governments, community and businesses collaborate to realise the benefits of growth.

To achieve the vision, the plan proposes 10 directions, 40 objectives and associated strategies. Objectives of particular relevance to this Planning Proposal include:

- **Objective 12 – Great places that bring people together** – this planning proposal will provide for future development to improved amenity and accessibility of the public realm to attract

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residents, workers and visitors. The provision of a through site link will also improve pedestrian amenity and experience with potential connection to the adjoining Sydney Metro site.

- **Objective 13 – Environmental heritage is identified, conserved and enhanced** – the planning proposal includes the listing of former Pangas house as a local heritage item.
- **Objective 18 – Harbour CBD is stronger and more competitive** - this planning proposal will facilitate the delivery of new commercial office space within Central Sydney to maximise the competitive advantage of this part of Sydney.
- **Objective 22 – Investment and business activity** – this planning proposal facilitates the delivery of new commercial and retail development on the subject site delivering additional office space to Central Sydney, which will add to the viability of the Harbour CBD economy.
- **Objective 33 – A low carbon city contributes to net-zero emissions by 2050 and mitigates climate change** - The proposal facilitates a new commercial and retail development with significantly improved sustainability outcomes. Future development on the site is to achieve ambitious ecological sustainable development targets including that a future building on the site is capable of meeting the City's net zero energy requirements

This planning proposal is consistent with the Greater Sydney Region Plan.

Eastern City District Plan

The Greater Sydney Commission released the District Plans for the Greater Sydney Metropolitan Region in March 2018. The City of Sydney is in the Eastern City District. The District Plans set out how A Metropolis of Three Cities – the Greater Sydney Region Plan applies to local areas.

The District Plan establishes a 20 year vision for the Eastern District to be a global sustainability leader, managing growth while maintaining and enhancing liveability, productivity and attractiveness for workers, residents and visitors. Planning priorities and associated actions for productivity, liveability and sustainability seek to deliver on this vision.

This planning proposal is consistent with the following priorities from the Plan:

- **Planning Priority E1 – Planning for a city supported by infrastructure** – To provide additional commercial floor space in this area of Central Sydney, this planning proposal seeks to expand and enhance commercial uses on the subject site by facilitating the delivery of new office space on a site located close to existing and planned transport infrastructure to maximise the efficient use of the existing and future new capacity.
- **Planning Priority E6 – Creating and renewing great places and local centres and respecting the District's heritage** – The planning proposal will provide for future development that will respond to the public domain around the site and improve amenity and accessibility for pedestrians, and will list former Pangas House as a local heritage item in the LEP.
- **Planning Priority E7 – Growing a stronger and more competitive Harbour CBD** – Central Sydney lies at the core of the Harbour CBD, within the Eastern Economic Corridor. This Planning Proposal will help facilitate new commercial office space within Central Sydney to maximise the competitive advantage of this part of Sydney.
- **Planning Priority E10 – Delivering integrated land use and transport planning for a 30 minute city** – The future development concept satisfies the 30 minute city objective as it will increase employment opportunities close to existing and future public transport connections across may part of Greater Sydney within a 30 minute travel time.
- **Planning Priority E11 – Growing investment, business opportunities and jobs in strategic centres** – This planning proposal will facilitate the delivery of new commercial and retail development on the subject site delivering additional office space to Central Sydney, which will add to the viability of the Harbour CBD economy.

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- **Planning Priority E13 – Supporting growth of targeted industry sectors** – This planning proposal will deliver additional retail and commercial floor space which will be available for investment from targeted industry sectors including retail, visitor economy and knowledge-intensive businesses.
- **Planning Priority E19 – Reducing carbon emissions and managing energy, water and waste efficiently** – The proposed development concept will deliver a new commercial and retail building with significantly improved sustainability outcomes. Future development on the site is to achieve ambitious ecological sustainable development targets including that a future building on the site is capable of meeting the City’s net zero energy requirements.

This planning proposal is consistent with the Eastern City District Plan.

Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or Greater Sydney Commissions, or another endorsed local strategy or strategic plan?

Sustainable Sydney 2030

Sustainable Sydney 2030 is the vision for sustainable development of the City of Sydney to 2030 and beyond. It includes 10 strategic directions to guide the future of the local government area. The plan outlines the City’s vision for a ‘green’, ‘global’ and ‘connected’ city and sets targets, objectives and actions to achieve this vision. This planning proposal is aligned with the following relevant strategic directions and objectives:

- **Direction 1 – A globally competitive and innovative city** – The proposal will support a future high quality urban design outcome that will provide new employment opportunities. Investment into the site will help contribute to make Sydney attractive for global investors.
- **Direction 2 – A leading environmental performer** – This planning proposal will deliver ecological sustainable development on the site by establishing ambitious minimum sustainability targets for future development.
- **Direction 3 – Integrated transport for a connected City** – Future development on the subject site is well placed to capitalise on its proximity to existing and future transport infrastructure including nearby Wynyard and Martin Place railway stations, light rail and bus stops and the future Martin Place and Hunter Street Metro stations in Central Sydney.
- **Direction 4 – A city for walking and cycling** – The proposed development concept facilitated by this planning proposal includes provision for ground floor retail activation, a through-site link and end of journey facilities which will encourage greater active transport use, helping deliver a more people oriented city.
- **Direction 5 – A lively and engaging city centre** – The mix of uses on the subject site is likely to deliver greater activation and a livelier engaging city. This will be supported by future ‘fine grain’ retail premises with requirements for improved street activation and public access through the site.
- **Direction 6 – Resilient and Inclusive Local Communities** – Future development facilitated by the planning proposal will contribute to the Central Sydney area through greater opportunities for business, as well as opportunities for improving the quality of the public domain for workers and visitors.
- **Direction 7 – A cultural and creative city** – Public art delivered through the future development on the site will provide new creative and cultural experiences and opportunities for engagement with the public.
- **Direction 9 – Sustainable development, renewal and design** – This planning proposal will support delivery of future development that is more ecologically sustainable than the current building on site by establishing aspirational sustainability benchmarks.

Local Strategic Planning Statement – City Plan 2036

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The City of Sydney Local Strategic Planning Statement (planning statement), adopted by Council in February 2020, sets out the land use planning context, 20-year vision and planning priorities to positively guide change towards the City's vision for a green, global and connected city. The planning statement explains how the planning system will manage that change to achieve the desired outcomes and guides future changes to controls.

In giving effect to the planning statement, this planning proposal delivers on the following priorities and actions:

Infrastructure

- **I1. Movement for walkable neighbourhoods and a connected city** – The future development concept for the subject includes a through-site link that will improve connection between Hunter and Pitt Street, and also support a connection to the Hunter Street Metro station, providing increased accessibility and activation to encourage a permeable pedestrian network.
- **I2. Align development and growth with supporting infrastructure** – The subject site is well located to take advantage of nearby existing and future transport infrastructure, including the new Sydney Metro stations currently under construction, which will significantly increase the public transport capacity within Central Sydney.

Liveability

- **L2. Creating great places** – The planning proposal will support street life and activation by improving the interface with adjoining public places and providing new retail fine-grain retail premises, where new food and drink premises will be encouraged.

Productivity

- **P1. Growing a stronger, more competitive Central Sydney** – This planning proposal supports growth in Central Sydney by facilitating future development that will deliver additional capacity for economic and employment growth, and provide large, premium office floor place to attract globally competitive business

Sustainability

- **S2. Creating better buildings and places to reduce emissions and water and use water efficiently** – Future development facilitated through this planning proposal will be required to meet ambitious sustainability benchmarks ensuring the new buildings will be more sustainable than the existing building stock.

Housing for All – City of Sydney Local Housing Strategy

Not applicable, as the proposal will not permit residential accommodation or serviced apartments.

Central Sydney Planning Strategy

The Central Sydney Planning Strategy is a 20-year growth strategy that revises previous planning controls and delivers on the City's Sustainable Sydney 2030 program. As the economic heart of Australia's global city, Central Sydney plays a critical role in the continued growth and economic success of Greater Sydney and the national economy.

The Strategy includes opportunities for additional height and density in the right locations balanced with environmental sustainability and sets criteria for excellence in urban design. This planning proposal is aligned with the following relevant key moves of the Strategy:

- **1. Prioritise employment growth and increase capacity** – This planning proposal will facilitate the delivery of additional employment generating floor space, in the form of office and retail uses, increasing the employment capacity and growth within Central Sydney.

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- **2. Ensure development responds to context** – The site-specific DCP that accompanies this planning proposal includes provisions to ensure future development responds to its context with a built form that includes sufficient tower setbacks and does not result in development with adverse wind and daylight impacts in the public domain.
- **6. Move towards a more sustainable city** – Future development is to achieve the ambitious sustainability targets as set out in the draft site specific DCP, consistent with the Strategy.
- **8. Move people more easily** – The site is well located to capitalise on existing public transport connections and the recent NSW Government investment in public transport including the new Sydney Metro projects.
- **9. Reaffirm commitment to design excellence** – Future development on site will be subject to a full architectural competitive design process provided for within the draft DCP, which includes design excellence provisions to ensure a high quality built form.

Is the planning proposal consistent with the applicable State Environmental Planning Policies?

This planning proposal is consistent with all applicable State Environmental Planning Policies (SEPPs) and Regional Environmental Plans (REPs), as summarised in Table 3.

Table 3: Consistency with State Environmental Planning Policies and Regional Environmental Plans

State Environmental Planning Policy	Comment
SEPP (Biodiversity and Conservation) 2021	this planning proposal is consistent
SEPP (Building Sustainability Index: BASIX) 2004	this planning proposal is consistent
SEPP (Exempt and Complying Development Codes) 2008	this planning proposal is consistent
SEPP (Housing) 2021	this planning proposal is consistent
SEPP (Industry and Employment) 2021	this planning proposal is consistent
SEPP (Planning Systems) 2021	this planning proposal is consistent
SEPP (Precincts–Central River City) 2021	Not relevant to this proposal
SEPP (Precincts–Eastern Harbour City) 2021	this planning proposal is consistent
SEPP (Precincts–Regional) 2021	this planning proposal is consistent
SEPP (Precincts–Western Parkland City) 2021	this planning proposal is consistent
SEPP (Primary Production) 2021	Not applicable to this proposal
SEPP (Resilience and Hazards) 2021	this planning proposal is consistent

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SEPP (Resources and Energy) 2021	this planning proposal is consistent
SEPP No 65 - Design Quality of Residential Flat Development	not applicable to this proposal
SEPP (Transport and Infrastructure) 2021	this planning proposal is consistent – see discussion below

State Environmental Planning Policy (Transport and Infrastructure) 2021

The aims of this SEPP include to provide for consultation with relevant public authorities about certain development during the assessment process, or prior to development occurring, and identifies matters to be considered in the assessment of development adjacent to particular types of infrastructure.

As any future development on the site will be considered a 'traffic generating development' for the purposes of the SEPP as over 10,000 square metres of commercial floor space is proposed, any future development application will be required to be referred to Transport for NSW for concurrence prior to determination.

The site is also located within the Interim Rail Corridor for the Sydney Metro West as identified in the SEPP. The SEPP requires any future development application on the site to be referred to Transport for NSW for concurrence prior to any determination. This is to determine whether the proposed development would have an adverse impact on the proposed metro including tunnels and caverns underground.

Is the planning proposal consistent with applicable Section 9.1 Ministerial Directions?

This planning proposal is consistent with all Ministerial Directions issued under section 9.1 of the Environmental Planning and Assessment Act 1979, as summarised in Table 4.

Table 4: Consistency with Ministerial Directions

Ministerial Direction	Comment
Focus area 1: Planning Systems	
1.1 Implementation of Regional Plans	this planning proposal is consistent
1.2 Development of Aboriginal Land Council land	not applicable to this proposal
1.3 Approval and Referral Requirements	this planning proposal is consistent
1.4 Site Specific Provisions	this planning proposal is consistent – see discussion below
Focus area 1: Planning Systems – Place-based	
1.5 Parramatta Road Corridor Urban Transformation Strategy	not applicable to this proposal
1.6 Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	not applicable to this proposal

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Ministerial Direction	Comment
1.7 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	not applicable to this proposal
1.8 Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	not applicable to this proposal
1.9 Implementation of Glenfield to Macarthur Urban Renewal Corridor	Not applicable
1.10 Implementation of the Western Sydney Aerotropolis Plan	Not applicable
1.12 Implementation of Bayside West Precincts 2036 Plan	Not applicable
1.11 Implementation of Planning Principles for the Cooks Cove Precinct	Not applicable
1.12 Implementation of St Leonards and Crows Nest 2036 Plan	Not applicable
1.14 Implementation of Greater Macarthur 2040	Not applicable
1.15 Implementation of the Pyrmont Peninsula Place Strategy	Not applicable
1.16 North West Rail Link Corridor Strategy	Not applicable
1.17 Implementation of Bays West Place Strategy	No applicable
Focus area 2: Design and Place	No directions in place
Focus area 3: Biodiversity and Conservation	
3.1 Conservation Zones	this planning proposal is consistent
3.2 Heritage Conservation	this planning proposal is consistent – see discussion below
3.3 Sydney Drinking Water Catchments	Not applicable
3.4 Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable
3.5 Recreation Vehicle Areas	Not applicable
Focus area 4: Resilience and Hazards	

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Ministerial Direction	Comment
4.1 Flooding	this planning proposal is consistent – see discussion below
4.2 Coastal Management	this planning proposal is consistent
4.3 Planning for Bushfire Protection	this planning proposal is consistent
4.4 Remediation of Contaminated Land	this planning proposal is consistent – see discussion below
4.5 Acid Sulfate Soils	this planning proposal is consistent
4.6 Mine Subsidence and Unstable Land	Not applicable
Focus area 5: Transport and Infrastructure	
5.1 Integrating Land Use and Transport	this planning proposal is consistent
5.2 Reserving Land for Public Purposes	this planning proposal is consistent
5.3 Development Near Regulated Airports and Defence Airfields	this planning proposal is consistent – see discussion below
5.4 Shooting Ranges	Not applicable
Focus area 6: Housing	
6.1 Residential Zones	Not applicable
6.2 Caravan Parks and Manufactured Home Estates	Not applicable
Focus area 7: Industry and Employment	
7.1 Business and Industrial Zones	this planning proposal is consistent
7.2 Reduction in non-hosted short-term rental accommodation period	Not applicable
7.3 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable
Focus area 8: Resources and Energy	
8.1 Mining, Petroleum Production and Extractive Industries	Not applicable
Focus area 9: Primary Production	
9.1 Rural Zones	Not applicable

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Ministerial Direction	Comment
9.2 Rural Lands	Not applicable
9.3 Oyster Aquaculture	Not applicable
9.4 Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable

1.4 Site Specific Provisions

The objective of this Ministerial Direction is to discourage unnecessarily restrictive site-specific planning controls.

This planning proposal is not consistent with this Ministerial Directions, however this is justified as the applicant submitted a request to prepare a planning proposal to facilitate redevelopment of the subject site for a new commercial tower.

The proposed development concept described in this planning proposal, the amendments to the LEP and the draft DCP have been developed by the City in based in the proponent's design vision for the site as well as the City's vision for future development in Central Sydney.

Furthermore, the site specific provisions would not restrict future development from being undertaken on the subject site, as the site's existing controls in the LEP remain applicable.

3.2 Heritage conservation

The objective of this Ministerial Direction is to conserve items, areas, objects and place of environmental heritage significance and indigenous heritage significance. The proposal includes the inclusion of 15-17 Hunter Street, formerly known as Pangas House as a local heritage item in Schedule 5 Environmental Heritage in the LEP due to the buildings' heritage significance. The proposal will be referred to Heritage NSW to comment especially due the Tank Stream, a State heritage site, which runs through the site.

4.1 Flooding

This Ministerial direction is to ensure development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and that the provisions of an LEP that apply to flood prone land are commensurate with flood behaviour and includes consideration of the potential flood impacts both on and off the subject land.

The planning proposal has considered the City Area Catchment Floodplain Risk Management Plan, including required finished floor levels to inform the proposed gross floor area for the planning proposal.

4.4 Remediation of Contaminated Land

The Remediation of Contaminated Land Ministerial Direction promotes remediation of contaminated land for the purpose of reducing the risk of harm to human health. When rezoning land and as part of development applications, it is required to be considered and to ensure remediation work meets certain standards.

The proposal does not include rezoning the site. This site is currently used for commercial purposes and the proposed future use will remain commercial. The site, and adjoining sites, have also been used for commercial uses. A desktop geotechnical assessment prepared by JK Geotechnics to support the proposal, and recommended that prior to excavation of the site,

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detailed testing of the site be undertaken, and this can be addressed at the development application stage.

Further investigation of any potential contamination would be required to be undertaken for any future development application involving any excavation of the site. Notwithstanding, any potential contamination issues identified are unlikely to significantly impact future redevelopment of the site. The site's suitability will be demonstrated as part of a future detailed development application for the site.

5.3 Development Near Regulated Airports and Defence Airfields

This Ministerial Direction seeks to ensure the safe and effective operation of regulated airports and defence airfields is not compromised by development that might constitute an obstruction of potential hazard to aircraft flying in the vicinity, and ensure development, if located on noise sensitive land, incorporates appropriate mitigation measures so the development is not adversely affected by aircraft noise.

The proposed development is within the B8 Metropolitan Centre zone within Central Sydney. This zoning is not proposed to be changed, and future development will be required to be consistent with the objectives of the B8 zone. The proposed future development of the site is considered to be compatible with the adjoining and surrounding land and not result in significant impacts on interior noise levels.

The proposed development concept includes construction of a new tower up to RL 222.5 metres, which would encroach into the Obstacle Limitation Surface (OLS), and as such, Direction 5.3 applies. Clause 4 of the Ministerial Direction states that in preparation of the planning proposal, the relevant planning authority is to consult with the operator of the airport to prepare appropriate height controls and ensure development on the site is not incompatible with the airport's operation.

This planning proposal is not consistent with Ministerial Direction 5.3, however this will be addressed through consultation with the relevant agencies as part of the public exhibition process.

The planning proposal process for this project includes consultation with the relevant public authorities following the issue of a gateway determination. In this instance, this includes consultation with the Sydney Airport Corporation, Airservices Australia and the Civil Aviation Safety Authority.

Following consultation with these public agencies, the planning proposal will be amended where necessary and reported back to Council and the Central Sydney Planning Committee for final approval prior to the drafting of the relevant amendments to the LEP.

5.5 Environmental, social and economic impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitat, will be adversely affected as a result of the proposal?

The planning proposal is unlikely to adversely affect any critical habitat or threatened species, populations or ecological communities or their habitats. The subject site is located in Central Sydney, which does not contain any critical habitats or threatened species, populations or ecological communities.

Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The changes to the floor space ratio control will provide for the redevelopment of the subject site.

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It is unlikely that the proposed amendments will result in any adverse amenity impacts that cannot be controlled. Existing policies, regulations and standards are already in place to ensure environmental impacts are mitigated during the construction phase and eventual use of the development.

The proposed scheme has been developed to minimise the potential for adverse environmental impacts resulting from future development that could occur on the site.

The key environmental considerations arising from the planning proposal, particularly in relation to urban amenity, are discussed below.

Building height, floor space and tower setbacks

The planning envelope facilitated by this planning proposal has been tested against public domain amenity and is capable of comfortably accommodating the proposed indicative concept design with sufficient flexibility to accommodate any required mitigation to respond to and address any issues and provide architectural articulation without resulting in adverse conditions at ground level.

The site is subject to the Martin Place Sun Access Plane, and the concept envelope has been designed to comply with the height requirements.

The podium provides for variation to be sympathetic to the height of Pangas House and the adjoining podiums or buildings in Hunter and Pitt Streets. Appropriate tower setbacks have been incorporated into the proposed building envelope that despite not being consistent with the Strategy, help mitigate public domain wind impacts and provide a suitable curtilage to the proposed heritage item at 15-17 Hunter Street, formerly known as Pangas House.

Notwithstanding the variations to tower setbacks, the proposed maximum planning envelope is consistent with the objectives of the Central Sydney Planning Strategy in that the planning proposal will facilitate additional employment generating floor space through additional building height and floor space without detrimentally impacting pedestrian amenity, solar access and wind conditions in the public domain.

View analysis

A view analysis for the proponent's reference scheme is included in the Urban Design Study appendix to the planning proposal, which explored the visual impact of the design from key public viewpoints in Central Sydney.

A proposed tower within the planning envelope will be visible from adjoining streets and public places. It is considered that the proposal will not result in significant impacts on views due to it being within the maximum height controls for the site, and the proposed setbacks.

Solar access and overshadowing

Clause 6.19 of the LEP prevents new buildings from creating additional overshadowing to certain public places, which includes Martin Place. The proposal does not include changes to the Martin Place sun access plane, with the proposed concept design fully compliant with this height control.

The Urban Design Study that accompanies the planning proposal includes a solar and overshadowing analysis. The study details that the planning envelope does not cast significant additional shadows in public places.

The overall overshadowing changes resulting from the proposed planning envelope are very minor in winter due to the shadows already cast by existing tall buildings surrounding the site, and is therefore considered to be an acceptable outcome.

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A detailed solar access and overshadowing analysis will be included as part of a detailed development application.

Daylight access / Sky view factor

The Central Sydney Planning Strategy seeks to unlock additional employment generating floor space in Central Sydney through opportunities for additional height and density that will not result in adverse impacts to public domain amenity including daylight access.

The Strategy provides for a base case building envelope to establish the minimum performance benchmarks for daylight levels or sky view factor in public places adjacent to the site. Planning proposals may vary the building envelope set by the Strategy subject to equivalent or improved daylight access to the surrounding public domain.

Sky view testing has been undertaken for the proposed planning envelope, which has a higher (better) Sky View Factor than the Schedule 11 Procedure B Base Case envelope (the provisions in place when the proposal was being prepared), and therefore is considered to meet the control.

Wind assessment

The planning proposal was accompanied by an environmental wind report prepared by MEL Consulting which assessed pedestrian wind comfort levels as a result of future development on the subject site. The assessment included a wind tunnel test of the surrounding area with wind speed measurements captured at various locations.

Schedule 11 Procedure B (the provisions in place when the proposal was being prepared) required the base case building envelope to establish the minimum performance benchmarks for wind impacts in public places adjacent to the site. The wind testing compared the base case envelope to the proposed planning envelope.

The wind tunnel testing found the proposed planning envelope retained the same wind comfort standard as the base case envelope, which is suitable for pedestrian standing activities. The wind tunnel testing however found that the proposed planning envelope resulted in a worse outcome compared to the base case model for wind speed. As the base case envelope did not include the proposed through-site link, the City agreed to refined testing so that both envelopes included the though site link and did not penalise the proposed envelope for including this beneficial design feature. The resultant CFD wind testing found that the proposed planning envelope would result in an improved wind speed compared to the base case envelope.

Additional wind tunnel testing will take place following the design competition, to assess the winning detailed building design, as such, the draft DCP includes provision to ensure public domain conditions are sufficiently addressed.

Has the planning proposal adequately assessed any social and economic effects?

This planning proposal provides an opportunity for the redevelopment of the subject site, subject to acceptable public domain amenity conditions. Redevelopment will provide positive social and economic effects including:

- Providing additional employment generating floor space to contribute to and strengthen Central Sydney's role as a globally competitive city
- Creating an estimated 3,800 additional jobs
- Providing for improved activation and accessibility within the site and delivering improved amenity and safety for the public.

5.6 State and Commonwealth interests

Is there adequate public infrastructure for the planning proposal?

As the subject site is in Central Sydney, it is well served by the full range of public utilities including electricity, telecommunications, water, sewer and stormwater. It is expected that these services would be upgraded where required by the developer.

The proposal will provide contributions for local infrastructure and public domain improvements adjoining the site, to capitalise on its location close to major retail, office, and other uses, and close to existing and planned major transport nodes.

The detailed development application will be subject to the statutory development contributions, which will contribute to the provision of other community facilities, the demand for which will be generated by the development.

What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

The gateway determination will advise the public authorities to be consulted as part of this planning proposal process. Any issues raised will be incorporated into this planning proposal following consultation in the public exhibition period.

Clause 7.16 of the LEP requires concurrent approval from Sydney Airport for all works proposed to penetrate the OLS height, which is RL 156 metres in this location. At a maximum RL 222.5 metres in height, the future development concept would require approval under the Airports Act 1996 before the detailed development application can be approved by the City. It is proposed that the relevant public agencies are consulted on the height at the planning proposal stage.

6. Mapping

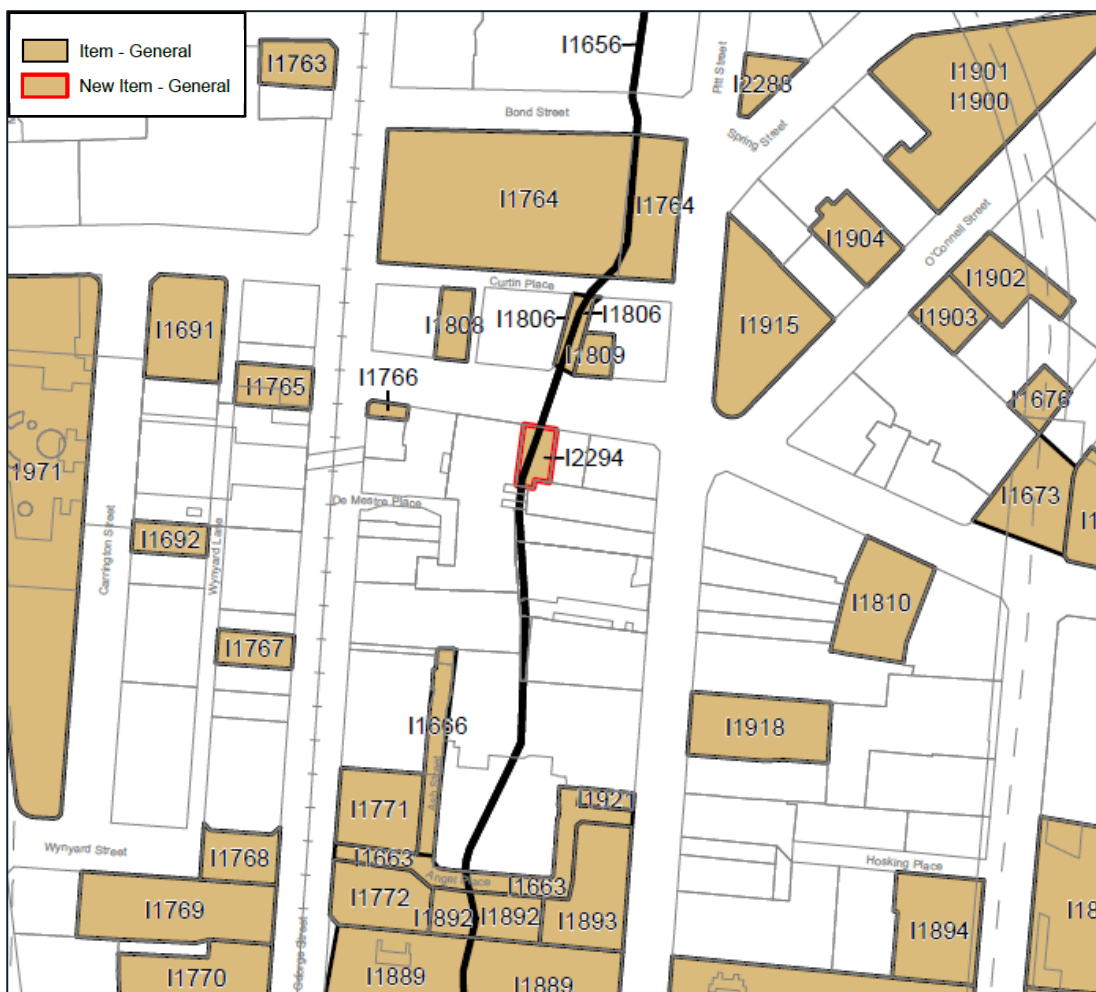
This planning proposal includes an amendment to Heritage Map Sheet 14 of the LEP, for the proposed listing of 15-17 Hunter Street, known as Pangas House, as an item of local heritage significance. This map is included at Appendix 2.

No other changes will be made to maps contained in the LEP as part of this planning proposal, with the additional floor space ratio proposed to be included through new site-specific provisions under Division 5 as discussed earlier in this planning proposal document.

Updated maps and new figures to reflect the proposed future development concept as discussed in this planning proposal are detailed in the draft DCP, which has been prepared as part of this planning proposal, and will be exhibited with the planning proposal.

An extract of proposed Heritage Map Sheet 14, including the proposed heritage item is at Figure 16.

Figure 16. Extract of proposed Heritage Map Sheet 14 with proposed listing of new item (former Pangas House)



7. Community consultation

This planning proposal is to be exhibited in accordance with the gateway determination once issued by the Department of Planning and Environment.

It is anticipated that the gateway determination will require public exhibition for a period of not less than 20 working days in accordance with the Environmental Planning and Assessment Act 1979 and the NSW Government Local Environmental Plan Making Guideline.

Notification of the public exhibition will be consistent with the Gateway Determination and the City's Community Participation Plan and include publication on City of Sydney website and notification to surrounding owners and occupiers.

Consultation with relevant NSW agencies, authorities and other relevant organisations will be undertaken in accordance with the gateway determination.

8. Project timeline

The anticipated timeframe for the completion of the planning proposal is in accordance with the Department of Planning and Environment's Local Environmental Plan Making guidelines (December 2021) as follows:

Stage	Timeframe
Commencement / Gateway Determination	August 2022
Government agency consultation	October 2022
Public exhibition	October 2022
Consideration of submissions	December 2022
Post exhibition consideration of proposal	February 2022
Draft and finalise LEP	March 2022
LEP made	May 2022
Plan forwarded to Department of Planning, Industry and Environment for notification	June 2023

Appendix 1

Example clauses

The final version of the clauses to be inserted into Division 5 would be subject to drafting and agreement by the Parliamentary Counsel's Office, but may be written as follows.

Part 6 Local provisions – height and floor space

Division 5 Site specific provisions

6.## 15-25 Hunter Street and 105-107 Pitt Street, Sydney

- (1) The objective of this clause is to encourage:
 - (a) land uses other than residential accommodation and serviced apartments, and
 - (b) new development with appropriate distribution of built form and floor space consistent with the surrounding context, and
 - (c) the provision of pedestrian connections and retail activation
- (2) This clause applies to 15-25 Hunter Street and 105-107 Pitt Street, Sydney, being Lots A and B DP 109,825, Lot 1 DP 630190, Lot 1 DP 59754, SP 69888, SP 60693 and Lot 1 DP 63968.
- (3) Despite any other provision of this Plan, a building on land to which this clause applies may have a maximum floor space ratio of 22:1 at or above ground level comprising:
 - (a) mapped floor space ratio under clause 4.4, and
 - (b) accommodation floor space ratio under clause 6.4, and
 - (c) end of journey floor space under clause 6.6, and
 - (d) an additional site-specific floor space ratio of 7.5:1
 - (e) an amount of additional floor space to be determined by the consent authority, of up to 10% if the building demonstrates design excellence within the meaning of clause 6.21D(3)(b).
- (4) The maximum floor space ratio for a building on the land below ground level (existing) to which this clause applies is 2:1, but only if the consent authority is satisfied that the development will accommodate all required on-site servicing, and meet minimum driveway access requirements for the site.
- (5) Clause 4.6 does not apply to development to which this clause applies.
- (6) Development consent must not be granted under this clause unless the consent authority is satisfied that the development will–
 - (a) include a pedestrian through-site link connecting Pitt Street and Hunter Street, and
 - (b) include retail premises fronting the through site link at ground level, and
 - (c) will not be used for the purpose of residential accommodation or serviced apartments
- (7) Clauses 6.21D(3) **and** 6.21E, ~~7.3, 7.6, 7.7 and 7.9~~ do not apply to development on land to which this clause applies.

Planning Proposal:
15-25 Hunter Street and 105-107 Pitt Street, Sydney

Part 4 Principal development standards

4.6 Exceptions to development standards

(8) this clause does not allow development consent to be granted for development that would contravene any of the following:

(xx) Clause 6.xx (133-145 Castlereagh Street, Sydney)

Schedule 5 – Environmental heritage




Locality	Item Name	Address	Property description	Significance	Item No.
Sydney	former	15-17 Hunter St	Lot A and B DP 109825, Local		IXXXX
	Pangas House		Lot 1 DP 630190		

Appendix 2


Proposed mapping amendments to Sydney LEP 2012

Heritage Map - Sheet HER_014

Heritage

-  Conservation Area - General
-  Item - General
-  New Item - General

Cadastre

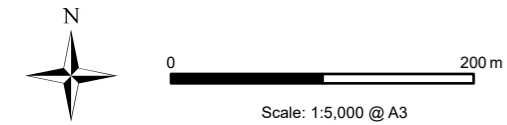
-  Cadastre 06/09/2022 © City of Sydney



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Pre-Exhibition

006	013	020
007	014	021
001	008	015
002	009	016
003	010	017
004	011	018
005	012	019



Projection: GDA 1994 Zone 56

Map identification number: 7200_COM_HER_014_005_20220906

Appendix 3

Former Pangas House heritage assessment and draft heritage inventory

15-17 Hunter Street, Sydney
Heritage Assessment



Prepared for
City of Sydney Council

October 2021 • Issue B
Project number 210096

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Document Issue Register

Issue	Date	Purpose	Written	Approved
P1	11 October 2021	Draft issue for review	OT/RL	GP
A	28 October 2021	Final issue	OT/RL	GP
B	08 November 2021	Final issue	OT/RL	GP

1 INTRODUCTION

1.1 Purpose of the report

This Heritage Assessment of 15-17 Hunter Street, Sydney has been prepared by Tanner Kibble Denton Architects (TKD) on behalf of City of Sydney Council ('Council').

Council is seeking a heritage assessment to resolve whether the property meets the threshold for inclusion on Schedule 5 of the City of Sydney Local Environmental Plan (LEP).

1.2 Report methodology and structure

The content and format of this Heritage Assessment follows the guidelines for the preparation of significance assessments and conservation policy provided by the Heritage Branch, NSW Department of Planning. It is also consistent with the methodology set out in *The Conservation Plan* (seventh edition, 2013), prepared by JS Kerr and published by Australia ICOMOS.

The report adopts the terminology defined in the *Australia ICOMOS Burra Charter, 2013* for the conservation and management of places of cultural significance in Australia.

1.3 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, and Olivia Turner, Graduate Heritage Specialist, and was reviewed by George Phillips, Practice Director, all of Tanner Kibble Denton Architects.

1.4 Acknowledgements

The authors gratefully acknowledge the assistance of the following in the preparation of this report:

- Matt Devine, City of Sydney Council
- Claudine Loffi, City of Sydney Council
- Sally Peters, City of Sydney Council
- David Fitzpatrick, City of Sydney Council

1.5 Study area

The property at 15-17 Hunter Street, Sydney is located on the southern side of Hunter Street between George and Pitt Streets in the Sydney Central Business District (CBD). The site is identified as lot B, DP109825, Lot 1, DP630190, and Lot A, DP109825. The extant building was constructed in 1885.

The property is set within predominately commercial high rise development of various ages, and in proximity to a number of state heritage items including the NSW Sports Club (SHR No. 00599), former Skinner's Hotel (SHR No. 00584) and the Grand Hotel (SHR No. 00599). The building is built directly over the state heritage-listed 'Tank Stream' (SHR No. 00636, Sydney LEP 2012 No. I1656) originally an open and historically significant watercourse, which was enclosed in a stone built drain in the mid nineteenth century.



1 Site plan of 15-17 Hunter Street, Sydney, not to scale.
Source: SIX Maps with TKD overlay.



1.6 Definitions

Technical terms used in this CMP are as defined in The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013.¹

1.7 Abbreviations

Abbreviations used in the Heritage Assessment include:

DP	Deposited Plan
ICOMOS	International Committee on Monuments and Sites
LEP	Local Environmental Plan
SLNSW	State Library of NSW
TKD	Tanner Kibble Denton

¹ The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013. Accessible online at: <https://australia.icomos.org/publications/burra-charter-practice-notes/#bc>

2 HISTORICAL ANALYSIS

2.1 Early Site History

The Gadigal people of the Eora Nation occupied the area around Sydney Cove for thousands of years prior to European settlement. They were supported by the diverse resources and fertile environment around the open watercourse later known to European settlers as the 'Tank Stream.'² Prior to the construction of substantial commercial development in Hunter Street, the subject site was traversed by the open Tank Stream.³ The Tank Stream is considered to be of immense historical significance to the establishment of the early colony in New South Wales, as access to fresh water was crucial to its long-term survival, and ultimately determined the location of settlement. Two years after settlement in 1788, settlers cut tanks into the stream to increase its storage and capacity.⁴ Almost immediately, the colony began to pollute the watercourse through the establishment of cattle yards, refuse pits and cesspits in its close proximity. This led to the fencing and enclosure of stream, and its eventual formalization as a sewer and stormwater drain.⁵ The portion of the stream running under the subject site is an historic stone built section and was constructed in 1860.⁶

The first Crown Grant involving the subject site took place in 1817, when Governor Lachlan Macquarie granted a portion of land on Hunter Street to Alexander Riley.⁷ The land was transferred to Richard Jones in subsequent years, with no evidence that either developed the subject site.⁸ The portion of this land which spanned from 9-29 Hunter Street was acquired by James Simmons in 1836. Simmons, born in London to Jewish parents, had been transported to the colony for a sentence of 14 years in 1815 for committing a high-value robbery in Downshire, Ireland.⁹ He was assigned as a servant to Francis Greenway, the prominent Colonial architect in 1816, and by 1819 was granted his ticket-of-leave early. Upon the conferral of his freedom, Simmons hastily acquired land in Richmond and began amassing wealth through the production of wheat and its sale to government. He married Agnes Thorley in Richmond in 1821.¹⁰ Simmons built a strong pastoral portfolio which expanded to maize and cattle, and used the wealth he had acquired through these endeavours to purchase a variety of property in Sydney and beyond, including the subject site and a number of warehouses in George Street. He also established a sizable importing business in his later life, becoming the first importer of general goods to Australia.¹¹ In 1848 he became the first Jewish Alderman of Sydney's Municipal Council.¹²

² City of Sydney, 'Aboriginal Histories,' Accessed online at: <https://www.cityofsydney.nsw.gov.au/history/aboriginal-histories>.

³ Sydney Water, 'Tank Stream Conservation Management Plan,' (2005), p11.

⁴ Sydney Water, 'Tank Stream Conservation Management Plan,' p24.

⁵ Ibid, p23.

⁶ Ibid, p33. Note: A small plaque was installed by City of Sydney in the footpath immediately in front of 15-17 Hunter Street to mark the location and alignment of the Tank Stream.

⁷ Paul Davies, '15-17 Hunter Street, Sydney: Conservation Plan,' 2000, p9.

⁸ Archaeological and Heritage Management Solutions (AHMS), 'Archaeological assessment and impact assessment 15-17 Hunter Street, Sydney,' (1999), p13.

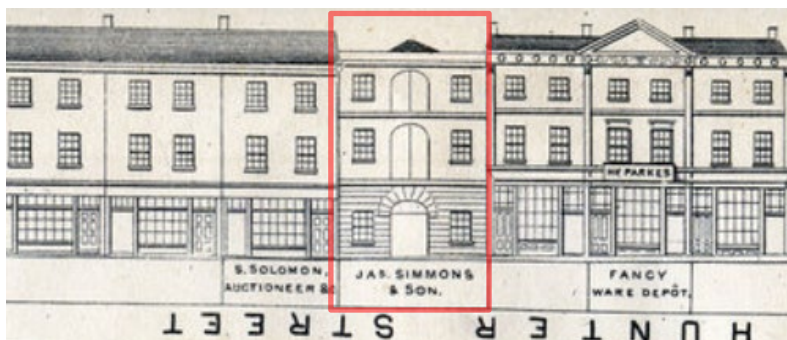
⁹ Davies, '15-17 Hunter Street, Sydney: Conservation Plan,' p16.

¹⁰ Ibid, p16.

¹¹ Ibid.

¹² City of Sydney, 'James Simmons – Sydney's Aldermen,' (n.d). Accessible online at: <https://www.sydneyaldermen.com.au/alderman/james-simmons/>; *The Blue Mountain Echo*, 'Obituary,' 14 August 1925, p9. Accessible online at: trove.nla.gov.au/newspaper/article/108851275

In the decades immediately following Simmons' purchase of the land, a number of terraces and warehouses were constructed on his Hunter Street property.¹³ This included the warehouse premises of 'Jas. Simmons & Son' imports on the subject site as illustrated in figure 2. Evidence suggests this development may have been constructed as early as the mid-1830s, but was definitely extant by the 1840s.¹⁴ Simmons' Hunter Street property was divided and shared amongst his family, though 15-17 Hunter Street remained under his close control until his death in 1849, when it was inherited by his daughter Elizabeth 'Betsey' Simmons.¹⁵ Elizabeth married Gustavas Wangenheim in 1855, a prominent Jewish business owner and licensee of a number of Sydney hotels. Gustavas died at age 45 in 1871, with Elizabeth left to operate his hotel business. She did so with finesse, with accounts stating she "displayed great business acumen" in the process and was an excellent publican.¹⁶ The property at 15-17 Hunter Street was transferred to Nathan James Simmons in 1851, one of James' sons.¹⁷ Sometime during the early to mid-nineteenth century, the rear ground floor room of 15-17 Hunter Street was purportedly used as a synagogue while Sydney's first official synagogue was under construction.¹⁸



- 2 A section of Hunter Street from Joseph Fowles illustrated guide to 'Sydney in 1848,' showing the subject site (Jas. Simmons & Son). Note: oriented south, Pitt Street is located to left of image and George Street to the right. Source: City of Sydney Archives, SRC 720.99441 FOWL. P 21

The available documentary evidence suggests the three-storey warehouse of Jas Simmons & Sons remained on the site of 15-17 Hunter Street until the late nineteenth century. A description of the property given by Council Records in 1877 describes that building as a three storied brick structure with shingled roof.¹⁹ The property was tenanted to a vast array of businesses and artisans from the mid nineteenth century onwards, including merchants, milliners, tailors, furriers, confectioners, gold and silversmiths and a surgeon dentist. No occupants are listed for 15-17 Hunter Street in the Sands Street Directories of 1878 and 1881, with these dates coinciding with important repairs and modifications to the Tank Stream oviform drain running below the site.²⁰ In 1882, rate books note that James' wife Agnes had temporarily taken control of the property, and the building on the site was described as "pulled down." This may have been required for the Tank Stream repairs, or repairs to the building which was potentially 50 years old by that time. The continued presence of long-term tenants in street listings at the property from 1882 through to 1885, such as Thomas Crawley, furrier, would suggest the building had not been entirely demolished.

¹³ Davies, '15-17 Hunter Street, Sydney,' p9.

¹⁴ Archaeological and Heritage Management Solutions (AHMS), 'Archaeological assessment and impact assessment 15-17 Hunter Street, Sydney,' (1999), p20.

¹⁵ Ibid.

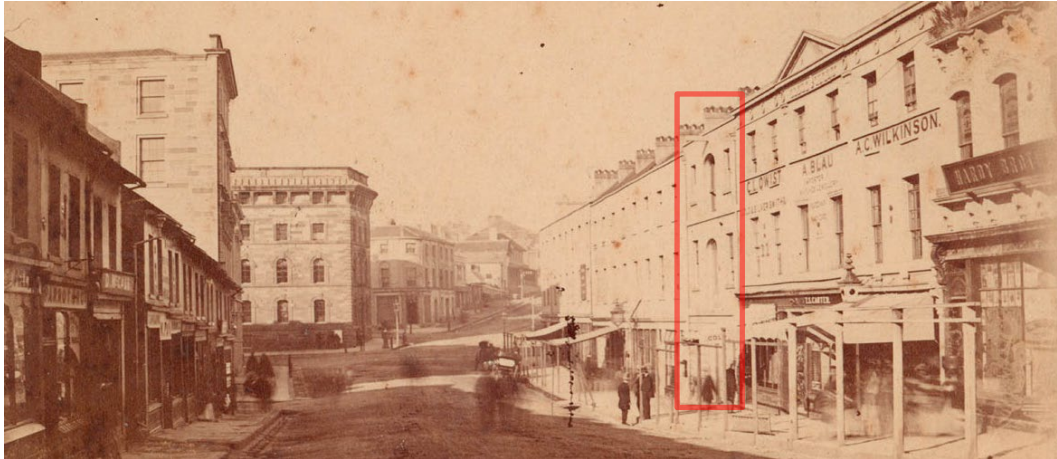
¹⁶ *The Blue Mountain Echo*, 'Obituary,'

¹⁷ AHMS, '15-17 Hunter Street, Sydney,' p13.

¹⁸ Davies, '15-17 Hunter Street, Sydney,' p9.

¹⁹ Davies, '15-17 Hunter Street, Sydney,' p9.

²⁰ AHMS, '15-17 Hunter Street, Sydney,' p12.



- 3 An early photograph of Hunter Street, c1850s, showing the original building on site (Jas Simmons & Son premises) and its distinctive central arched openings. Source: SLNSW, SPF 549

2.2 Construction of Thorley Chambers (later Pangas House)

The extant building on the site was constructed in 1885, originally known as 'Thorley Chambers' and later as 'Pangas House.' This construction date coincides with the transfer of the property back to Elizabeth Wangenheim.²¹ The exact reason Wangenheim sought to erect a new premises on the site is unknown, though it is likely she desired a larger and newer building to accommodate a greater number of tenants. Plans of the footprint of the building after construction show the 1885 building was larger and extended much closer to the rear laneway (figure 4).

Wangenheim engaged prominent local architect John Smedley to design the new building, with Smedley calling for tenders for the "Erection and Completion of business premises in Hunter Street for Mrs Wangenheim" in March 1885."²² The notice stipulated that the works could be tendered for in part ('masonry, excavation, drainage and brickwork,' and 'carpentry, joinery and other finishing trades') or full. Further supporting the construction of the extant building at this time is the absence of 15-17 Hunter Street from the Sands Directory of 1886 (for which data would have been collected in September/October 1885). By February 1886, the building was complete and Mrs Wangenheim advertised: "TO LET, those centrally-situated SHOPS and PREMISES, Nos. 15 and 17 Hunter Street, together or separately; long lease to desirable tenant."²³ Subsequent advertisements reflect that the property was named "Thorley Chambers," after Elizabeth's mother Agnes Simmons, nee Thorley.²⁴ Rate books reflect the building was valued at a sizable 800 pounds in 1891, substantially more than the previous building on site.

Newspaper articles reflect that after completion, a dispute arose between Mrs Wangenheim and neighbour Nathan J Simmons (her brother) at 19 Hunter Street over an allegedly defective party wall between the properties.²⁵ It was resolved by the City of Sydney Improvement Board with Mrs Wangenheim ordered to rectify the issue and pay for repairs.

²¹ AHMS, '15-17 Hunter Street, Sydney,' p13.

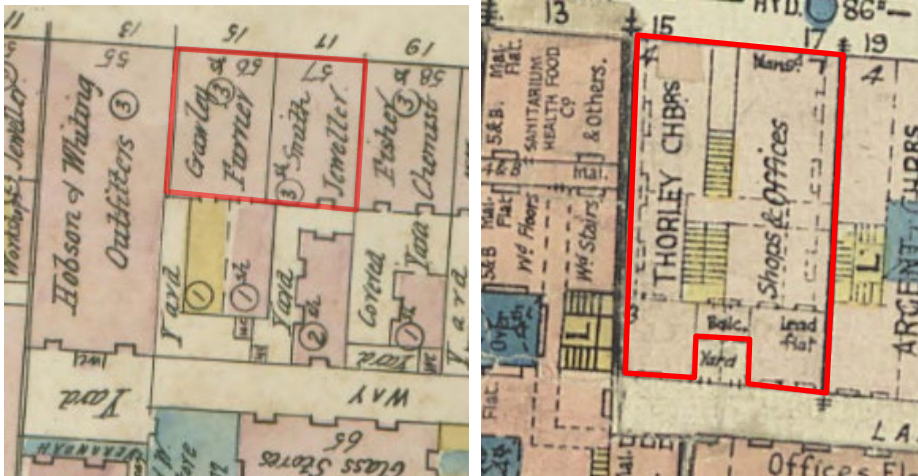
²² *Sydney Morning Herald*, 'To builders,' 17 March 1885, p10. Accessible online at: trove.nla.gov.au/newspaper/article/13576490

²³ *Sydney Morning Herald*, 'Advertising,' 20 February 1886, p23.

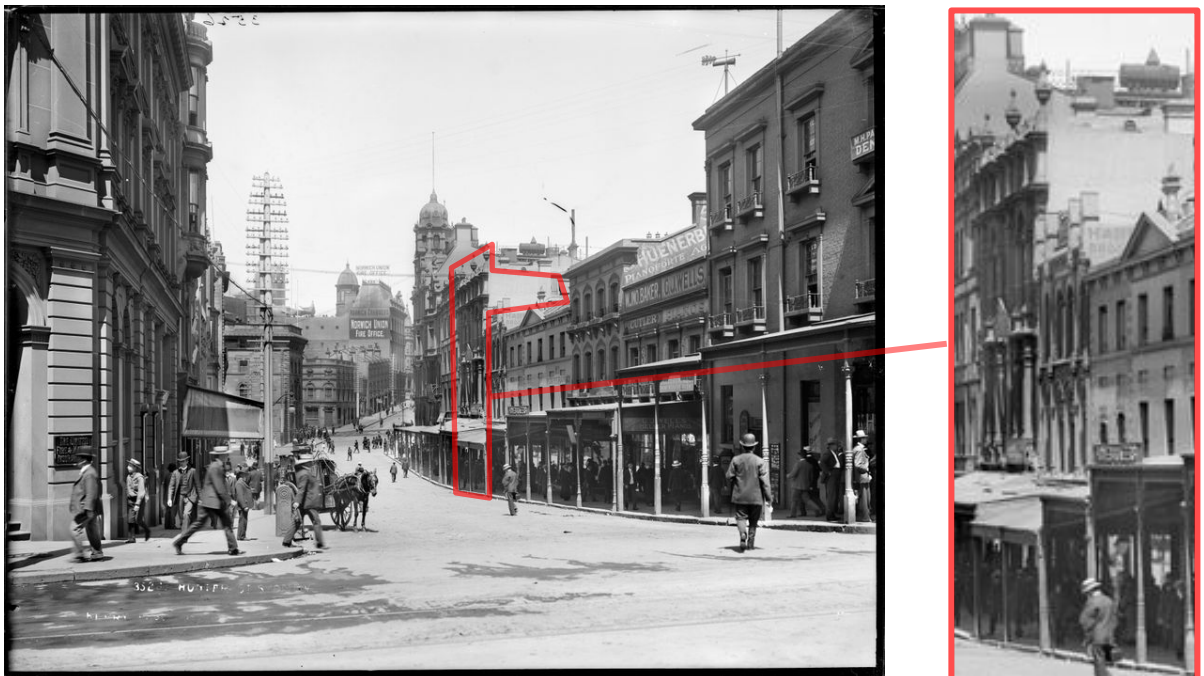
²⁴ Davies, '15-17 Hunter Street, Sydney,' p12.

²⁵ *Sydney Morning Herald*, 'Party Walls,' 17 August 1885, p4. Accessible online at: nla.gov.au/nla.news-article13595446

The earliest image of the new premises at 15-17 Hunter Street is a c1890 Kerry & Co photograph which shows the building set within a sea of awnings and people, on a busy and developed Hunter Street. In the years following the re-appearance of the building in the Sands Directory of 1887, 15 Hunter Street accommodated a much larger number of tenants. The variety of new tenants in No. 15 included mercers, importers, solicitors, stock brokers and a variety of company agents. 17 Hunter Street, on the other hand, appears to have been predominately occupied by a larger single tenant (where previously it had housed multiple tenants), this initially being a confectioner, later a curio dealers, and subsequently dining rooms.



4 1880 Doves Plan of Sydney (Map 8 – Blocks 19, 22 and 23) and 1917 Fire Underwriters Plan of Sydney (Blocks 122, 130) showing the much larger footprint occupied by the building after 1885. Source: City of Sydney Archives, A-00880151 and A-00880236



5 c1890 Photograph, showing the bustling business precinct of Hunter Street. No. 15-17 Hunter Street distinguished by decorative urns along the skyline. Source: Kerry & Co Collection, MAAS with TKD overlay and inset.

Directories also reflect the continued presence of Wangenheim family offices in the building in the late nineteenth century, alongside several Jewish Merchants and Artists into the twentieth century.²⁶ In conjunction with the use of the original building for synagogue services, the site appears to have functioned as an important component of the daily lives of the tight-knit Jewish community in this area for a number of decades. The Wangenheim family also constructed a number of other commercial buildings in the city around the late nineteenth and early twentieth centuries which similarly played an important role in their community.²⁷

In 1897 a mortgage was taken out on the property, in addition to several taken out earlier in 1890.²⁸ These mortgages may have been taken out in connection with the addition of a fourth floor to the building sometime before 1896, which was occupied and possibly built for long term tenant Benjamin Moss, Music teacher.²⁹ Council rate books confirm the fourth floor addition was extant by 1896. Mr B Moss' "Banjo Studio" at 15 Hunter Street appears to be open by 1903 if not earlier.³⁰ In 1904, the property was transferred to Elizabeth's son Edward James Wangenheim.³¹ At this time, Elizabeth applied to bring the property under the Torrens title system, with her application confirming that the property at 15-17 Hunter Street had remained on a single title.³² Along with teacher Benjamin Moss, several other tenants remained in Thorley Chambers for a substantial period, with mercer and tailor E Cantor operating out of 15 Hunter Street for more than 20 years from the turn of the century onward. Cantor was a highly respected merchant, with descriptions of his premises noting it was "*stocked with everything which a high-class mercer and practical shirt maker like Mr. E. Cantor deems necessary to his trade - and that means everything that modern fashion and comfort can demand.*"³³



A series of upgrades to the building occurred in the early decades of the twentieth century. Between 1911-1915, the slate roof was replaced with corrugated iron under Elizabeth's instruction (assumed to be the original roofing of the c1885 construction which was raised with the addition).³⁴ In 1921, following Elizabeth's reacquisition of the property after the death of son Edward, tender notices reflect she sought the carrying out of "painting etc." to the premises at 15-17 Hunter Street.³⁵ In the last years of her life, Mrs Wangenheim retired to Katoomba where she resided in a "palatial home." She died in 1925 aged 90, described as an old and respected resident, and was buried in the Jewish section of Rookwood Cemetery though she never technically converted to Judaism.³⁶

6 Elizabeth 'Betsey' Wangenheim, nee Thornley.
Source: Mick Roberts, 'Time Gents,' 2017.

²⁶ Davies, '15-17 Hunter Street, Sydney,' p12.

²⁷ Ibid.

²⁸ Ibid.

²⁹ Ibid.

³⁰ *Sydney Morning Herald*, 'Advertising,' 23 September 1903, p2. Accessible at: trove.nla.gov.au/newspaper/article/14548574

³¹ AHMS, '15-17 Hunter Street, Sydney,' p13.

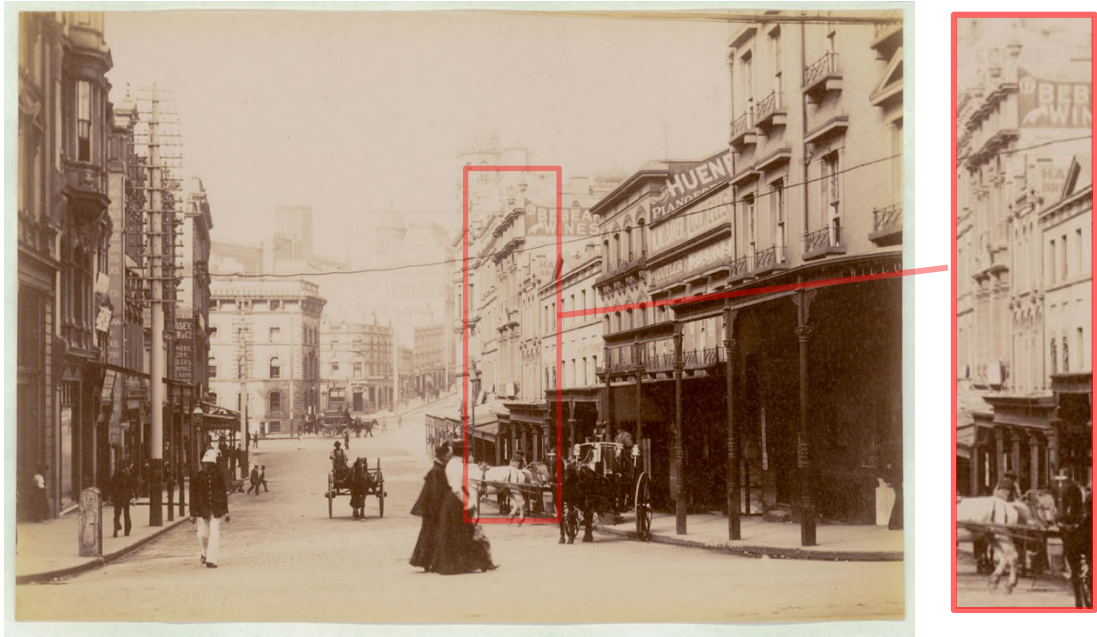
³² Certificate of title Volume 1713 Folio 6.

³³ *Sydney Morning Herald*, 'E Cantor,' 19 December 1900, p5. Accessible online at: <https://trove.nla.gov.au/newspaper/article/14368218>; Certificate of title Volume 1713 Folio 6.

³⁴ Davies, "15-17 Hunter Street, Sydney," p12, p14; *The Blue Mountain Echo*, 'Obituary,' 14 August 1925, p9. Accessible online at: <https://trove.nla.gov.au/newspaper/article/108851275>

³⁵ *Sydney Morning Herald*, 'General Notes,' 8 June 1921, p6. Accessible online at: <https://trove.nla.gov.au/newspaper/article/15930501>; Certificate of title Volume 1713 Folio 6.

³⁶ *The Blue Mountain Echo*, 'Obituary,' 14 August 1925, p9. Accessible online at: <https://trove.nla.gov.au/newspaper/article/108851275>



7 Hunter Street, Sydney [from George Street] c1900-1910 after fourth storey was added.
Source: SLNSW, PXE 711 / 387 with TKD overlay and inset.



8 General view of Hunter Street in the 1950s.
Source: SLNSW, Australian Photographic Agency – 05010: IE862325

Around 1927, alterations to the property were undertaken including the demolition of the posted verandah and repairs to gutters.³⁷ This work was carried out by Robertson and Marks architects. These alterations coincided with the settlement of Elizabeth's estate and the subsequent transfer of the property to Elizabeth's son, Joseph Moritz Wangenheim, in 1926.³⁸

In 1940, the property was transferred out of the Simmons-Wangenheim families for the first time in over 100 years. It was acquired at this time by Helena Morris, a Vaucluse widow and Alan Wentworth Perry, a Sydney solicitor.³⁹ Little is known of changes made to the building during her ownership. An approved and completed 1944 Building Application records the 'remaking' of the shopfront at 17 Hunter Street and erection of a roller door.⁴⁰ In 1947, the property was again transferred to Gladys Caroline Hardaker and the same solicitor Alan Wentworth Perry.⁴¹

In 1947, a useful description of 15-17 Hunter Street was recorded by the City Architect and Building Surveyors Department.⁴² It described the building as comprised of four floors, with brick bearing walls, timber floors and stairs and a mansard roof of corrugated iron. The use of each floor and the number of occupants it housed is also provided, with the ground floor used as shops (18 personnel); the first floor used as offices (12 personnel); the second floor used as studios and a work shop (7 personnel); and the third floor used as residential rooms and music studios (11 personnel). There was a flight of stairs from the ground to first floor and a flight from the first to third floors. A steel ladder fire escape also provided access to the roof of the adjoining building from the third floor. In 1948, D V Oglivy, a ground floor shopkeeper, was approved to construct a cool room at 17 Hunter Street and completed these works.⁴³

In 1954, the whole of 15-17 Hunter Street was purchased by Washington H Soul Pattinson and Co Ltd, who operated a branch chemist out of the ground floor of No. 17 until the late-1980s.⁴⁴ It had been a fruit shop in the years prior.⁴⁵ Assumed to be aligned with their setting up in Hunter Street, an approved and completed building application was lodged by Architects Morrow and Gordon for alterations to the site costing 1000 pounds.⁴⁶ Records reflect that the works included a new concrete slab floor, construction of new brickwork, tiled flooring and a toilet. At a similar time, the awning fascia was replaced, roof members repainted and roof sheeting renewed.⁴⁷ In 1958, the property was split into two titles when the company sold No. 15 Hunter Street to Peter Kenneth Pangas, who had been operating the Stardust Café out of the property for several years prior.⁴⁸ No. 17 was later acquired by Pangas in 1987 (under his company name Peterken Pty Ltd), with the whole building subsequently known as "Pangas House."⁴⁹

³⁷ Davies, "15-17 Hunter Street, Sydney," p12; 'Hunter St (15)' [1927 plan] Held by City of Sydney Archives (undigitized), ID 0195/27.

³⁸ AHMS, '15-17 Hunter Street, Sydney,' p13.

³⁹ Ibid.

⁴⁰ 'Building Inspectors Card: 17 Hunter St. Shop. Application to remake shop front & Erect Roller' Held by City of Sydney Archives, ID A-00338219

⁴¹ AHMS, '15-17 Hunter Street, Sydney,' p13.

⁴² 'Building Survey Card. 15-17 Hunter St, 4th December 1947.' Held by City of Sydney Archives, ID A-00508826

⁴³ 'Building Inspectors Card: 17 Hunter St. Store. Application to erect cool room,' Held by City of Sydney Archives, ID A-00342807; Certificate of title Volume 1713 Folio 6.

⁴⁴ AHMS, '15-17 Hunter Street, Sydney,' p13.

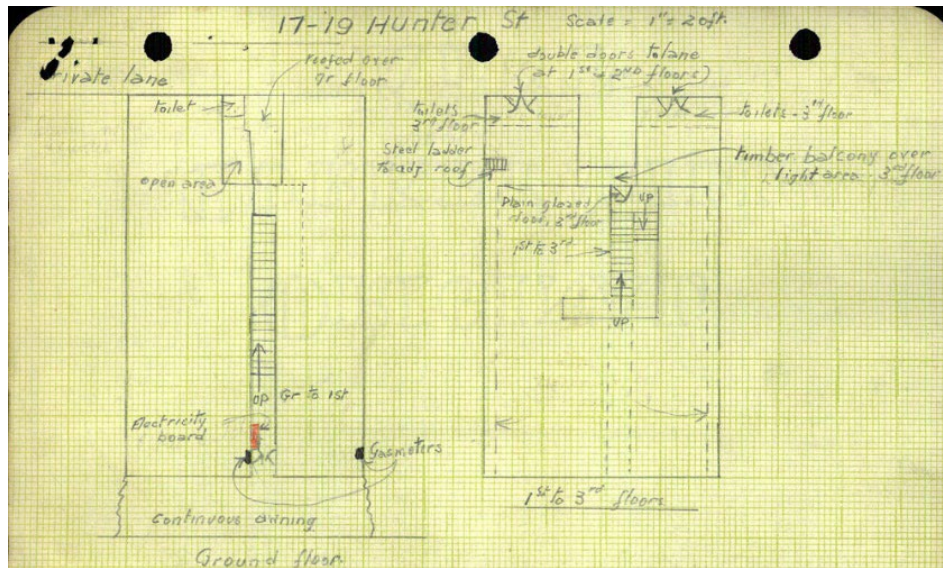
⁴⁵ *Sydney Morning Herald*, 'Advertising, 16 Sep 1950, p37. Accessible online at: <https://trove.nla.gov.au/newspaper/article/18173061/1040260>

⁴⁶ 'Building Inspectors Card: 17 Hunter St, Sydney. Application to make alterations.' Held by City of Sydney Archives, A-00354336

⁴⁷ 'Building Inspectors Card: 17 Hunter St, Sydney. Application to replace awning fascia.' Held by City of Sydney Archives, A-00354886

⁴⁸ AHMS, '15-17 Hunter Street, Sydney,' p13.

⁴⁹ Ibid.



9 Footprint of 15-17 Hunter Street and internal access as pictured on City Architect and Building Surveyors Department Building Survey Card in 1947. Source: CoS Archives, A-00508826

In line with Pangas' formal acquisition of No 15, Hunter Street, and later acquisition of No. 17, he undertook a range of alterations to the buildings in the following decades.⁵⁰ Of particular interest was the 1963 interior refurbishment of the Stardust 'American Food Service' Café undertaken by the significant Australian architect and designer Douglas Snelling.⁵¹ Though records are incomplete, works undertaken by Pangas are said to have included: new fit outs to ground floor tenancies; reconstruction of the entry stairs and corridor to No. 15 (1958-1960)⁵²; replacement of ground floor ceilings and shopfronts (1958-1960 and c1970s)⁵³; reconstruction of the awning to No. 15 (1959)⁵⁴; rendering internal walls with cement render; replacement of internal joinery and new partitions; replacement of part of floor structure, and all flooring with cypress pine floors; replacement of rear loading doors with louvre and fixed glass windows (1958-1960)⁵⁵; refitting the flat on the third floor; construction of new concrete landing on third floor with staff toilets for Stardust Café; new fibrous plaster ceiling from ground to second floors with recessed lights; new electrical and plumbing services to No. 15 (1958-1960)⁵⁶; and new mechanical ventilation and air conditioning (1960-1961).⁵⁷ There is also evidence that Pangas carried out unauthorized building work in the 1970s and 1980s and was subsequently prosecuted for it; this may explain gaps in the record for some changes.⁵⁸ The exterior of the building above ground level was generally retained, as well as internal features including the original dividing wall (though new openings were made), the top floor timber ceiling, and elements of the original internal timber structure.⁵⁹

⁵⁰ List produced in Davies, "15-17 Hunter Street, Sydney," p13 but is not referenced.

⁵¹ Davina Jackson, *Douglas Snelling: Pan-Pacific Modern Design and Architecture* (2016), p53.

⁵² 'Building Inspectors Card: 15 Hunter St Sydney. Alterations to shop,' Held by City of Sydney Archives, A-00362253

⁵³ 'Building Inspectors Card: 17 Hunter St Sydney. Shopfront.' Held By City of Sydney Archives, A-00394205; 'Building Inspectors Card: 15 Hunter St Sydney. Alterations to shop,' Held by City of Sydney Archives, A-00362253

⁵⁴ 'Building Inspectors Card: 15 Hunter St, Sydney. Alts to awning,' Held by City of Sydney Archives, A-00365429

⁵⁵ 'Building Inspectors Card: 15 Hunter St Sydney. Alterations to shop,' Held by City of Sydney Archives, A-00362253

⁵⁶ 'Building Inspectors Card: 15 Hunter St Sydney. Alterations to shop,' Held by City of Sydney Archives, A-00362253

⁵⁷ 'Building Inspectors Card: 15 Hunter St, Sydney. Mech ventilation,' Held by City of Sydney Archives, A-00368799

⁵⁸ '5 Hunter St. Prosecution of P.K. Pangas for unauthorised building work.' Held by City of Sydney Archives, ID 3702/74

⁵⁹ Brian McDonald. 'Heritage Impact Assessment: Pangas House, 15-17 Hunter Street, Sydney.' (1999)

In 1981, the National Trust proposed heritage classification for the site including the interior of the Stardust Café.⁶⁰ The following description is given by Davina Jackson of the fitout of the Stardust Café as extant in 1981 before its removal by 1985:

"From indistinct copies of four photographs supplied with the classification proposal, the long narrow interior was entered through pivoting glass doors from an alcove off the footpath. The right side of the cafeteria was furnished with a series of two- and three-person banquettes facing cantilevered tables beneath a long mirror. On the left side, the long servery area was illuminated by a fluorescent tube fixed into a pelmet suspended above.

*Ornamenting a narrow wall at the back of the room was a vertical wall plaque of irregularly arranged ceramic tiles; perhaps this was created by Gerard Havekes, a ceramic artist and sculptor who was a friend of Snelling's during the 1960s."*⁶¹

In 1986 and 1987, alterations to the property were carried out to remove the former fitout of the Stardust Café and convert the tenancy to a bookshop.⁶² 15 Hunter Street appears to have been a bookshop until at least the late 1990s. In 1988, an Interim Conservation Order was placed on the whole of the property under the NSW Heritage Act 1977.⁶³ The order was made permanent in 1989, with the property entered into the Register of the National Estate in 1991.⁶⁴ It was subsequently included in the Central Sydney Local Environmental Plan 1992 - Conservation of Heritage Items. Major plans for twenty-storey towers above the existing building were lodged in 1996 and 1997 but ultimately withdrawn.⁶⁵ In 1998, No. 15 Hunter Street was transferred to Bryan Wardley Jackson and No. 17 Hunter Street was transferred to the Permanent Trustee Australia Limited.⁶⁶ The heritage status of the property was removed in 1999.⁶⁷ The exact reason for its removal is unclear, and in the same year a major proposal from new owner Cavastowe Pty Ltd was rejected that sought to erect a 37 storey skyscraper above the existing building.⁶⁸ If built, this skyscraper designed by Candalepas Architects would have been one of the world's most slender at only 10m wide.⁶⁹

⁶⁰ Davina Jackson, 'Stardust American café' (2016). Accessible online at: <http://douglas-snelling.com/stardust-american-cafe/>

⁶¹ Ibid.

⁶² '15 Hunter St, Sydney. Use as a bookshop, involving alterations. H & E Sidgreaves P/L.,' Held by City of Sydney Archives, ID 44 86 0178; DA/1986/178

⁶³ Government Gazette of the State of New South Wales, Friday 23 September 1988.

⁶⁴ Government Gazette of the State of New South Wales, Friday 9 September 1989; Commonwealth of Australia Gazette, 14 May 1991.

⁶⁵ DA1996/773; DA1997/520

⁶⁶ AHMS, '15-17 Hunter Street, Sydney,' p13.

⁶⁷ Government Gazette of the State of New South Wales, Friday 10 September 1999

⁶⁸ DA1999/218;

⁶⁹ Emporis, 'Pangas House,' (2000). Accessible online at: <https://www.emporis.com/buildings/179867/pangas-house-sydney-australia>



10 Impressions of the unbuilt 1999 scheme by Candalepas Architects.
Source: 'Pangas House' on Emporis.com (2000)

Further minor alterations were carried out in 2003 and 2004 when the ground floor of No. 17 was converted to a juice shop.⁷⁰ The property appears to have been purchased by a new owner around 2005-2006. In 2006, the change of use of levels 1 to 3 of the whole building was approved with internal alterations to convert the building to backpacker's accommodation. A new awning was installed and the front façade was repaired and repainted.⁷¹ Internal alterations and the installation of new fit outs also took place to No. 15 in 2008 and 2015, for its conversion into a sushi restaurant and take away café respectively.⁷² The property was sold once more in 2013, which may be when the present owner acquired the property. In 2019, an application was lodged and approved for a new 17-storey hotel at 19 Hunter Street, with some high-level overhang to the subject site.⁷³

⁷⁰ DA2003/585 DA2004/169

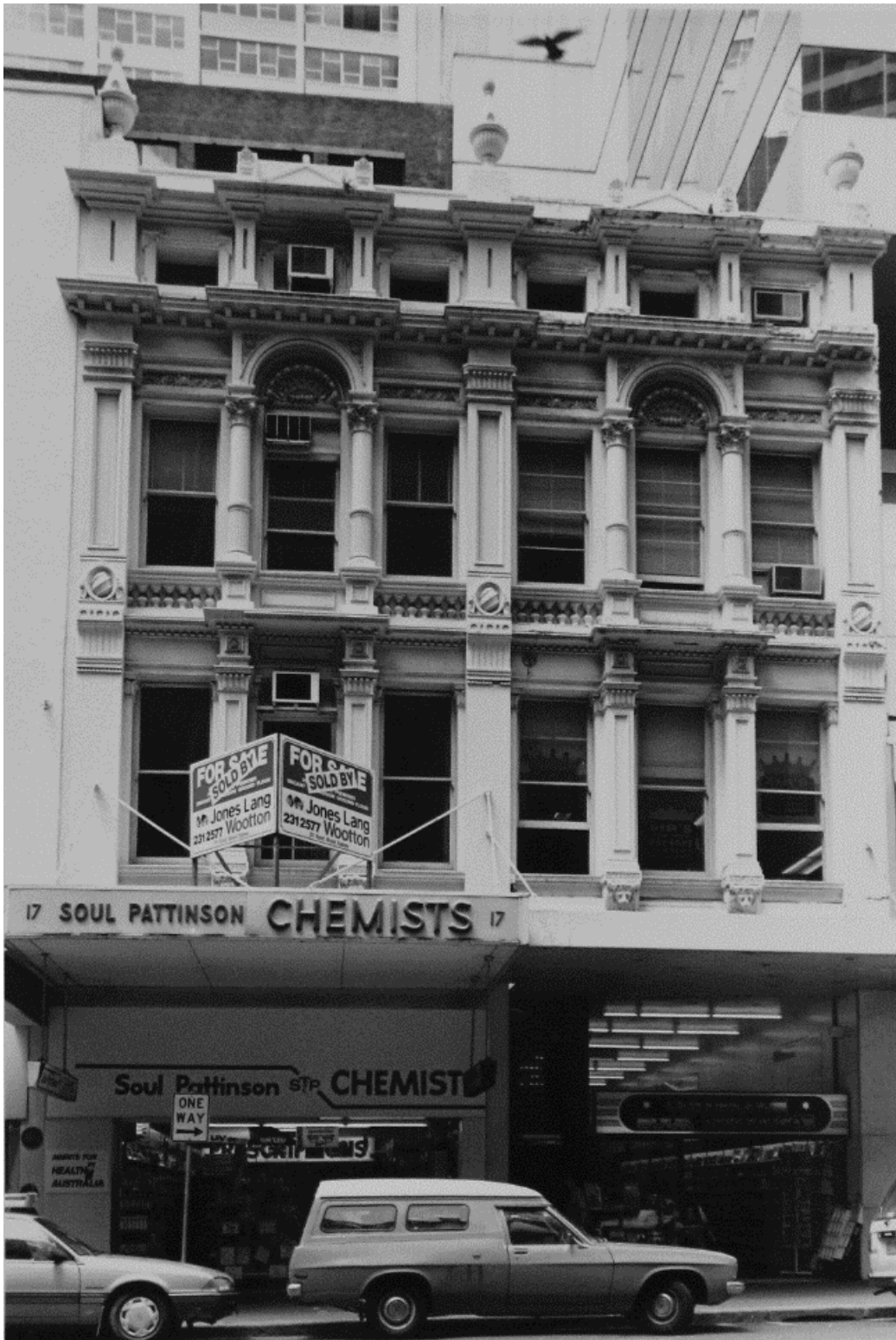
⁷¹ DA2006/2107

⁷² DA/2008/1259; DA/2015/96

⁷³ DA2019/66



- 11 1981 Image of the Stardust Café interior, from 'Heritage listing notes and interior photos' by David Sheedy, 1981 for the National Trust, reproduced in Davina Jackson, 'Stardust American café' (2016). Accessible online at: <http://douglas-snelling.com/stardust-american-cafe/>



12 1989 Image of 15-17 Hunter Street taken from Central Sydney Heritage Inventory collection. Note Chemists in No. 17 and bookshop in No. 15. Source: City of Sydney Archives, A-00023670

3 ANALYSIS OF PHYSICAL EVIDENCE

3.1 Introduction

The property at 15-17 Hunter Street contains a four storey Victorian Free Classical Style commercial building. The building was originally constructed as a three storey business premises in 1885, with a fourth storey added shortly thereafter around the turn of the twentieth century. As originally constructed, the building was divided into two separate properties with a central stair. The ground floor accommodated retail tenancies, while each floor above housed multiple tenants and their offices, studios and workshops. Today, the ground floor of the building houses two separate retail tenancies with the central stair located within 15 Hunter Street (rebuilt in the 1950s). The first, second and third floors are occupied by the Comfort Hotel and used as temporary accommodation with communal spaces.

Victorian Free Classical style commercial buildings are rare within the CBD, and the building is one of only two surviving Victorian buildings on the south side of Hunter Street with 296 George Street, the state-listed former Skinners Family Hotel (c1845-1846).

The interiors of the building were not accessible to TKD Architects at the time of writing. Images from a previous inspection of the property in 2020 were provided by City of Sydney Council.

3.2 Exterior

Documentary and physical evidence indicate there has been little change to the façade of 15-17 Hunter Street. Progressive changes to the ground floor for the installation of retail tenancies have likely removed the majority of evidence of its original presentation. The awning has also been replaced on several occasions, most recently in 2007. The present colour scheme was also introduced in 2007.

15-17 Hunter Street is constructed of brick and features a highly decorative and modelled façade in the Victorian Free Classical Style. Moulded pilasters divide the facade into two “halves”, demarcating the boundaries of No. 15 and No. 17 respectively, with slender classical columns and pilasters dividing the building into six bays. Fenestration is comprised of timber-framed double-hung windows within each bay. Finely detailed lintels alternate with elaborately decorated semi-circular panels over second storey windows, which have spandrels embellished by ornate balusters. Heads of lions project from the wider pilasters at first floor level. The roof is clad in corrugated metal, mostly concealed by the parapet. The parapet is embellished with finely detailed pediments and urns atop each of the thick moulded pilasters.

The later addition of the fourth storey is clearly read through its relatively constrained and square proportions compared to the vertical proportions of the second and third storeys. It would appear that the fourth storey was mostly built within the former parapet.

The rear elevation of the building, facing the private laneway of Empire Lane, also appears to retain most of its original, simple detailing. This includes corrugated iron hoods over hoists above the second floor windows. Openings appear to have been modified around the mid- twentieth century when the replacement of rear loading doors with louvre and fixed glass windows was recorded. In 2007, new windows and balconies were added to the rear in line with conversion of the property to temporary accommodation.

As far as can be deduced from photographs and aerial imagery, the original footprint of the building appears to be largely intact and legible, with projecting wings to rear.

Exterior images



13 General view of external form of 15-17 Hunter Street in context.
Source: TKD Architects, 2021



14 General view of 15-17 Hunter Street closing the vista from Hamilton Street.
Source: TKD Architects, 2021



15 View of ground floor tenancies. Note lion heads, just above awning.
Source: TKD Architects, 2021



16 View of building above ground floor awning.
Source: TKD Architects, 2021



17 Detail view of upper stories
Source: City of Sydney Council, August 2020



18 Detail view of moulded detailing to pilasters and columns
Source: City of Sydney Council, August 2020



19 View of corrugated metal roof to 15-17 Hunter Street



20 General view of rear of 15-17 Hunter Street



21 Detail view of rear of 15-17 Hunter Street showing arched openings, corrugated iron hoods over hoist and window detailing



22 Detail view of rear elevation of 15-17 Hunter Street showing original window opening, recently replaced deck/balcony above

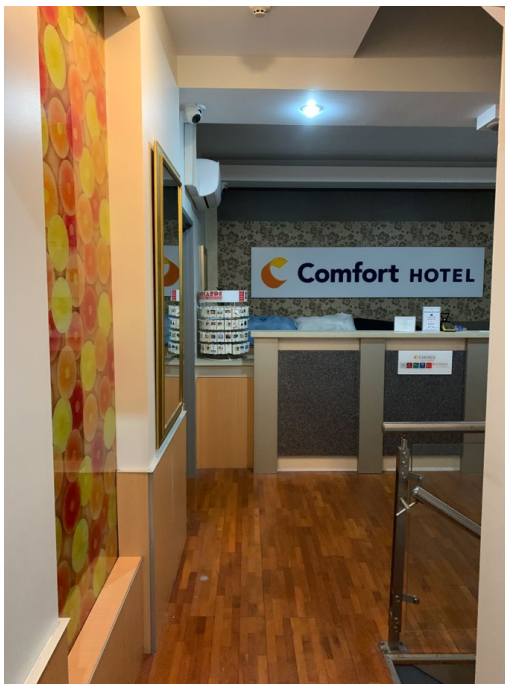
3.3 Interior

There is documented evidence of progressive change to the interiors of the building, particularly occurring over the period of the 1950s to 1980s under Pangas, and in 2005-2006 when the upper stories were converted to backpackers' accommodation. Interior changes from the 1950s included the refurbishment of the ground floor tenancies for use of No. 17 as a chemist (1950s-1980s) and No. 15 as the Stardust Café (1950s-1980s). Other interior changes from this period included reconstruction of the entry stairs and corridor to No. 15, application of cement render to internal walls (assumed to be all levels), installation of new fibrous plaster ceilings from ground to second floors, and the removal of a variety of fabric including ground floor ceilings, internal joinery, part of floor structure, all flooring, and the fitout to flat on third floor. Subsequent changes to the interior approved in 2005-2006 included the installation of a new fitout for use as temporary backpacker accommodation with communal bathrooms, entertainment and kitchen areas.

Only a small amount of evidence of the early interior arrangement and fitout of the building is visible in the present day. Some internal fabric of early windows survives. Evidence of the early layout of the building also survives through the retention of the central dividing wall between No. 15 and No. 17, despite the formation of some new openings, and external walls.

There is potential for additional evidence of original or early interiors to be concealed behind the internal walls and ceilings of the present fitout. There is evidence that early roof timbers, internal timber structure, and timber boarded ceilings may survive, concealed by the present lower height ceilings and later plaster walls. Further investigation should be carried out when these areas are subject to change.

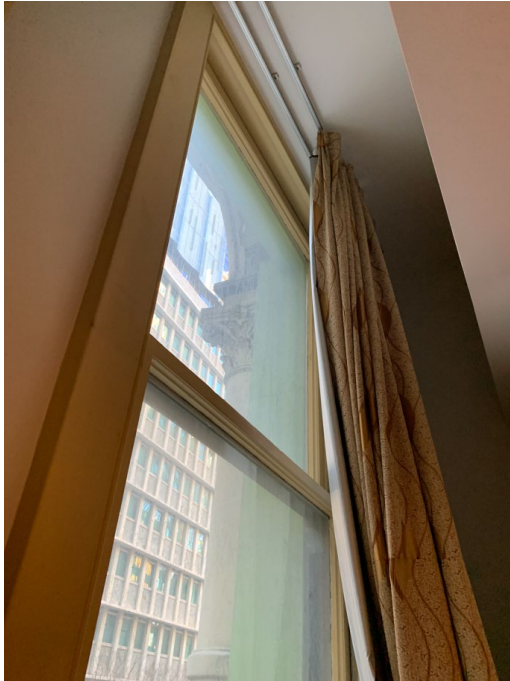
Interior images (provided by City of Sydney Council, August 2020)



23 General view of interior fitout



24 View of interior fitout showing low-height ceiling concealing services



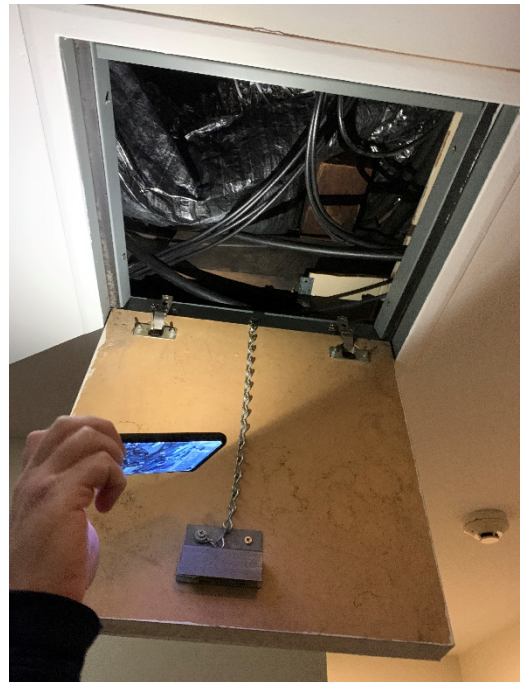
25 View of extant windows and location partly obscured by lower ceilings (right of image)



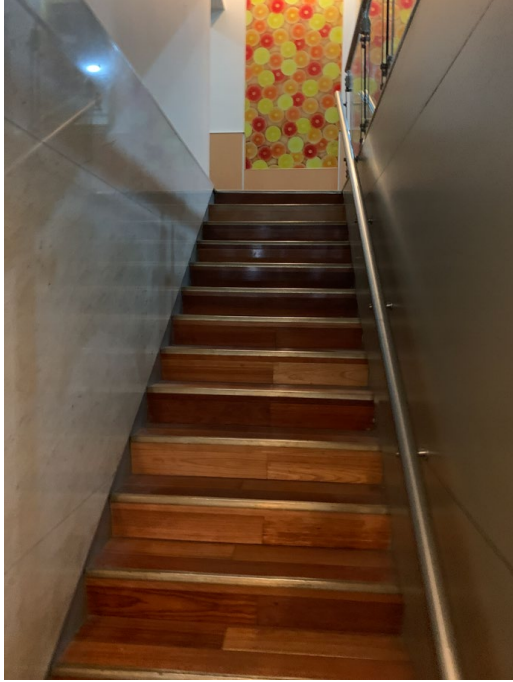
26 Detail view of surviving window architrave and internal features



27 View of interior fitout and projected wall, within lining behind, possibly concealing early evidence of fireplace.



28 View into ceiling hatch appearing to show early timber roof/ceiling structure



29 Stair location to No. 15 as reinstated c1950s



30 Stair to upper floors, showing low height ceilings and void above

4 COMPARATIVE ANALYSIS

4.1 John Smedley

Architect and artist John Smedley (1841-1903) was born in Sydney. He was a cousin and pupil of English-born artist William Dexter. After serving articles with prominent Sydney architect George Allen Mansfield, in 1866 Smedley travelled to Hong Kong and became junior partner in a local firm of architects and civil engineers.

Smedley commenced practice as an architect and engineer in Yokohama during 1872. He was commissioned to provide pavilions and decorations for the state opening of Japan's first railway and subsequently provided decorations for the ceremonial review of the fleet at Yokohama. Smedley supervised the erection of the Imperial Russian Legation in Tokyo (1874-77) and designed the Catholic Church in the foreign quarters of the city. Smedley returned to Sydney at the end of 1876. In 1877 he became actively involved with the Sydney School of Arts and married Annie Casement, after which the couple left for Japan towards the end of 1877. Annie noted in her memoirs that the town of Kobe was of 'great interest' as 'the greater part of the European portion of it had been built up by my husband during his residence there, in the early days, soon after the opening of the port'. From October 1878 to March 1879 Smedley taught architecture and drawing at the Technical University in Tokyo. The Smedleys returned to Sydney the first half of 1880.

Smedley then entered into partnership with architect Ambrose Thornley. The partnership was dissolved in March 1884 and Smedley set up his own practice. In November 1884 he took over the architectural partnership trading as Backhouse & Lough. He served as Honorary Secretary of the New South Wales Institute of Architects from 1885 to 1888 and was a committee member of the Art Society of New South Wales between 1882 and 1890. Smedley designed many buildings during the 1880s, while in partnership with Thornley and in his own office. Those attributed to him include:

- Three shops in King Street, Newtown (1884);
- Branch buildings for the Bank of NSW in Bombala (circa 1885, demolished) and Bega in NSW, Townsville (1887) and Warwick in Queensland;
- The Wesleyan (Methodist) Church at Stanmore (1883; demolished 1974);
- Waterloo Town Hall (1881) and Liverpool Town Hall (1881) in suburban Sydney;
- His best-known building is the Sydney Trades Hall, which was won in competition. Construction started in January 1888. Smedley's sections comprise the corner section and most of the Goulburn Street frontage of the extant building;
- Redesign of accommodation in the Sydney School of Arts and Mechanics Institute in Pitt Street (1887).

Smedley was declared bankrupt in 1890 and he and family returned to Yokohama the following year. From 1894 to 1896 they lived at Hankou (now part of Wuhan City) in China where Smedley surveyed the British, German and Russian concessions and carried out the city's major drainage and sewerage works. He spent most of his last six years working in Shanghai. He was employed as adviser to the Chinese Imperial Government on the remodelling of Peking at the time of his death in 1903.⁷⁴

⁷⁴ "John Smedley" at <https://daao.library.unsw.edu.au/bio/john-smedley/biography/>, accessed 13 September 2021; Julie Willis and Anne Higham, "Smedley, John", in Philip Goad and Philip and Julie Willis, *The Encyclopaedia of*

It has been noted that Australian architects such as Smedley who travelled and worked overseas were of wider than local significance. “Their mobility brought and transmitted architectural knowledge as a two-way exchange and strongly indicates that architecture in Australia was not just an end-point of architectural understanding and taste, but instead a nodal point of multiple and complex transmissions across the British Empire and beyond.”⁷⁵



31 Smedley's competition-winning design for the Trades Hall.
Source: National Archives of Australia NAA A6135, K1/4/77/8

Australian Architecture, p.634; notification of dissolution of partnership, *Sydney Morning Herald*, 7 March 1884, p.2; Notification of takeover of Backhouse & Lough, *Sydney Morning Herald*, 15 November 1884, p.2; bankruptcy notification, *New South Wales Government Gazette*, 4 July 1890, p.5196.

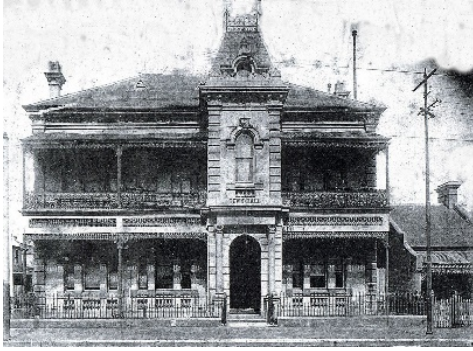
⁷⁵ G A Bremner (editor), *Architecture and Urbanism in the British Empire*, p.337.



32 Stanmore Methodist Church.
Source: <https://www.churchesaustralia.org/list-of-churches/denominations/methodist-wesleyan-and-other/directory/6393-stanmore-methodist-church-former>



33 Former Bank of NSW, Townsville, now home to the Australian Meat Industries Employees Union (left); Bank of NSW, Yass (right).
Sources: Townsville: <https://apps.des.qld.gov.au/heritage-register/explorer/detail/?id=600890>;
Yass: <https://digitised-collections.unimelb.edu.au/handle/11343/70558>



- 34 Waterloo Town Hall (left); Liverpool Town Hall (right).
Sources: City of Sydney Archives Unique ID A-00033194; Liverpool Library Reference number: HL000535.Digital

4.2 Contemporary commercial buildings in Sydney

From the mid-1860s to the mid-1880s NSW enjoyed a period of “fairly steady” prosperity. The colonial economy peaked between 1882 and 1885 then started to decline. Public works, a mainstay of employment, largely ceased so left many unemployed, while the second half of the 1880s was also a time of industrial unrest. John Smedley’s bankruptcy in 1890 is indicative of worsening circumstances. Economic deterioration reached a point of crisis in 1893, when a large number of banks and building societies collapsed.⁷⁶

These prosperous decades were accompanied by the construction of numerous commercial buildings such as those associated with insurance companies and banks, hotels, theatres, shops and public buildings such as town halls and post offices. It has been suggested that “... the eighties belonged to secular buildings catering to money-making materialism and worldly pleasures made available by shrewd financial investment, canny land deals and handsome business profits”

A large part of the architecture of this period was firmly founded in the classical tradition, established by the relatively pure Georgian, Regency and Greek Revival architecture that characterised the first half of the nineteenth century. However, as more of the population shared in the prosperity, there was a reaction to the restraint demonstrated by these idioms:

Georgian reticence was swept away by revival versions of renaissance, mannerist and Gothic styles, mostly eclectic, diverse and ingenious. Yet this ‘boom’ architecture was largely the product of fashion in many different styles.⁷⁷

While architects drew upon the classical tradition they used it without recourse to the academic rules that governed so much earlier classical architecture. This idiom, known as Free Classicism, “was ebullient and self-confident”.⁷⁸ It was applied to the exterior of buildings, so that facades were richly modelled in masonry or stucco. Decorative effects were achieved inexpensively through the use of malleable and flexible stucco applied over load bearing brickwork. Motifs were derived or adapted

⁷⁶ Beverley Kingston, *A History of New South Wales*, pp.61, 88-91.

⁷⁷ Robert Irving, “New South Wales Architecture” in Philip Goad and Julie Willis (editors), *Encyclopaedia of Australian Architecture*, p.493.

⁷⁸ Richard Apperly, Robert Irving and Peter Reynolds, *A Pictorial Guide to Identifying Australian Architecture: styles and terms from 1788 to the present*, p.59.

from the classical repertoire and often combined in an idiosyncratic manner. At 15-17 Hunter Street this is manifested in detailing such as:

- the small pediments applied to the central bays of the parapet;
- the inventive capitals of the second floor columns;
- modulation of window bays expressing trabeated construction;
- expression of floor levels through projecting mouldings and cornices;
- rich embellishment in the semi-circular spandrels above the second floor windows.

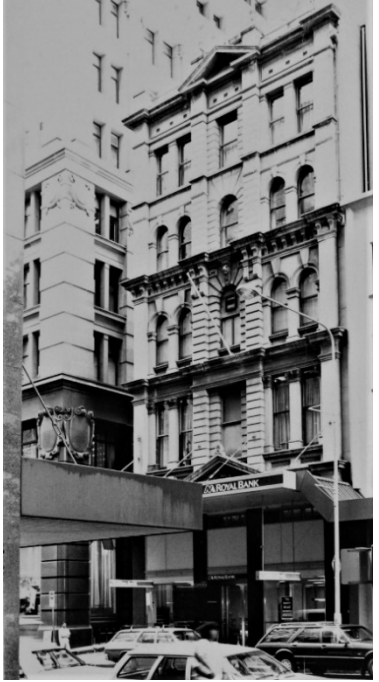


Comparison of the façade of 15-17 Hunter Street with the façade of the contemporary building erected by Burns Philp at 10 Bridge Street designed by architect Mark Cooper Day (1885), suggests how individuality could be imparted to facades by the imaginative combination of classical elements and detailing. 10 Bridge Street has since been demolished.





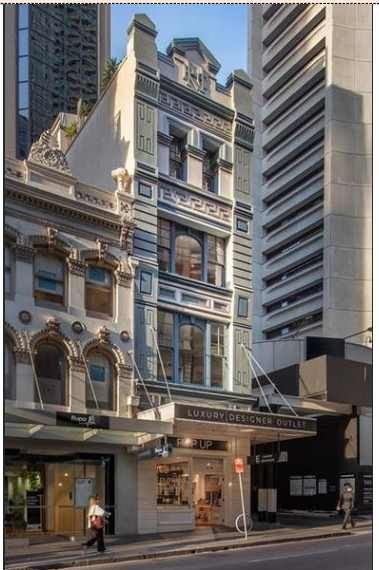


35 Façade of 15-17 Hunter Street (left) and 10 Bridge Street (right).
Sources: TKD Architects; Morton Herman, *The Architecture of Victorian Sydney*.



The following extant buildings constructed at the end of the 1870s and during the 1880s illustrate the variety and exuberance that marked commercial architecture in Central Sydney when 15-17 Hunter Street was constructed. They include speculative buildings for small business tenancies, a bank, hotels, retailing buildings, a warehouse and a purpose-designed office building for an insurance company

Building	Date	History	Image
10-12 Hunter Street	1888	First leased to the Australian Trust Management and Assurance and Investment Company. In 1900 it became the home of the NSW Sports Club	 <p data-bbox="1038 815 1190 840">property.jll.com.au</p>
14 Hunter Street	Circa 1889	Originally two storeys, occupied by the Decorative Tile Co. Three additional levels added circa 1895. Subsequently became associated with the NSW Sports Club.	 <p data-bbox="1038 815 1190 840">property.jll.com.au</p>
75-75A George Street, The Rocks	1883	Constructed for investment purposed as shops with residences on the first floor	 <p data-bbox="1038 1406 1326 1429">shfa.nsw.gov.au Monique Galloway</p>

Building	Date	History	Image
122 Pitt Street	1887; 1929	<p>Ground, first and second floors built for The Commercial Bank of Australia to the design of architects the Mansfield Brothers, completed in 1887. The Royal Bank purchased the property in 1918. It was sold to the Millions Club of NSW in 1927. Two floors added to the design of DT Morrow & Gordon, completed in 1929.</p> <p>Free classical elements in the original section of the façade include the brackets and cornice above the second floor windows, decorative mouldings between second floor windows and the rusticated piers flanking the central window bay.</p>	 <p>City of Sydney Archives Unique ID A-00023816</p>
158-160 Pitt Street (Phoenix Chambers)	1887	<p>Built for pharmacist Washington H Soul Pattinson to the design of prominent architect Thomas Rowe. A simple façade relieved by decorative Free Classical label mouldings above window openings and horizontal mouldings.</p>	 <p>Reproduced in Paul Davies, Phoenix Chambers, 160 Pitt Street, Sydney Conservation Management Plan, September 2018.</p>
97-103 King Street	1881	<p>Sydney Arcade Thomas Rowe, who also designed Royal and Imperial Arcades Sydney's first shopping arcade. Only the King Street façade survives. Notable for wide expanses of glazing and double-height entry.</p>	 <p>State Library of NSW PXD 532 nos 11-16</p>

Building	Date	History	Image
<p>Strand Arcade, 412-414 George Street</p>	<p>1892</p>	<p>The Strand Arcade was financed and built by a consortium of prominent Sydney businessmen, led by the tobacco tycoon Sir Hugh Dixon. The City Arcade Company was formed in 1890 by Dixon, William Carter and William Dillon. Architects Spencer & Fairfax won the competition for the building.</p> <p>Free Classicism persisted into the 1890s, here with a Mannerist flavour imparted by broken pediments and colossal piers. Other examples include Pinnacle House at 2-6 Barrack Street (Sheerin & Hennessy, 1892), 73 York Street (Herbert S Thompson, 1892) and 75 York Street (James Meek, 1894).</p>	 <p>Heritage Branch – Stewart Watters photograph</p>
<p>Former Trickett's International Hotel, 138-140 Pitt Street (Sugar House)</p>	<p>1879</p>	<p>The building was constructed as a hotel that was financed by Sydney businessman, William Mears. The hotel was built specifically for rower Edward Trickett, a world champion rower and Australia's first champion in any sport. The building was designed by JJ Davey and completed in 1879.</p> <p>The Free Classical style was used extensively for city and suburban hotels.</p>	 <p>State Library of NSW PXA 420 – John Lane Mullins</p>

Building	Date	History	Image
106 King Street	1886	<p>Attributed to architects Sheerin & Hennessy. Known as Hagon's Building or store but originally known as Tasman Chambers, subsequently Delmont Chambers. The building originally contained commercial tenancies.</p>	 <p>https://www.realcommercial.com.au/sold/property-106-king-street-sydney-nsw-2000-503361074</p>
369 Pitt Street, Sydney		<p>Two storey building, originally containing a shop on the ground floor and residence above. Designer not ascertained.</p> <p>Confident use of Free Classical decorative detail in the first floor section of the façade.</p>	 <p>Google Maps</p>
Kiss's Buildings, 698-700 George Street	1888	<p>George Thomas Kiss (1830-1882) was a successful hansom cab proprietor, horse dealer and sometime mayor of Randwick. The building was erected by his executors to provide for his wife and children. Designer not ascertained.</p> <p>Brick façade with Free Classical detail accentuated by use of stucco.</p> <p>Not listed in Sydney LEP 2012.</p>	 <p>City of Sydney Archives Unique ID A-00024040</p>

Building	Date	History	Image
<p>Hong King House, 149 York Street</p>		<p>Winning entry in a competition staged during 1888 by the Excelsior Bank for a hotel and banking premises. It was designed by Smedley's former partner, Ambrose Thornley, and completed circa 1892.</p> <p>Brick building relieved by classically detailed sandstone elements around windows and along the parapet.</p>	 <p>https://openresearch-repository.anu.edu.au/handle/1885/99500</p>
<p>Former Australian Mutual Fire Insurance Society, 142-144 Pitt Street</p>	<p>1884</p>	<p>R H Robertson and Gustavus Morrell "The design of the building is of the Italian style, adapted to modern street architecture, combining lightness with solidity".</p> <p>Two storeys of windows modulated by colossal piers above rusticated ground floor. A combination of triangular and open-bed segmental pediments at parapet level. The tower has been removed.</p> <p>The building is characteristic of the large and imposing buildings erected by banks and insurance companies during the last quarter of the nineteenth century.</p>	

4.3 Conclusions

The property at 15-17 Hunter Street is representative of a large number of Victorian Free Classical style commercial buildings erected across Central Sydney during the 1880s, many of which have since been demolished or insensitively altered. Although its interior has been extensively modified, the building's façade above ground floor level is intact. The vigorous design of the façade, which clearly and convincingly demonstrates the characteristics of the Victorian Free Classical style, is the equal of other surviving contemporary buildings.

5 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 Introduction

The concept of “cultural significance” embraces the values of places or items to the community, which cannot be expressed in financial terms alone. Assessment of cultural significance endeavours to establish why a place or item is considered important and valued by the community. Significance, therefore, is embodied in the fabric of the place, including the setting, the records associated with the place and the response that the place evokes in the community.

Although not currently listed as a heritage item by the City of Sydney, the building was formerly subject to a Permanent Conservation Order (PCO), equivalent to a state-significance listing under the present heritage management system, and was listed on the Central Sydney Heritage LEPs of 1992 and 1998. It is included on the non-statutory National Trust Register.

5.2 Previous assessment

A 1988 inventory sheet (Item No. 2007) prepared for the property as part of the Central Sydney Heritage Inventory gives the following insight into the reasons the property was initially listed:

Descriptive information

Comment: Good example of commercial Sydney Italianate design with heavily moulded details and parapet decoration. Forms a part of the Hunter Street group of six heritage buildings.

Modifications: extensive ground floor refurbishment externally and interior modifications.

Heritage listings: NT [National Trust]

Environmental Heritage

Assessment: Architectural significance as a good and rare example of its style in the CBD context. Demonstrative of former Hunter Street scale as it faces Victorian contemporaries.

In 1991, the site was entered into the Register of the National Estate, a former statutory list which is now a non-statutory archive. The following statement of heritage significance has been extracted from the Australian Heritage Database entry for the place, and sheds more light on the importance of the place as assessed at that time:

The richly modelled and decorated Victorian Free Classical exterior design and the location of Pangas House closing the vista from Australia Square along Hamilton Street has resulted in the building being highly esteemed for its aesthetic characteristics and as a key element of the townscape ... The exterior is important for its artistic and technical excellence ... The building is valuable as a commercial building in the Victorian free Classical style, as examples of buildings of that type and style are in danger of being lost from central Sydney ...

5.3 Assessment of significance

The following assessment of heritage significance uses the framework for the assessment of significance advocated by the NSW Heritage Office in the guidelines included in the NSW Heritage Manual. In this framework places are assessed in accordance with the defined criteria set out below.

Criterion A An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

The property at 15-17 Hunter Street has historic significance as a site of early commercial development in Sydney from the early to mid-nineteenth century, with the extant building was constructed in 1885 as the new and commodious business premises of Mrs Elizabeth Wangenheim. The extant building is the product of the flourishing economic conditions of the mid-1860s to mid-1880s in Sydney, which fuelled a vast array of new commercial development in both traditional and more elaborate 'boom' architectural styles. No. 15-17 Hunter Street has persisted as a commercial building in the heart of the city for more than 130 years, standing as a reminder of the prosperity of the late nineteenth century.

No. 15-17 Hunter Street, Sydney meets Criterion A at a **local** level.

Criterion B An item has strong or special association with the life or works of a person, or group of persons, of importance to NSW's cultural or natural history (or the cultural or natural history of the local area).

The property at 15-17 Hunter Street has significant historical associations with its architect, John Smedley, and with the Jewish community in Sydney, in particular the Simmons and Wangenheim families. The prominent architect and artist John Smedley designed 15-17 Hunter Street in 1885. Smedley had returned to Sydney from Japan in the early 1880s, and shortly after in 1884 took over the former partnership of Backhouse & Lough as his own practice. This coincided with an important phase of Smedley's career in which he designed a large number of prominent buildings, several of which still stand today, including the Sydney Trades Hall, and also the phase in which he held important positions in the NSW Institute of Architects and Art Society of NSW. The building is thus closely associated with the establishment of Smedley's sole practice and the period of his career in which he was most professionally and commercially active in Sydney.

The site of 15-17 Hunter Street was acquired by James Simmons, a London-born convict of the Jewish faith in 1836, beginning a 90-year association of the site with Simmons and his descendants. Simmons became a prominent Sydney merchant and entrepreneur, of particular note as the first importer of general goods to Australia from his premises in Hunter Street, and as the first Jewish Alderman of Sydney's Council. The site was inherited after his death in 1849 by his daughter Mrs Wangenheim (nee Simmons). Wangenheim was a prominent businesswoman, property owner and publican who observed the Jewish faith. Wangenheim commissioned the fine business premises at 15-17 Hunter Street and continued to play an active role in its management and care until her death in the 1920s. Wangenheim leased office space in her building to a variety of Jewish merchants and artists during her ownership, forming a strong association with the building and shaping the place into an important space for Jewish professionals.

No. 15-17 Hunter Street meets Criterion B at a **local** level.

Criterion C An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

The property at 15-17 Hunter Street has significant aesthetic value as an excellent example of a Victorian Free Classical style commercial building, constructed during Sydney's economic boom from the mid-1860s to mid-1880s. The Hunter Street façade above ground level illustrates the divergent and highly decorative 'boom' style which emerged from this period, in defiance of the restraint and economy of more traditional classical (Georgian and Greek) styles. The building exhibits an elaborate interpretation of classical form, expression and motifs in stucco decoration, in particular through its arcade aedicules, engaged Corinthian columns and decorative pilasters with lion heads at their bases, and prominent decoration including urns across the skyline. Smedley designed a number of buildings in this style, as did his mentor George Allen Mansfield with whom he served his articles. The building is an elaborate and spirited example of Free Classical architecture, finely executed by a prominent practitioner of the style.

The building also has an important contribution to the streetscape, historically closing the vista from Bridge Street to Hunter Street along the original length of Hamilton Street. In recent decades the location of 15-17 Hunter Street has closed the vista from Australia Square along the now-truncated Hamilton Street.

No. 15-17 Hunter Street meets Criterion C at a **local** level.

Criterion D An item has strong or special associations with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

The property at 15-17 Hunter Street is not likely to meet the threshold for this criterion based on available information. However, the social significance of the place to the contemporary community has not been tested or surveyed and future research may clarify its significance.

No. 15-17 Hunter Street does not meet Criterion D.

Criterion E An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).

The property at 15-17 Hunter Street has the potential to yield new information into the original layout, construction and craftsmanship of the building that was not recorded or has since been lost or concealed. Evidence of change to the building over time may provide insight into the changing requirements of occupants and owners throughout the late nineteenth and twentieth centuries.

Provided there is sufficient surviving original fabric, 15-17 Hunter Street, Sydney may meet Criterion E at a **local** level.

Criterion F An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).

The property at 15-17 Hunter Street is considered rare as a Victorian Free Classical Style commercial building within central Sydney. There are a limited number of buildings of this unique style and age persisting in the heart of the city, where there was once a vast array owing to the prosperity of the 'boom' of the mid-1860s to mid-1880s. The extant building thus represents a rare surviving example of the style and historical period, which exhibits a unique, elaborate and highly decorative design of particular interest.

No. 15-17 Hunter Street, Sydney meets Criterion F at a **local** level.

Criterion G An item is important in demonstrating the principal characteristics of a class of NSW's (or the local areas) cultural or natural places; or cultural or natural environments.

The property at 15-17 Hunter Street is a representative late nineteenth-century commercial building, particularly illustrative of the economic boom of the mid-1860s to mid-1880s before an economic depression began and more austere designs returned. The intact external façade above ground level, its extensive decoration and materiality are typical of the design and detail of such commercial buildings during this historical period. The unique interpretation of classical form, expression and motifs, use of stucco for moulded ornamentation, and finely detailed arched openings are examples of elements representative of designs by architect John Smedley, and more broadly of the Victorian Free Classical style of commercial building constructed in the period.

No. 15-17 Hunter Street, Sydney meets Criterion G at a **local** level.

5.4 Statement of Significance

The following statement summarises the significance of 15-17 Hunter Street, Sydney:

15-17 Hunter Street, Sydney has local heritage significance as a fine example of a Victorian Free Classical style commercial building, exhibiting key features of the style, and as a relatively rare commercial building constructed during the last quarter of the nineteenth century in Central Sydney.

The building has historic significance as surviving evidence of the prosperous economic conditions of the mid-1860s to mid-1880s in Sydney, which fuelled a distinctive architectural 'boom' style. It has significant associations with prominent architect John Smedley, who practiced in Sydney and in eastern Asia, and is a fine example of his work during the most professionally and commercially active period of his career in Sydney. The building is also strongly associated with the Jewish community in Sydney, as the site was initially developed by James Simmons, the first importer of general goods to Australia and Sydney's first Jewish Alderman, while 15-17 Hunter Street was commissioned by his daughter Elizabeth Wangenheim, an enterprising businesswoman and publican.

15-17 Hunter Street has aesthetic significance as an example of the Victorian Free Classical style and for its important streetscape contribution, terminating the vista from Australia Square along Hamilton Street to Hunter Street. The exterior of the building is highly intact above street level. The building may have research potential if there is sufficient surviving original fabric internally, which may provide evidence of its original layout, construction and craftsmanship, and the changes which took place to the building throughout its many decades of operation as a commercial building.

6 RECOMMENDATIONS

The property at 15-17 Hunter Street, Sydney has sufficient heritage significance to warrant retention and listing as a local heritage item in Schedule 5 of Sydney Local Environment Plan 2012. This is because of its historical associations with prominent members of Sydney's Jewish community during the nineteenth century and a prominent architect, its aesthetic attributes as an individual building and as a component of the Hunter Street streetscape, because of the relatively high integrity of its façade and because a section of the Tank Stream traverses the building's site. The site is identified as an Area of High Potential in The Central Sydney Archaeological Zoning Plan.

The building is not located within a conservation area, Special Character Area or a special City Locality Area, and current planning instruments may not provide sufficient protection for the building. Listing it as

an item in Schedule 5 of Sydney Local Environmental Plan 2012 will enable its heritage significance to be protected. The following actions are recommended:

- The building, including its Hunter Street façade and building footprint, should be retained and conserved;
- All conservation, adaptive reuse and new works should be undertaken in accordance with the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter);
- Surviving original and early elements, structure, walls and finishes should be retained and conserved in any future development;
- The building has potential for adaptive reuse internally because of the amount of change that has taken place to its interior. Appropriate new uses could include residential apartments, a hotel, commercial uses and educational facilities;
- New walls should not obstruct windows;
- Suspended ceilings should not obstruct window heads;
- Future finish to the façade should be based on an analysis and understanding of the original scheme, or of colour schemes typical of the 1880s;
- If upper storey additions are considered, they should be set back from the façade so that its integrity, independent identity, and significant role as a legible and discrete element in the streetscape are maintained. Setbacks consistent with those set out in Section 5.1.2.1 of the Sydney Development Control Plan 2012 would be appropriate.

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For City of Sydney Council

ITEM DETAILS						
Name of Item	Commercial building and interiors					
Other Name/s Former Name/s	Pangas House, Thorley Chambers					
Item type (if known)	Commercial building					
Item group (if known)						
Item category (if known)						
Area, Group, or Collection Name						
Street number	15-17					
Street name	Hunter Street					
Suburb/town	Sydney				Postcode	2000
Local Government Area/s	City of Sydney					
Property description	Lot B, DP109825, Lot 1, DP630190, and Lot A, DP109825.					
Location description	Southern side of Hunter Street between George and Pitt Streets.					
Location - Lat/long	Latitude	-33.8655952			Longitude	151.2080699
Location – MGA94 (if no street address) [or AMG66 if old system]	Zone		Easting		Northing	
Owner	Private					
Current use	Predominantly commercial – retail tenancies and tourist accommodation					
Former Use	Predominantly commercial – offices, studios, workshops and retail tenancies					
Statement of significance	<p>15-17 Hunter Street, Sydney has local heritage significance as a fine example of a Victorian Free Classical style commercial building, exhibiting key features of the style, and as a relatively rare commercial building constructed during the last quarter of the nineteenth century in Central Sydney.</p> <p>The building has historic significance as surviving evidence of the prosperous economic conditions of the mid-1860s to mid-1880s in Sydney, which fuelled a distinctive architectural 'boom' style. It has significant associations with prominent architect John Smedley, who practiced in Sydney and in eastern Asia, and is a fine example of his work during the most professionally and commercially active period of his career in Sydney. The building is also strongly associated with the Jewish community in Sydney, as the site was initially developed by James Simmons, the first importer of general goods to Australia and Sydney's first Jewish Alderman, while 15-17 Hunter Street was commissioned by his daughter Elizabeth Wangenheim, an enterprising businesswoman and publican.</p> <p>15-17 Hunter Street has aesthetic significance as an example of the Victorian Free Classical style and for its important streetscape contribution, terminating the vista from Australia Square along Hamilton Street to Hunter Street. The exterior of the building is highly intact above street level. The building may have research potential if there is sufficient surviving original fabric internally, which may provide evidence of its original layout, construction and craftsmanship,</p>					

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	and the changes which took place to the building throughout its many decades of operation as a commercial building.	
Level of Significance	State <input type="checkbox"/>	Local <input checked="" type="checkbox"/>

DESCRIPTION	
Designer	Architect John Smedley
Builder/ maker	Unknown
Physical Description	<p>The property at 15-17 Hunter Street contains a four storey Victorian Free Classical Style commercial building located at 15-17 Hunter Street, Sydney. The building was originally constructed as three storey business premises in 1885, with a fourth storey added shortly thereafter around the turn of the twentieth century. As originally constructed, the building was divided into two separate properties with a central stair. The ground floor accommodated retail tenancies, while each floor above housed multiple tenants and their offices, studios and workshops. Today, the ground floor of the building houses two separate retail tenancies with the stair to upper levels located within 15 Hunter Street (rebuilt in the 1950s). The first, second and third floors are occupied by the Comfort Hotel and used as temporary accommodation with communal spaces.</p> <p>Victorian Free Classical style commercial buildings are rare within the CBD, and the building is one of only two surviving Victorian buildings on the south side of Hunter Street. The other is the earlier Colonial Regency style building at 296 George Street, the state-listed former Skinners Family Hotel (c1845-1846).</p> <p><u>Exterior</u></p> <p>Documentary and physical evidence indicate there has been little change to the façade of 15-17 Hunter Street. Progressive changes to the ground floor for the installation of retail tenancies have likely removed the majority of evidence of its original presentation. The awning has also been replaced on several occasions, most recently in 2007. The present colour scheme was also introduced in 2007.</p> <p>15-17 Hunter Street is constructed of brick and features a highly decorative and modelled façade in the Victorian Free Classical Style. Moulded pilasters divide the facade into two “halves”, demarcating the boundaries of No. 15 and No. 17 respectively, with slender classical columns and pilasters dividing the building into six bays. Fenestration is comprised of timber-framed double-hung windows within each bay. Finely detailed lintels alternate with elaborately decorated semi-circular panels over second storey windows, which have spandrels embellished by ornate balusters. Heads of lions project from the wider pilasters at first floor level. The roof is clad in corrugated metal, mostly concealed by the parapet. The parapet is embellished with finely detailed pediments and urns atop each of the thick moulded pilasters.</p> <p>The later addition of the fourth storey is clearly read through its relatively constrained and square proportions compared to the vertical proportions of the second and third storeys. It would appear that the fourth storey was mostly built within the former parapet.</p> <p>The rear elevation of the building, facing the private laneway of Empire Lane, also appears to retain most of its original, simple detailing. This includes corrugated iron hoods over hoists above the second floor windows. Openings appear to have been modified around the mid-</p>

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twentieth century when the replacement of rear loading doors with louvre and fixed glass windows was recorded. In 2007, new windows and balconies were added to the rear in line with conversion of the property to temporary accommodation.

As far as can be deduced from photographs and aerial imagery, the original footprint of the building appears to be largely intact and legible, with projecting wings to rear.

Interior

There is documented evidence of progressive change to the interiors of the building, particularly occurring over the period of the 1950s to 1980s under Pangas, and in 2005-2006 when the upper stories were converted to backpacker's accommodation. Interior changes from the 1950s included the refurbishment of the ground floor tenancies for use of No. 17 as a chemist (1950s-1980s) and No. 15 as the Stardust Café (1950s-1980s). Other interior changes from this period included reconstruction of the entry stairs and corridor to No. 15, application of cement render to internal walls (assumed to be all levels), installation of new fibrous plaster ceilings from ground to second floors, and the removal of a variety of fabric including ground floor ceilings, internal joinery, part of floor structure, all flooring, and the fitout to flat on third floor. Subsequent changes to the interior approved in 2005-2006 included the installation of a new fitout for use as temporary backpacker accommodation with communal bathrooms, entertainment and kitchen areas.

Only a small amount of evidence of the early interior arrangement and fitout of the building is visible in the present day. Some internal fabric of early windows survives. Evidence of the early layout of the building also survives through the retention of the central dividing wall between No. 15 and No. 17, despite the formation of some new openings, and external walls.

There is potential for additional evidence of original or early interiors to be concealed behind the internal walls and ceilings of the present fitout. There is evidence that early roof timbers, internal timber structure, and timber boarded ceilings may survive, concealed by the present lower height ceilings and later plaster walls. Further investigation should be carried out when these areas are subject to change.

[Note: The interiors of the building were not accessible to TKD Architects at the time of writing. Images from a previous inspection of the property in 2020 were provided by City of Sydney Council.]

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Physical condition and Archaeological potential	<p>The exterior of the building is in good condition. Interiors have not been inspected but photographs supplied demonstrate they are also in good condition, with the potential for original internal features including ceilings, timber structure and early walls to survive, concealed behind later fabric.</p> <p>The site is identified as an Area of High Potential in The Central Sydney Archaeological Zoning Plan and should be managed accordingly. The site directly overlaps the state heritage-listed archaeological feature of the Tank Stream (SHR No. 00636, Sydney LEP 2012 No. I1656). The portion under the site was enclosed in an historic stone built drain section in 1860.</p>					
Construction years	Start year	1885	Finish year	1886	Circa	<input type="checkbox"/>
Modifications and dates	<p>See historical notes below.</p> <p>Modifications include:</p> <ul style="list-style-type: none"> — c1896 addition of a fourth floor — c1911-1915 slate roof replaced with corrugated iron — c1927 demolition of posted verandah, repairs to gutters — 1944 remaking of shopfront and erection of roller door — 1948 cool room constructed — 1955 works (assumed ground floor No. 17 for chemist): new concrete slab floor, new internal brickwork, tiled flooring, toilet, replacement of awning fascia, roof members repainted, roof sheeting renewed. — 1963 interior refurbishment to Stardust Cafe at No. 15 (ground floor) by Douglas Snelling — 1960s-1980s various works for owner PK Pangas, in particular to ground floor tenancies — 1986-1987 Stardust Café altered to become a bookshop — 2003-2004 conversion of No. 17 ground floor tenancy to juice shop — 2005-2006 alterations to convert levels 1 to 3 of building to backpacker's accommodation, and new awning. — 2008 and 2015 alterations to ground floor of No. 15 for restaurant and café use 					
Further comments	<p>Heritage inventory sheets should be regarded as a general guide only. Inventory sheets are based on information available, and often do not include the social history of sites and buildings. Inventory sheets are constantly updated by the City as further information becomes available. Further research is always recommended as part of preparation of development proposals for heritage items, and is necessary in preparation of Heritage Impact Assessments and Conservation Management Plans, so that the significance of heritage items can be fully assessed prior to submitting development applications.</p>					

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HISTORY

Historical notes

Early site history

The Gadigal people of the Eora Nation occupied the area around Sydney Cove for thousands of years prior to European settlement. They were supported by the diverse resources and fertile environment around the open watercourse later known to European settlers as the 'Tank Stream.' Prior to the construction of substantial commercial development in Hunter Street, the subject site was traversed by the open Tank Stream. The Tank Stream is considered to be of immense historical significance to the establishment of the early colony in New South Wales, as access to fresh water was crucial to its long-term survival, and ultimately determined the location of settlement. Two years after settlement in 1788, settlers cut tanks into the stream to increase its storage and capacity. Almost immediately, the colony began to pollute the watercourse through the establishment of cattle yards, refuse pits and cesspits in its close proximity. This led to the fencing and enclosure of stream, and its eventual formalization as a sewer and stormwater drain. The portion of the stream running under the subject site is an historic stone built section and was constructed in 1860.

The first Crown Grant involving the subject site took place in 1817, when Governor Lachlan Macquarie granted a portion of land on Hunter Street to Alexander Riley. The land was transferred to Richard Jones in subsequent years, with no evidence that either developed the subject site. The portion of this land which spanned from 9-29 Hunter Street was acquired by James Simmons in 1836. Simmons, born in London to Jewish parents, had been transported to the colony for a sentence of 14 years in 1815 for committing a high-value robbery in Downshire, Ireland. He was assigned as a servant to Francis Greenway, the prominent Colonial architect in 1816, and by 1819 was granted his ticket-of-leave early. Upon the conferral of his freedom, Simmons hastily acquired land in Richmond and began amassing wealth through the production of wheat and its sale to government. He married Agnes Thorley in Richmond in 1821. Simmons built a strong pastoral portfolio which expanded to maize and cattle, and used the wealth he had acquired through these endeavours to purchase a variety of property in Sydney and beyond, including the subject site and a number of warehouses in George Street. He also established a sizable importing business in his later life, becoming the first importer of general goods to Australia. In 1848 he became the first Jewish Alderman of Sydney's Municipal Council.

In the decades immediately following Simmons' purchase of the land, a number of terraces and warehouses were constructed on his Hunter Street property. This included the warehouse premises of 'Jas. Simmons & Son' imports on the subject site. Evidence suggests this development may have been constructed as early as the mid-1830s, but was definitely extant by the 1840s. Simmons' Hunter Street property was divided and shared amongst his family, though 15-17 Hunter Street remained under his close control until his death in 1849, when it was inherited by his daughter Elizabeth 'Betsey' Simmons. Elizabeth married Gustavas Wangenheim in 1855, a prominent Jewish business owner and licensee of a number of Sydney hotels. Gustavas died at age 45 in 1871, with Elizabeth left to operate his hotel business. She did so with finesse, with accounts stating she "displayed great business acumen" in the process and was an excellent publican. The property at 15-17 Hunter Street was transferred to Nathan James Simmons in 1851, one of James' sons. Sometime during the early to mid-nineteenth century, the rear ground floor room of 15-17 Hunter Street was purportedly used as a synagogue while Sydney's first official synagogue was under construction.

The available documentary evidence suggests the three-storey warehouse of Jas Simmons & Sons remained on the site of 15-17 Hunter Street until the late nineteenth century. A description of the property given by Council Records in 1877 describes that building as a three storied brick structure with shingled roof. The property was tenanted to a vast array of businesses and artisans from the mid nineteenth century onwards, including merchants, milliners, tailors, furriers, confectioners, gold and silversmiths and a surgeon dentist. No occupants are listed for 15-17 Hunter Street in the Sands Street Directories of 1878 and 1881,

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with these dates coinciding with important repairs and modifications to the Tank Stream oviform drain running below the site. In 1882, rate books note that James' wife Agnes had temporarily taken control of the property, and the building on the site was described as "pulled down." This may have been required for the Tank Stream repairs, or repairs to the building which was potentially 50 years old by that time. The continued presence of long-term tenants in street listings at the property from 1882 through to 1885, such as Thomas Crawley, furrier, would suggest the building had not been entirely demolished.

Construction of Thorley Chambers (later Pangas House)

The extant building on the site was constructed in 1885, originally known as 'Thorley Chambers' and later as 'Pangas House.' This construction date coincides with the transfer of the property back to Elizabeth Wangenheim. The exact reason Wangenheim sought to erect a new premises on the site is unknown, though it is likely she desired a larger and newer building to accommodate a greater number of tenants. Plans of the footprint of the building after construction show the 1885 building was larger and extended much closer to the rear laneway.

Wangenheim engaged prominent local architect John Smedley to design the new building, with Smedley calling for tenders for the "Erection and Completion of business premises in Hunter Street for Mrs Wangenheim" in March 1885." The notice stipulated that the works could be tendered for in part ('masonry, excavation, drainage and brickwork,' and 'carpentry, joinery and other finishing trades') or full. Further supporting the construction of the extant building at this time is the absence of 15-17 Hunter Street from the Sands Directory of 1886 (for which data would have been collected in September/October 1885). By February 1886, the building was complete and Mrs Wangenheim advertised: "TO LET, those centrally-situated SHOPS and PREMISES, Nos. 15 and 17 Hunter Street, together or separately; long lease to desirable tenant." Subsequent advertisements reflect that the property was named "Thorley Chambers," after Elizabeth's mother Agnes Simmons, nee Thorley. Rate books reflect the building was valued at a sizable 800 pounds in 1891, substantially more than the previous building on site.

Newspaper articles reflect that after completion, a dispute arose between Mrs Wangenheim and neighbour Nathan J Simmons (her brother) at 19 Hunter Street over an allegedly defective party wall between the properties. It was resolved by the City of Sydney Improvement Board with Mrs Wangenheim ordered to rectify the issue and pay for repairs.

The earliest image of the new premises at 15-17 Hunter Street is a c1890 Kerry & Co photograph which shows the building set within a sea of awnings and people, on a busy and developed Hunter Street. In the years following the re-appearance of the building in the Sands Directory of 1887, 15 Hunter Street accommodated a much larger number of tenants. The variety of new tenants in No. 15 included mercers, importers, solicitors, stock brokers and a variety of company agents. 17 Hunter Street, on the other hand, appears to have been predominately occupied by a larger single tenant (where previously it had housed multiple tenants), this initially being a confectioner, later a curio dealers, and subsequently dining rooms.

Directories also reflect the continued presence of Wangenheim family offices in the building in the late nineteenth century, alongside several Jewish Merchants and Artists into the twentieth century. In conjunction with the use of the original building for synagogue services, the site appears to have functioned as an important component of the daily lives of the tight-knit Jewish community in this area for a number of decades. The Wangenheim family also constructed a number of other commercial buildings in the city around the late nineteenth and early twentieth centuries which similarly played an important role in their community.

In 1897 a mortgage was taken out on the property, in addition to several taken out earlier in 1890. These mortgages may have been taken out in connection with the addition of a fourth floor to the building sometime before 1896, which was occupied and possibly built for long

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term tenant Benjamin Moss, Music teacher. Council rate books confirm the fourth floor addition was extant by 1896. Mr B Moss' "Banjo Studio" at 15 Hunter Street appears to be open by 1903 if not earlier. In 1904, the property was transferred to Elizabeth's son Edward James Wangenheim. At this time, Elizabeth applied to bring the property under the Torrens title system, with her application confirming that the property at 15-17 Hunter Street had remained on a single title. Along with teacher Benjamin Moss, several other tenants remained in Thorley Chambers for a substantial period, with mercer and tailor E Cantor operating out of 15 Hunter Street for more than 20 years from the turn of the century onward. Cantor was a highly respected merchant, with descriptions of his premises noting it was "stocked with everything which a high-class mercer and practical shirt maker like Mr. E. Cantor deems necessary to his trade - and that means everything that modern fashion and comfort can demand."

A series of upgrades to the building occurred in the early decades of the twentieth century. Between 1911 and 1915, the slate roof was replaced with corrugated iron under Elizabeth's instruction (assumed to be the original roofing of the c1885 construction which was raised with the addition). In 1921, following Elizabeth's reacquisition of the property after the death of son Edward, tender notices reflect she sought the carrying out of "painting etc." to the premises at 15-17 Hunter Street. In the last years of her life, Mrs Wangenheim retired to Katoomba where she resided in a "palatial home." She died in 1925 aged 90, described as an old and respected resident, and was buried in the Jewish section of Rookwood Cemetery though she never technically converted to Judaism.

Around 1927, alterations to the property were undertaken including the demolition of the posted verandah and repairs to gutters. This work was carried out by Robertson and Marks architects. These alterations coincided with the settlement of Elizabeth's estate and the subsequent transfer of the property to Elizabeth's son, Joseph Moritz Wangenheim, in 1926.

In 1940, the property was transferred out of the Simmons-Wangenheim families for the first time in over 100 years. It was acquired at this time by Helena Morris, a Vaucluse widow and Alan Wentworth Perry, a Sydney solicitor. Little is known of changes made to the building during her ownership. An approved and completed 1944 Building Application records the 'remaking' of the shopfront at 17 Hunter Street and erection of a roller door. In 1947, the property was again transferred to Gladys Caroline Hardaker and the same solicitor Alan Wentworth Perry.

In 1947, a useful description of 15-17 Hunter Street was recorded by the City Architect and Building Surveyors Department. It described the building as comprised of four floors, with brick bearing walls, timber floors and stairs and a mansard roof of corrugated iron. The use of each floor and the number of occupants it housed is also provided, with the ground floor used as shops (18 personnel); the first floor used as offices (12 personnel); the second floor used as studios and a work shop (7 personnel); and the third floor used as residential rooms and music studios (11 personnel). There was a flight of stairs from the ground to first floor and a flight from the first to third floors. A steel ladder fire escape also provided access to the roof of the adjoining building from the third floor. In 1948, D V Oglivy, a ground floor shopkeeper, was approved to construct a cool room at 17 Hunter Street and completed these works.

In 1954, the whole of 15-17 Hunter Street was purchased by Washington H Soul Pattinson and Co Ltd, who operated a branch chemist out of the ground floor of No. 17 until the late-1980s. It had been a fruit shop in the years prior. Assumed to be aligned with their setting up in Hunter Street, an approved and completed building application was lodged by Architects Morrow and Gordon for alterations to the site costing 1000 pounds. Records reflect that the works included a new concrete slab floor, construction of new brickwork, tiled flooring and a toilet. At a similar time, the awning fascia was replaced, roof members repainted and roof sheeting renewed. In 1958, the property was split into two titles when the company sold No. 15 Hunter Street to Peter Kenneth Pangas, who had been operating the Stardust Café out of the property for several years prior. No. 17 was later acquired by Pangas in 1987 (under his company name Peterken Pty Ltd), with the whole building subsequently known as "Pangas

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House.”

In line with Pangas' formal acquisition of No 15, Hunter Street, and later acquisition of No. 17, he undertook a range of alterations to the buildings in the following decades. Of particular interest was the 1963 interior refurbishment of the Stardust 'American Food Service' Café undertaken by the significant Australian architect and designer Douglas Snelling. Though records are incomplete, works undertaken by Pangas are said to have included: new fit outs to ground floor tenancies; reconstruction of the entry stairs and corridor to No. 15 (1958-1960); replacement of ground floor ceilings and shopfronts (1958-1960 and c1970s); reconstruction of the awning to No. 15 (1959); rendering internal walls with cement render; replacement of internal joinery and new partitions; replacement of part of floor structure, and all flooring with cypress pine floors; replacement of rear loading doors with louvre and fixed glass windows (1958-1960); refitting the flat on the third floor; construction of new concrete landing on third floor with staff toilets for Stardust Café; new fibrous plaster ceiling from ground to second floors with recessed lights; new electrical and plumbing services to No. 15 (1958-1960); and new mechanical ventilation and air conditioning (1960-1961). There is also evidence that Pangas carried out unauthorized building work in the 1970s and 1980s and was subsequently prosecuted for it; this may explain gaps in the record for some changes. The exterior of the building above ground level was generally retained, as well as internal features including the original dividing wall (though new openings were made), the top floor timber ceiling, and elements of the original internal timber structure.

In 1981, the National Trust proposed heritage classification for the site including the interior of the Stardust Café. The following description is given by Davina Jackson of the fitout of the Stardust Café as extant in 1981 before its removal by 1985:

“From indistinct copies of four photographs supplied with the classification proposal, the long narrow interior was entered through pivoting glass doors from an alcove off the footpath. The right side of the cafeteria was furnished with a series of two- and three-person banquettes facing cantilevered tables beneath a long mirror. On the left side, the long servery area was illuminated by a fluorescent tube fixed into a pelmet suspended above.

Ornamenting a narrow wall at the back of the room was a vertical wall plaque of irregularly arranged ceramic tiles; perhaps this was created by Gerard Havekes, a ceramic artist and sculptor who was a friend of Snelling's during the 1960s.”

In 1986 and 1987, alterations to the property were carried out to remove the former fitout of the Stardust Café and convert the tenancy to a bookshop. 15 Hunter Street appears to have been a bookshop until at least the late 1990s. In 1988, an Interim Conservation Order was placed on the whole of the property under the NSW Heritage Act 1977. The order was made permanent in 1989, with the property entered into the Register of the National Estate in 1991. It was subsequently included in the Central Sydney Local Environmental Plan 1992 - Conservation of Heritage Items. Major plans for twenty-storey towers above the existing building were lodged in 1996 and 1997 but ultimately withdrawn. In 1998, No. 15 Hunter Street was transferred to Bryan Wardley Jackson and No. 17 Hunter Street was transferred to the Permanent Trustee Australia Limited. The heritage status of the property was removed in 1999. The exact reason for its removal is unclear, and in the same year a major proposal from new owner Cavastowe Pty Ltd was rejected that sought to erect a 37 storey skyscraper above the existing building. If built, this skyscraper designed by Candalepas Architects would have been one of the world's most slender at only 10m wide.

Further minor alterations were carried out in 2003 and 2004 when the ground floor of No. 17 was converted to a juice shop. The property appears to have been purchased by a new owner around 2005-2006. In 2006, the change of use of levels 1 to 3 of the whole building was approved with internal alterations to convert the building to backpacker's accommodation. A new awning was installed and the front façade was repaired and repainted. Internal alterations and the installation of new fit outs also took place to No. 15 in 2008 and 2015, for

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	its conversion into a sushi restaurant and take away café respectively. The property was sold once more in 2013, which may be when the present owner acquired the property. In 2019, an application was lodged and approved for a new 17-storey hotel at 19 Hunter Street, with some high-level overhang to the subject site.
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THEMES		
National historical theme	State historical theme	Local theme
3. Developing local, regional and national economies	Commerce	Activities relating to buying, selling and exchanging goods and services
4. Building settlements, towns and cities	Towns, suburbs and villages	Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages

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APPLICATION OF CRITERIA	
<p>Historical significance SHR criteria (a)</p>	<p>The property at 15-17 Hunter Street has historic significance as a site of early commercial development in Sydney from the early to mid-nineteenth century, with the extant building was constructed in 1885 as the new and commodious business premises of Mrs Elizabeth Wangenheim. The extant building is the product of the flourishing economic conditions of the mid-1860s to mid-1880s in Sydney, which fuelled a vast array of new commercial development in both traditional and more elaborate 'boom' architectural styles. No. 15-17 Hunter Street has persisted as a commercial building in the heart of the city for more than 130 years, standing as a reminder of the prosperity of the late nineteenth century.</p> <p>No. 15-17 Hunter Street, Sydney meets Criterion A at a local level.</p>
<p>Historical association significance SHR criteria (b)</p>	<p>The property at 15-17 Hunter Street has significant historical associations with its architect, John Smedley, and with the Jewish community in Sydney, in particular the Simmons and Wangenheim families. The prominent architect and artist John Smedley designed 15-17 Hunter Street in 1885. Smedley had returned to Sydney from Japan in the early 1880s, and shortly after in 1884 took over the former partnership of Backhouse & Lough as his own practice. This coincided with an important phase of Smedley's career in which he designed a large number of prominent buildings, several of which still stand today, including the Sydney Trades Hall, and also the phase in which he held important positions in the NSW Institute of Architects and Art Society of NSW. The building is thus closely associated with the establishment of Smedley's sole practice and the period of his career in which he was most professionally and commercially active in Sydney.</p> <p>The site of 15-17 Hunter Street was acquired by James Simmons, a London-born convict of the Jewish faith in 1836, beginning a 90-year association of the site with Simmons and his descendants. Simmons became a prominent Sydney merchant and entrepreneur, of particular note as the first importer of general goods to Australia from his premises in Hunter Street, and as the first Jewish Alderman of Sydney's Council. The site was inherited after his death in 1849 by his daughter Mrs Wangenheim (nee Simmons). Wangenheim was a prominent businesswoman, property owner and publican who observed the Jewish faith. Wangenheim commissioned the fine business premises at 15-17 Hunter Street and continued to play an active role in its management and care until her death in the 1920s. Wangenheim leased office space in her building to a variety of Jewish merchants and artists during her ownership, forming a strong association with the building and shaping the place into an important space for Jewish professionals.</p> <p>No. 15-17 Hunter Street meets Criterion B at a local level.</p>
<p>Aesthetic significance SHR criteria (c)</p>	<p>The property at 15-17 Hunter Street has significant aesthetic value as an excellent example of a Victorian Free Classical style commercial building, constructed during Sydney's economic boom from the mid-1860s to mid-1880s. The Hunter Street façade above ground level illustrates the divergent and highly decorative 'boom' style which emerged from this period, in defiance of the restraint and economy of more traditional classical (Georgian and Greek) styles. The building exhibits an elaborate interpretation of classical form, expression and motifs in stucco decoration, in particular through its arcade aedicules, engaged Corinthian columns and decorative pilasters with lion heads at their bases, and prominent decoration including urns across the skyline. Smedley designed a number of buildings in this style, as did his mentor George Allen Mansfield with whom he served his articles. The building is an elaborate and spirited example of Free Classical architecture, finely executed by a prominent practitioner of the style.</p> <p>The building also has an important contribution to the streetscape, historically closing the vista from Bridge Street to Hunter Street along the original length of Hamilton Street. In recent decades the location of 15-17 Hunter Street has closed the vista from Australia Square along the now-truncated Hamilton Street.</p> <p>No. 15-17 Hunter Street meets Criterion C at a local level.</p>
<p>Social significance SHR criteria (d)</p>	<p>The property at 15-17 Hunter Street is not likely to meet the threshold for this criterion based on available information. However, the social significance of the place to the contemporary community has not been tested or surveyed and future research may clarify its significance.</p> <p>No. 15-17 Hunter Street does not meet Criterion D.</p>

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<p>Technical/Research significance SHR criteria (e)</p>	<p>The property at 15-17 Hunter Street has the potential to yield new information into the original layout, construction and craftsmanship of the building that was not recorded or has since been lost or concealed. Evidence of change to the building over time may provide insight into the changing requirements of occupants and owners throughout the late nineteenth and twentieth centuries.</p> <p>Provided there is sufficient surviving original fabric, 15-17 Hunter Street, Sydney may meet Criterion E at a local level.</p>
<p>Rarity SHR criteria (f)</p>	<p>The property at 15-17 Hunter Street is considered rare as a Victorian Free Classical Style commercial building within central Sydney. There are a limited number of buildings of this unique style and age persisting in the heart of the city, where there was once a vast array owing to the prosperity of the 'boom' of the mid-1860s to mid-1880s. The extant building thus represents a rare surviving example of the style and historical period, which exhibits a unique, elaborate and highly decorative design of particular interest.</p> <p>No. 15-17 Hunter Street, Sydney meets Criterion F at a local level.</p>
<p>Representativeness SHR criteria (g)</p>	<p>The property at 15-17 Hunter Street is a representative late nineteenth-century commercial building, particularly illustrative of the economic boom of the mid-1860s to mid-1880s before an economic depression began and more austere designs returned. The intact external façade above ground level, its extensive decoration and materiality are typical of the design and detail of such commercial buildings during this historical period. The unique interpretation of classical form, expression and motifs, use of stucco for moulded ornamentation, and finely detailed arched openings are examples of elements representative of designs by architect John Smedley, and more broadly of the Victorian Free Classical style of commercial building constructed in the period.</p> <p>No. 15-17 Hunter Street, Sydney meets Criterion G at a local level.</p>
<p>Integrity</p>	<p>The exterior of 15-17 Hunter Street appears to be largely intact above ground floor height. The original footprint of the building also appears largely intact and legible, with the projecting wings to rear. Access to interiors was not possible at the time of writing, but available photographs suggest there is potential for original or early interiors to be concealed behind the internal walls and ceilings of the present fitout. There is compelling evidence that early roof timbers, internal timber structure, and timber boarded ceilings in particular survive, concealed by the present lower height ceilings and later plaster walls. Further investigation should be carried out when these areas are subject to change.</p>

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HERITAGE LISTINGS

Heritage listing/s	Former listing on Central Sydney Heritage LEPs of 1992 and 1998. 1988 inventory sheet (Item No. 2007) prepared for the property as part of the Central Sydney Heritage Inventory.
	The building is also included on the Register of the National Estate (former statutory list – now statutory archive) and on the National Trust Heritage Register (non-statutory).

INFORMATION SOURCES

Type	Author/Client	Title	Year	Repository
Heritage Assessment	TKD Architects	15-17 Hunter Street, Sydney: Heritage Assessment	2021	City of Sydney Council
Conservation Plan	Paul Davies	15-17 Hunter Street, Sydney: Conservation Plan	2000	NSW Heritage Library
Archaeological Assessment	Archaeological and Heritage Management Solutions (AHMS)	Archaeological assessment and impact assessment 15-17 Hunter Street, Sydney	1999	NSW Heritage Library
Heritage Impact Assessment	Brian McDonald	Heritage Impact Assessment: Pangas House, 15-17 Hunter Street, Sydney	1999	NSW Heritage Library

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RECOMMENDATIONS

Recommendations	<p>The property at 15-17 Hunter Street, Sydney should be listed as a local heritage item in Schedule 5 of Sydney Local Environment Plan 2012. The building is not located within a conservation area, Special Character Area or a special City Locality Area, and current planning instruments may not provide sufficient protection for the building. Listing it as an item will enable its heritage significance to be protected.</p> <p>The following actions are recommended:</p> <ul style="list-style-type: none"> — The building, including its Hunter Street façade and building footprint, should be retained and conserved; — All conservation, adaptive reuse and new works should be undertaken in accordance with the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter); — Surviving original and early elements, structure, walls and finishes should be retained and conserved in any future development; — The building has potential for adaptive reuse internally because of the amount of change that has taken place to its interior. Appropriate new uses could include residential apartments, a hotel, commercial uses and educational facilities; — New walls should not obstruct windows; — Suspended ceilings should not obstruct window heads; — Future finish to the façade should be based on an analysis and understanding of the original scheme, or of colour schemes typical of the 1880s; — If upper storey additions are considered, they should be set back from the façade so that its integrity, independent identity, and significant role as a legible and discrete element in the streetscape are maintained. Setbacks consistent with those set out in Section 5.1.2.1 of the Sydney Development Control Plan 2012 would be appropriate. <p>The site is identified as an Area of High Potential in The Central Sydney Archaeological Zoning Plan and should be managed accordingly.</p>
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SOURCE OF THIS INFORMATION

Name of study or report	15-17 Hunter Street, Sydney, Heritage Assessment. Prepared for City of Sydney Council by TKD Architects, October 2021.	Year of study or report	2021
Item number in study or report	N/A		
Author of study or report	Tanner Kibble Denton Architects Pty Ltd.		
Inspected by	External inspection by TKD Architects, images of interior supplied by City of Sydney Council.		
NSW Heritage Manual guidelines used?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	
This form completed by	Olivia Turner	Date	05.11.2021

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IMAGES – 1 per page

Image caption	15-17 Hunter Street, Sydney – northern elevation.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	15-17 Hunter Street, Sydney, northern elevation in context.				
Image year	2021	Image by	TKD Architects	Image copyright holder	TKD Architects



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IMAGES – 1 per page

Image caption	General view of 15-17 Hunter Street closing the vista from Hamilton Street.				
Image year	2021	Image by	TKD Architects	Image copyright holder	TKD Architects



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IMAGES – 1 per page

Image caption	Detail view of upper stories, 15-17 Hunter Street, Sydney.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	View of rear of 15-17 Hunter Street, Sydney and two projecting wings.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	View of corrugated iron mansard roof at 15-17 Hunter Street, Sydney.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	General view of interior of 15-17 Hunter Street, Sydney, showing low-height ceilings.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	General view of interior of 15-17 Hunter Street, Sydney, showing low-height ceilings and boxed walls.				
Image year	2020	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council



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IMAGES – 1 per page

Image caption	Earliest available historic image of 15-17 Hunter Street, Sydney, c1890.				
Image year	c1890.	Image by	Kerry & Co Collection, MAAS with TKD overlay	Image copyright holder	MAAS

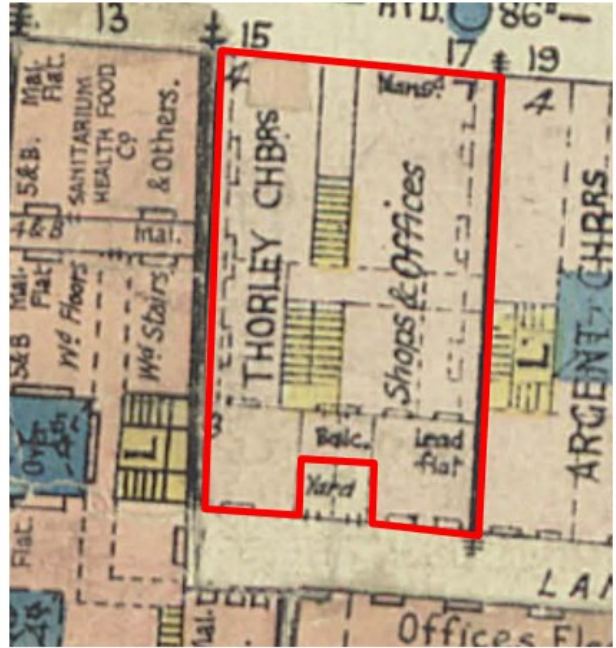
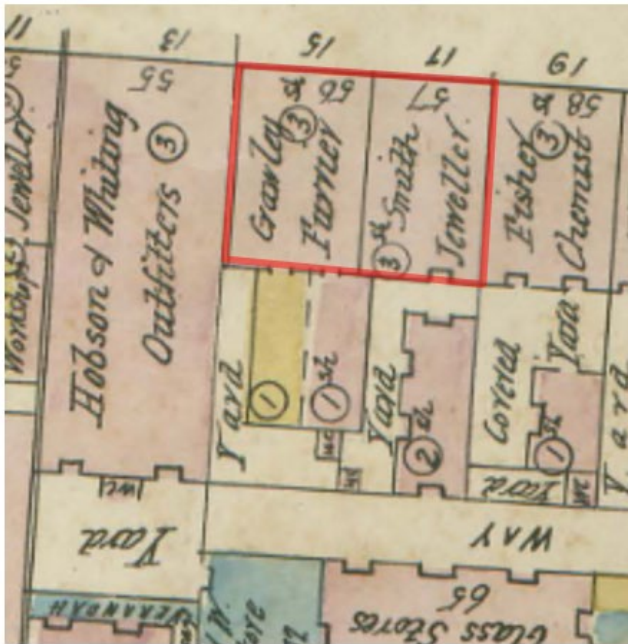


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IMAGES – 1 per page

Image caption	1880 Doves Plan of Sydney (Map 8 – Blocks 19, 22 and 23) and 1917 Fire Underwriters Plan of Sydney (Blocks 122, 130) showing the much larger footprint occupied by the building at 15-17 Hunter Street after 1885.				
Image year	1880-1917	Image by	City of Sydney Archives with TKD overlay	Image copyright holder	City of Sydney Archives



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IMAGES – 1 per page

Image caption	1989 Image of 15-17 Hunter Street taken from Central Sydney Heritage Inventory collection.				
Image year	1989	Image by	City of Sydney Council	Image copyright holder	City of Sydney Council

