

Attachment A8

Heritage Impact Statement

HERITAGE IMPACT STATEMENT

Planning Proposal



51 Riley Street, Woolloomooloo

27 March 2024

Cover Image: Reference Design (Source: SJB - Design Report, March 2024)

NBRS & PARTNERS Pty Ltd
4 Glen Street
Milsons Point
NSW 2061 Australia

Telephone +61 2 9922 2344
Email architects@nbrs.com.au

ABN: 16 002 247 565

Nominated Architects
Andrew Duffin: NSW Reg No. 5602

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HERITAGE IMPACT STATEMENT FOR 51 RILEY STREET WOOLLOOMOOLOO

1.0 INTRODUCTION

1.1 BACKGROUND

This revised Heritage Impact Statement has been prepared in accordance with the standard guidelines of the NSW Heritage Division to accompany an application for a Planning Proposal at 51 Riley Street, Woolloomooloo.

The subject property is not listed as an item of local heritage significance, however it is located within the Woolloomooloo Conservation Area and is in the vicinity of a number of heritage listed items, as identified in Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012*.

The Planning Proposal is seeking amendments to the current LEP and DCP controls affecting the site in regard to establishing a new building envelope. This revised report reflects changes to the proposal developed in line with discussions with City of Sydney and in light of a Conservation Areas Review being undertaken by the City. There are no changes to the existing uses currently permissible on the site.

Details of a site analysis are presented in the accompanying Design Report prepared by SJB for the Rose Group. This analysis of the site context, constraints and opportunities underpin design principles established for the site, which have then informed a reference scheme demonstrating how the principles may be implemented in a future detailed design for the site.

The detailed design and materiality of any proposal for the site, following the approval of changes to the controls of the LEP and DCP, will be the subject of a future heritage assessment, which will at that time assess the proposed detailed design response for potential heritage impacts.

1.2 METHODOLOGY

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

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

1.3 SITE LOCATION

The site is located on the western side of Riley Street, between Busby Lane and Kennedy Street, Woolloomooloo. It is identified as Lot 1 DP83489 by the NSW Land Registry Services (LRS).

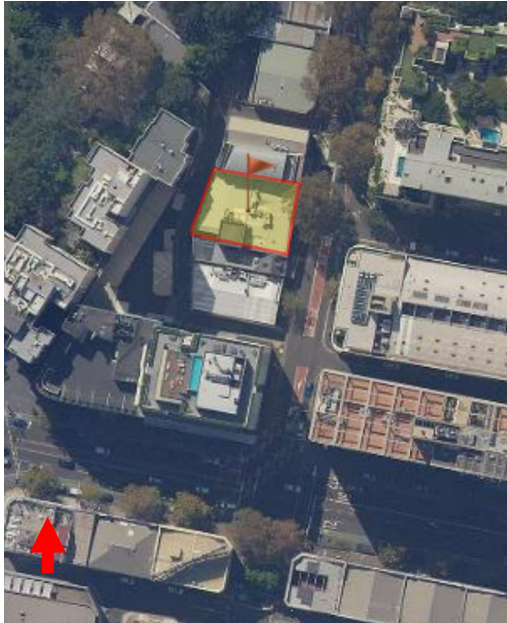


Figure 1: Aerial map with the subject site flagged.
(Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)



Figure 2: Street map with the subject site flagged. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)

1.4 HERITAGE MANAGEMENT FRAMEWORK

The subject property is not listed as an item of local heritage significance on Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012*. However, it is located within the Woolloomooloo Conservation Area and is in the vicinity of a number of other listed items, including:

- 41 Riley Street, Woolloomooloo, (“Brandt Bros Ltd” including interior) – Item No: I2190
- 46-48 Riley Street, Woolloomooloo, (“Former Hastings Deering Building” including interior) – Item No: I2191
- 55-61 Riley Street, Woolloomooloo, (“Lesseys Garage” including interior) – Item No: I2192

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development and distance, and do not warrant assessment as part of this report.

1.5 AUTHORSHIP

This report was prepared by Samantha Polkinghorne, Director, using research and a history written by Nicole Cama, Senior Historian.

1.6 LIMITATIONS

This report is limited to the assessment of potential impacts on the European cultural heritage values of the site and does not include Aboriginal and Archaeological assessment. This report only addresses the relevant planning provisions that relate to heritage.

1.7 COPYRIGHT

Copyright of this report remains with the author, **NBRS**. Unless otherwise noted, all images are by the author.

2.0 DOCUMENTARY EVIDENCE

2.1 THE GADIGAL PEOPLE

Woolloomooloo is part of the traditional lands of the Gadigal people of the Eora Nation. Known to the Gadigal as Waalamool, Walla-mool and Wallamoula, the area was frequented by Aboriginal people well beyond the arrival of the *Berewegal* (newcomers) in 1788. In 1792, 100 acres of Gadigal land was granted to the Commissary General John Palmer, who named his house Woollamoola. Palmer cultivated fruit trees and tobacco, and Aboriginal people continued to camp, fish, hunt and conduct ceremony on the estate.¹ Historian Paul Irish notes:

The land between Woollamoola House and the bay was 'a favourite camping ground' for Aboriginal people accessing the resources of the bay. After payback contests in Hyde Park in the 1810s and 1820s to punish individuals for transgressions, Aboriginal people returned to camp at Woolloomooloo, where 'fires were lit in all directions, and yarning and cracking jokes took place until nearly daylight.' Others, such as Botany Bay man Mahroot, lived with David Allan at Woollamoola House in the 1810s.²



Figure 3: View from the Government Domain Sydney, Charles Rodius, 1833, with Woolloomooloo in the distance (Source: State Library of NSW, PXA 997, 2)

¹ Paul Irish, 'Woolloomooloo Bay', Barani: Sydney's Aboriginal History, accessed 19 May 2022, <https://www.sydneybarani.com.au/sites/woolloomooloo-bay/>.

² Irish.



Figure 4: View of the Bay from Wollomollo [Woolloomooloo] near Sydney, Charles Rodius, 1833 (Source: State Library of NSW, PXA 997, 4)

2.2 WOOLLOOMOOLOO: SYDNEY'S FIRST SUBURB

The following historical information is reproduced from Shirley Fitzgerald, Woolloomooloo, Dictionary of Sydney, 2008, <http://dictionaryofsydney.org/entry/woolloomooloo>:

Woolloomooloo

Woolloomooloo is the name given to the horseshoe-shaped valley immediately east of the original settlement of Sydney Town. It stretches from William Street down to the harbour, bordered on the west by Sir John Young Crescent and the Domain, and ends abruptly on the east at a high escarpment. Above this cliff face, attainable via several dauntingly long sets of stairs, is Potts Point, earlier known as the Woolloomooloo Heights. The settlement history of Woolloomooloo is tied up with this higher ground, as this tale shall later tell.

The Farm

The valley was originally drained by the Yurong Creek, which ended in mangroves and mudflats. It was approached via a foot-track around the rim of the valley, which Surveyor Mitchell formed into the Woolloomooloo Road (later William Street) in 1831. But this road could be impassable when the creek ran high, and in addition was a hangout for gangs of thieves ready to take on the unwary traveller heading out of town.

Swampy land that was regularly flooded did not make it especially attractive to early settlers. But it was fertile, and after the colony's commissary-general, John Palmer, was granted land here in 1793, he built a house and made a good fist of farming. The native melaleucas and casuarinas were replaced with fruit trees and he even experimented with growing tobacco. The success of his endeavours resulted in the valley becoming known as The Farm.

Some of the earliest maps label the place Garden Cove, or Garden Island Cove, as it was adjacent to Garden Island, but 1791 recordings of local names assigned Ba-ing-hoe for the island and Walla-mool, Woollamoola or Walla-bah-mulla for the valley.

Double U double O double L double O M double O L double O

Palmer settled on Woollamoola House as the name of the residence he built beside the creek close to the shore, and eventually the name for the whole area settled down to

Woolloomooloo. Palmer's grant extended well into what is now called East Sydney and Darlinghurst, and as late as the 1840s the name Woolloomooloo was applied fairly indiscriminately to these places, as well as to the valley and the heights beyond.

This suburb's impossible-to-spell name has long captured the imagination, and is the subject of many a ditty. Children were encouraged to commit it to memory through spelling rhymes such as:

Near Sydney Town there's a place of renown,
Which is well known to you, it's called Woolloomooloo,
It's easy to say, I know very well,
But Woolloomooloo is not easy to spell.
Double U double O double L double O M double O L double O
Now make that a feature, and I'll be the teacher,
Let everyone here have a go.

Most just get around the problem by calling it the 'Loo.

The importance of Woolloomooloo to the Gadigal people as a hunting ground and sedentary residential space is referred to in various early records. The place Palmer chose to build on is thought to have been an important Aboriginal ceremonial ground, and though it became a centre of fashionable entertaining for the elite of the Sydney community, local Aboriginal people continued to congregate there.

After 1822 Palmer sold out to Edward Riley who was piecing together a huge estate from the valley south into Surry Hills. He too is said to have accepted Aboriginal people as nightly residents in the areas surrounding the house. The Fig Tree Baths, a natural sheltered swimming place on the northern side of the bay, adjacent to the Domain, was an early bathing place for colonists who wished to relax away from the stresses of the town, and in the first decades of the nineteenth century it was very probably also a place that was shared with the local Gadigal who had used it for centuries.

Setting the tone

In 1826 Governor Ralph Darling chose the area east of the town to create 'a high status area ... which would serve as both example and chastisement to the debased populace of Sydney town'. He made land grants to his colleagues and friends who were required to build grand houses and landscape them to approved standards. The fine houses were built on the elevated Woolloomooloo Heights, appropriately renamed Darlinghurst Heights, but several of the land grants included low land in the valley as well as higher ground on the ridge and at the top of the escarpment.

This lower ground was the first to be subdivided in the 1840s. By then there were also some cottages on the eastern edge of the valley, and the Riley Estate, which had been tied up in litigation ever since Edward Riley blew his brains out with a pistol at Woolloomooloo House in 1825, was also being subdivided.

With picturesque outlooks and very little industry, Woolloomooloo enjoyed a brief heyday as a desirable address, separate from the grime of the centre of town. George French Angas commented in 1845 that Woolloomooloo was a 'very pretty' place of villas and gardens, and as late as 1872 visiting English novelist Anthony Trollope referred to the 'combined towns of Sydney and Woolloomooloo', adding that the latter was 'much more fashionable'. But as the name Woolloomooloo was still sometimes used to describe both the valley and the heights it

is possible that the finer houses in more favoured parts eclipsed the lowly workers' cottages that were beginning to cover the valley.



Figure 5: Detail from survey of Port Jackson by Lieut John S Roe, 1822, featuring Palmer's Cove [Woolloomooloo Bay] and Henrietta Town, today's Potts Point and Elizabeth Bay (Source: State Library of NSW, D Z/ Cb 83/ 1)



Figure 6: The residence of Edward Riley, Esq., Woolloomooloo [Woolloomooloo] near Sydney, NSW, Joseph Lycett, 1825 (Source: National Library of Australia, PIC Volume 68 #U452 NK2707/5)



Figure 7: The Riley Estate, Conrad Martens, undated (Source: State Library of NSW, DGD 9, f6)

2.3 EARLY STRUCTURES ON THE SUBJECT SITE

The subject site was contained in portion F23 of the Riley Estate (totalling one acre, two roods and two perches). Several surveys of the estate conducted from the early 1800s to the 1880s suggest residential development of the area surrounding the subject site occurred from about 1846 to the early 1850s.



Figure 8: Detail from 'Riley's Estate, plotting of the sections on Palmer's 100 ac Wolomoloo [Woolloomooloo] as marked out on the estate', 1833-53 (Source: State Library of NSW, Maps/0227)



Figure 9: Detail from a plan of the Riley Estate, Woollahroo, Darlinghurst and Surry Hills, originally produced in 1844, copied by the City Engineer and City Surveyors Department in 1898 (Source: City of Sydney Archives, A-00880183)

The surveys and assessment book listings (section 2.7) indicate the subject site (47-51 Riley Street) initially contained a mixture of residential and commercial structures. The earliest listing for the subject site is the 1877 book:

- 47 Riley St: House, brick, shingled roof, two floors, six rooms
- 49 Riley St: House, brick, shingled roof, one floor, six rooms
- 51 Riley St: Workshop, wood, iron and shingled roof, one floor, one room.

The one-storey brick house at 49 Riley Street appears to have been demolished by 1880 and is shown as vacant land in surveys and the assessment books until 1907 assessment book, which lists 47-49 Riley Street as containing a two-storey brick workshop with an iron roof and three rooms. The listed ratepayer at the workshop, later listed as a motor factory, was Abraham Steenbhom, who initially established his coach building business in a timber shop in Palmer Street, Darlinghurst in 1885.³

Steenbhom relocated his business to 47-49 Riley Street in 1903, which he leased from Richard Archbold. According to historian, Gary Luke, the previous tenant, William Parfitt, had also been a coachbuilder. The previous one-storey, five-roomed brick house was demolished to make way for the one-storey workshop described in the 1907 assessment book (section 2.7).⁴ According to Luke, Steenbhom extended the factory's floor space and also opened a showroom on William Street. The workshop was extended into number 51 Riley Street by at least 1911. Steenbhom Ltd was formed in 1909 and in 1918, the

³ Gary Luke, 'Steenbhom Ltd. - Coach and Motor Body Builders' (Automotive Historians Australia Inc, 2007), 1, <https://www.autohistoriansaustralia.org/resource>.

⁴ Luke, 3.

company relocated to a purpose-built factory in Alexandria.⁵ By the early 1920s, the company was employing 600 staff.⁶



Figure 10: Advertisement featuring Abraham Steenbhom standing in front of his workshop originally on the subject site at 47-49 Riley Street, Woolloomooloo, 1905 (Source: Gary Luke, 'Steenbhom Ltd. - Coach and Motor Body Builders', *Automotive Historians Australia Inc*, 2007, 4, <https://www.autohistoriansaustralia.org/resource>.)

2.3.1 SURVEYS OF THE ESTATE 1800s TO 1970s

The following surveys and plans demonstrate the development of the subject site from the early 1800s to the 1970s. Figure 11 is a copy of a sketch drawn by the surveyor James Meehan in 1806, and shows the portion of the Riley Estate containing the subject site (F23) was bound by a tributary flowing to Woolloomooloo Bay and a stone wall marking the boundary of the estate. This is also shown in Figure 12.

⁵ Luke, 3.

⁶ Luke, 1.



Figure 11: 'Riley's Estate, copy of the rough or working plan of the survey of John Palmer's 100 acre grant, Wolomoloo, shewing the existing encroachments, surveyed by James Meehan, 4 July 1806', by John Armstrong and Edward J H Knapp (Source: State Library of NSW, Maps/0235)

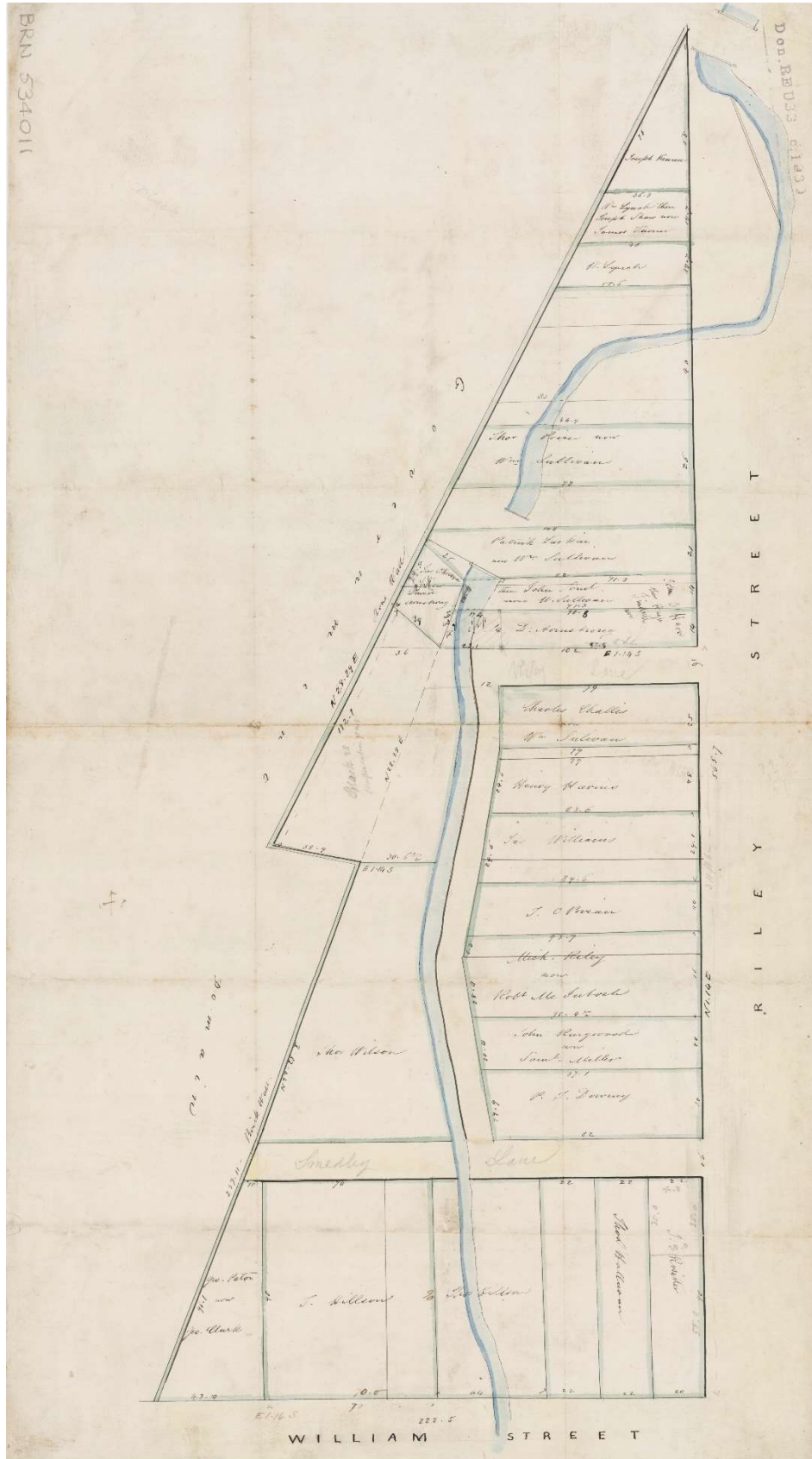


Figure 12: Riley Estate, F23, Woolloomooloo, F H Reuss, c1834 (Source: State Library of NSW, Maps/0423)

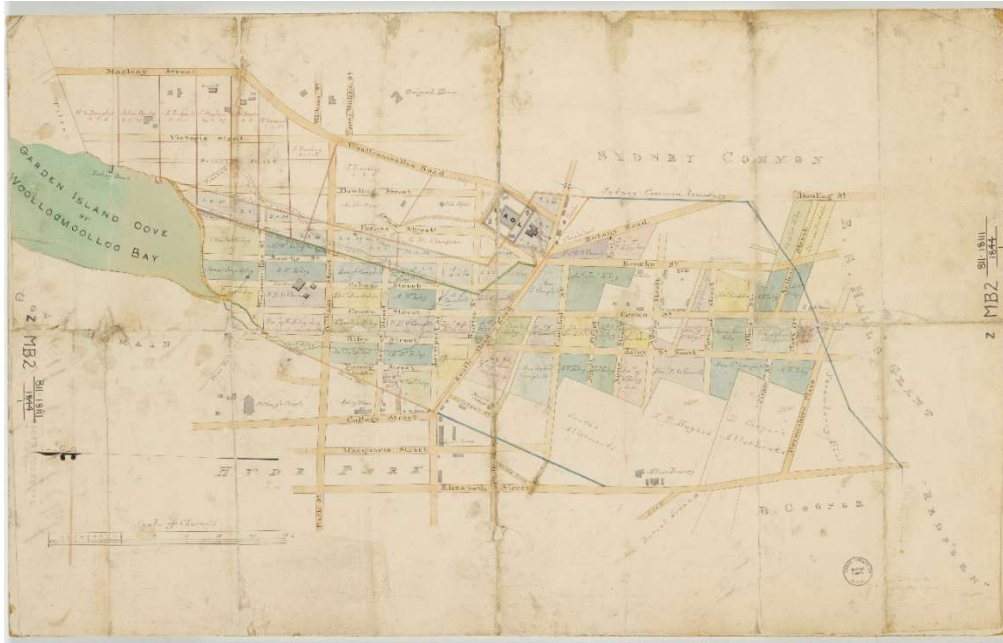


Figure 13: 'Plan of the allotments comprising of the division of the Riley Estate, reduced from a copy of the original survey of the Woolloomoolloo and Surry Hill Estate', P L Bemj, 1844 (Source: State Library of NSW, Z/MB2 811.18111/1844/1)



Figure 14: Detail from 'Plan of the allotments comprising of the division of the Riley Estate, reduced from a copy of the original survey of the Woolloomoolloo and Surry Hill Estate' showing the approximate location of the subject site, P L Bemj, 1844 (Source: State Library of NSW, Z/MB2 811.18111/1844/1)



Figure 15: 'Sydney St James - sketch shewing the proposed continuation of Wolomooloo [Woolloomooloo] & Yurong Streets through the Crown', Surveyor General, 1846 (Source: State Archives and Records NSW, NRS-13886-1-[X758]-Volume 4 Part 4-38)



Figure 16: Detail from a map of the City of Sydney, Woolcott and Clarke, 1854, showing structures on the western side of Riley Street including on the subject site (Source: City of Sydney Archives, A-00880471)

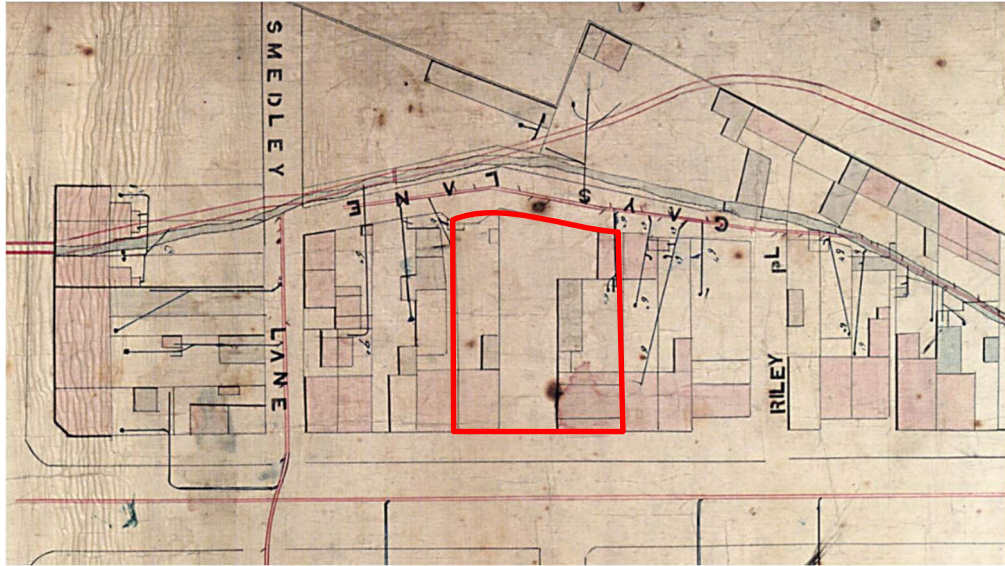


Figure 17: Detail from Trigonometrical Survey of Sydney, 1855-1865: Block 11 (Source: City of Sydney Archives, A-00880471)

Another survey dated 1846 (Figure 15), shows 'houses recently erected', indicating the first residential development in the vicinity occurred opposite the subject site, on the eastern side of Riley Street. Figure 16 is dated 1854 and shows a structure on the subject site.

The Trigonometrical survey (Figure 17), initially surveyed in 1855, documents building boundaries, materials and the location of pipes for sewerage (red lines) and water reticulation (blue lines). The plan shows the subject site contained brick structures (shaded pink) and wooden outhouse structures (shaded grey).⁷ An 1888 plan shows 47-51 Riley Street was partially vacant and contained a three-storey brick structure at 51 Riley Street, owned by 'Macintosh' [sic] with outbuildings comprised of wood (shaded yellow), iron (blue) and brick (pink). Number 47 contained a one-storey brick building with rear and front verandahs, and a wooden outbuilding.

The civic survey conducted in 1938-50 shows streets and open spaces, with property boundaries and rudimentary building footprints. Heights of building (in storeys) are indicated, showing the subject site contained a one-storey building (garage).

⁷ 'City of Sydney - Trigonometrical Survey, 1855-1865', City of Sydney Archives, AS-1042.

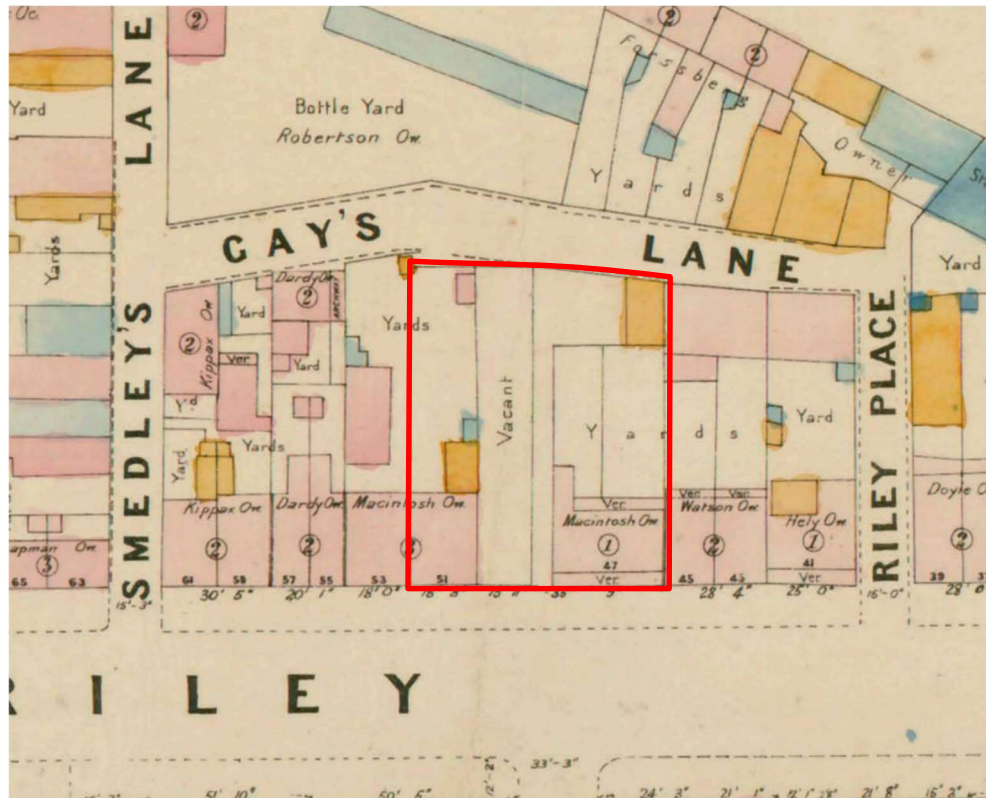


Figure 18: Detail from plan of Sydney, Rygate and West, Sheet 8, 1888 (Source: City of Sydney Archives, A-00880469)

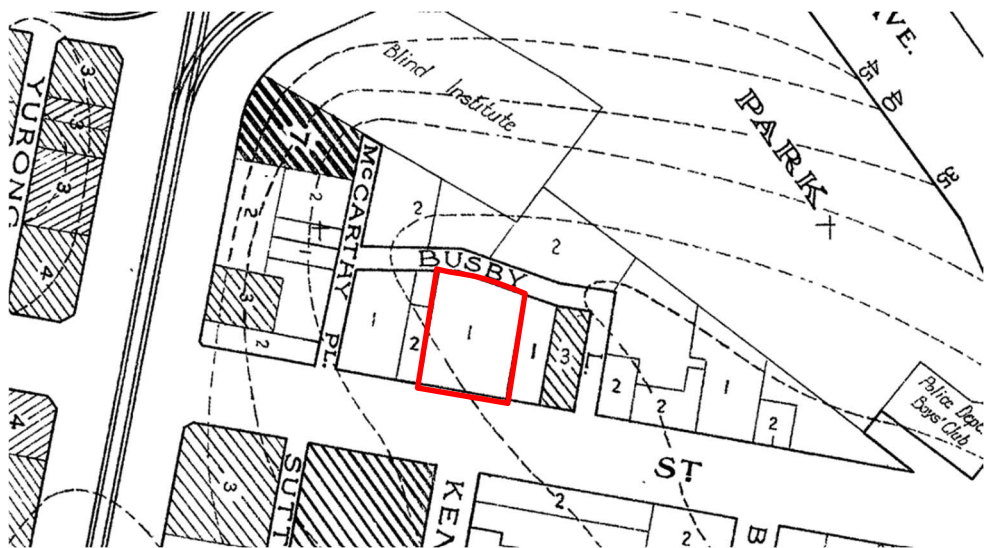


Figure 19: Detail from City of Sydney - Civic Survey, Map 23, 1938-1950 (Source: City of Sydney Archives, A-00880361)

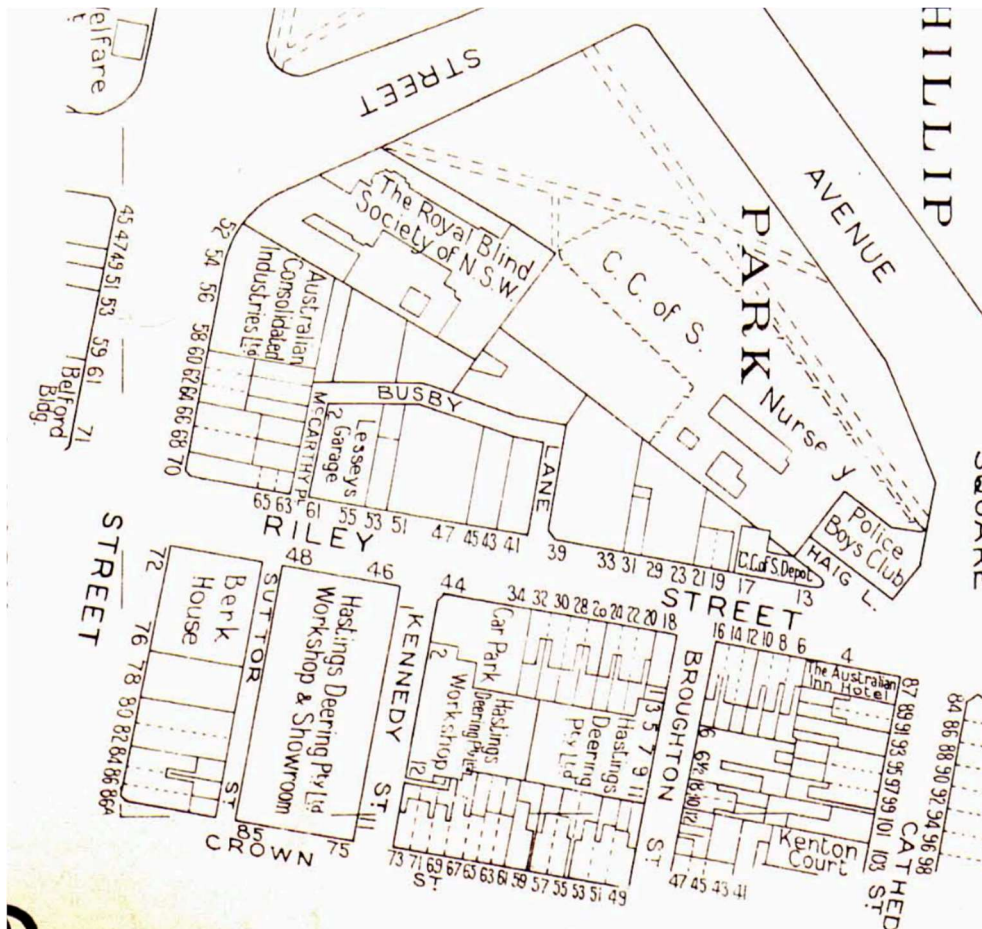


Figure 20: City of Sydney - Building Surveyor's Detail Sheets, Sheet 6, 1949-1972 (Source: City of Sydney Archives, A-00880207)

2.4 CONSTRUCTION OF THE SUBJECT SITE 1965-66

On 21 March 1962 a development application for 'minor' works was lodged by D Woods Sloane and Gallagher to the value of £1,000. The building inspector's card notes the work was not commenced and the application lapsed in May 1963.⁸

In 1964 a development application for 'proposed use of (after erection of new building) as shops, offices, showroom and store' was submitted.⁹ The application was submitted by Burroughs Ltd on behalf of George Cutts and approved by council on 27 July 1964. The council minute notes the site would involve the construction of a 'three (3) storeyed building for use for the purpose of showrooms, offices, workshops, and store in connection with an office and computing machine business.'¹⁰ It appears, however, this building was not constructed.

On 19 February 1965 an application for the construction of an 'office building' (the existing building on the subject site) was submitted by the architects, Stafford Moor and Farrington, to the value of £105,000. The listed builder was Cordukes Ltd and foreman was Jack Maitland. The building inspector's card recorded the progress of construction as follows:

⁸ 'Building Inspectors Card: 47-51 Riley Street Sydney. Alterations', City of Sydney Archives, A-00372288.

⁹ '47 - 51 Riley Street Woolloomooloo NSW 2011 - Change To Existing Building Facade To Upgrade & Modernise - \$ 445 - Cra Design Associates Pty Ltd', City of Sydney Archives, A-00628144.

¹⁰ 'Change To Existing Building Facade To Upgrade & Modernise', City of Sydney Archives, A-00628144.

- 25 February 1965: demolition in progress
- 10 March: demolition completed
- 20 April: excavations undertaken
- 10 May: underpinning works completed
- 22 July: formwork and the retaining wall on Riley Street in progress
- 16 November: brickwork on ground floor in progress
- 16 December: brickwork on first floor in progress
- 3 January 1966: brickwork to exterior walls of first floor in progress
- 25 January: plastering in progress

The building at the subject site was marked completed on 20 December 1966.¹¹ The building is described in other applications as consisting of masonry and glass, with concrete walls and plasterboard ceilings.¹²

Although it appears the building described in the earlier 1964 development application by Burroughs Ltd was not constructed, according to council development records, Burroughs Ltd entered a 20-year lease on the subject site in May 1965 and the premises consisted of:

- Lower ground floor: parking for staff and visitors
- Ground floor: reception and data centre
- Upper floor: classrooms and customer service workshops.¹³

The record notes the premises were in occupation until about May 1985, when the building was sold to T.A.C Pty Ltd. The offices were then used by the NSW division of the Liberal Party of Australia.

Burroughs Ltd was an American manufacturer of business equipment originally founded in 1886 as the American Arithmometer Company by the inventor, William Seward Burroughs I. The company initially produced mechanical adding machines and later moved into programmable ledgers and then computers. In 1986, after a merger, the company became Unisys, a multinational information technology (IT) services and consulting company.

2.5 ALTERATIONS TO THE SUBJECT SITE 1960s TO 1980s

Other applications note further additions or alterations to the subject site:

- August 1966 - approval for 'structural support for Sky sign' by Consolidated Neon was granted.¹⁴
- BA 213/76 - an application for 'alterations and partitions' was submitted by Burroughs Ltd in March 1976 with the listed builder Cole McDiarmid. Work commenced to 'erect partitions to ground and first floors' and was completed by 27 April 1976.¹⁵

¹¹ 'Building Inspectors Card: 47/51 Riley Street, Sydney. Office building, approved 29/03/1965', City of Sydney Archives, A-00381032.

¹² 'Change To Existing Building Facade To Upgrade & Modernise', City of Sydney Archives, A-00628144.

¹³ 'Change To Existing Building Facade To Upgrade & Modernise', City of Sydney Archives, A-00628144.

¹⁴ 'Building Inspectors Card: 47/51 Riley Street, Sydney. Structural Support for Sky Sign', City of Sydney Archives, A-00384477.

¹⁵ 'Building Inspectors Card: 47-51 Riley Street. Alterations & partitions', City of Sydney Archives, A-00401188.

- BA 45-80/0890 - an application for 'partitions to basement, first and ground floors' was submitted by E.G.O Design in June 1980, however it appears the works were never carried out.¹⁶
- DA 44-87-01480 - Use premises as administrative offices, printing, storage and car parking purposes between the hours of 8.00am and 6.00pm on Mondays to Fridays, inclusive. Approved 26 February 1988.
- BA 87-02101 - A building inspector's card recorded in 1987 notes a building application 'partitions strong room' and 'Ground floor enclose stair, plant and lift motor room' to the value of \$400,000 was submitted by Liberal Propertiers Ltd and approved on 17 December 1987. The listed owner was Erskine Import Pty Ltd, architects, Peddle Thorp and Walker, and builder, Concrete Constructions.¹⁷
- BA 88-00409 - Alterations and additions for printing office. Approved 23 March 1988.

2.6 ALTERATIONS TO THE SUBJECT SITE 2000s

In April 2001 a development application for 'Changes to existing façade and upgrade and modernise' (valued at \$15,000) was submitted by CRA Design Associates. The alterations involved 'cladding of façade in panels, powder coating mullions to glazing, changing façade'. The proposal was to 'update the current façade to modernise and improve the building's aged aesthetics' and 'clad the façade in "Symonite" PVDF Altnum Bronze Metallic panels' and 'clean the elevation by cladding the building in strong horizontal lines, this aesthetic is more in keeping with the Ford car park [City Ford building] opposite. The existing window mullions will be electro-magnetically powdercoated black onyx. Street facing air conditioning units will be removed.' The proposal also included 'strategic placement of uplights' and 'rendering of existing entryway'.¹⁸ Consent was granted on 29 August 2001.

¹⁶ 'Building Inspectors Card: 47 - 51 Riley Street. Partitions basement first & ground floors', City of Sydney Archives, A-00407085.

¹⁷ 'Building Inspectors Card - 47 - 51 Riley Street, Woolloomooloo', City of Sydney Archives, A-00421278.

¹⁸ 'Change To Existing Building Facade To Upgrade & Modernise', City of Sydney Archives, A-00628144.

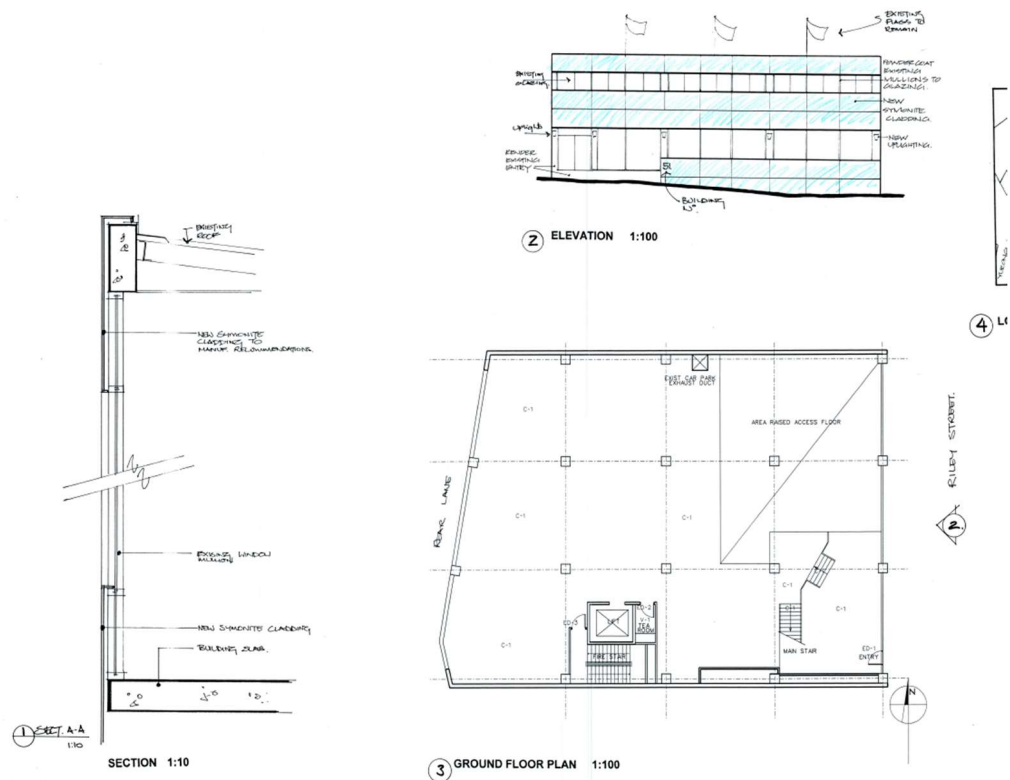


Figure 21: Ground floor plan and elevations for alterations to façade, by CRA Design Associates, April 2001 (Source: City of Sydney Archives, A-00628144)

In May 2001 an application to conduct 'Internal Alterations To Existing Building' (valued at \$24,000) was submitted by CRA Design Associates. Plans were drawn by CRA Design Associates in October 2001 and indicate the ground and first floors consisted of an open plan office. CRA Design Associates had also prepared plans for the office fitout in February 2001 for an earlier application.¹⁹ The alterations involved:

- Basement (carpark): demolition of internal walls and toilets
- Ground floor: removal of carpet in the foyer, removal of stairs, installation of three meeting rooms
- Level 1: removal of fixtures and fittings and wall and floor tiles in the toilets, removal of rear window sill, and installation of partitions to form offices and staff amenities

An occupation certificate was issued in February 2002.

¹⁹ '47 - 51 Riley Street Woolloomooloo - 29650 - Remove Internal Partitions Renovate Toilets & New Ceiling - \$ 30000 - Trevor R Howse & Associates', City of Sydney Archives, A-00599677.

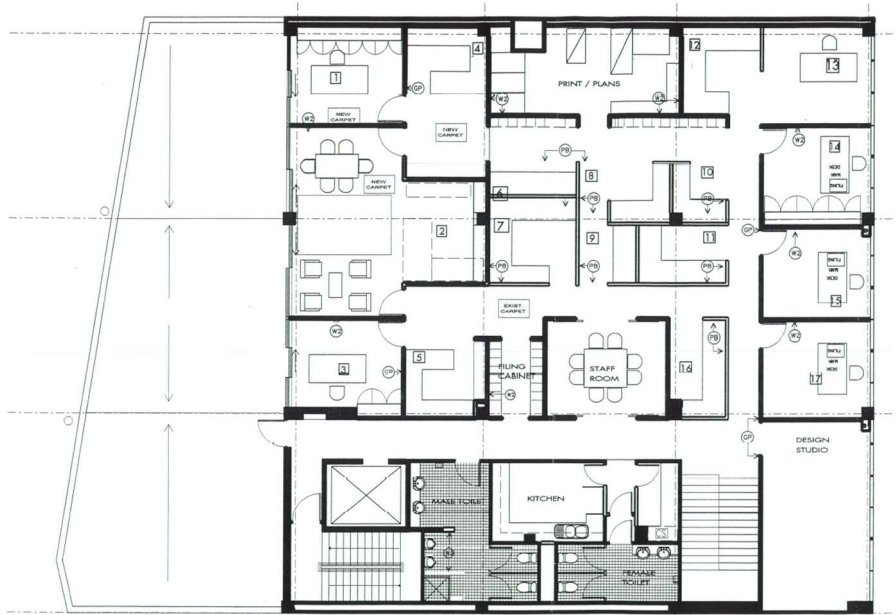


Figure 22: Office fitout (level 1) designed by CRA Design Associates, October 2001 (Source: City of Sydney Archives, A-00599385)

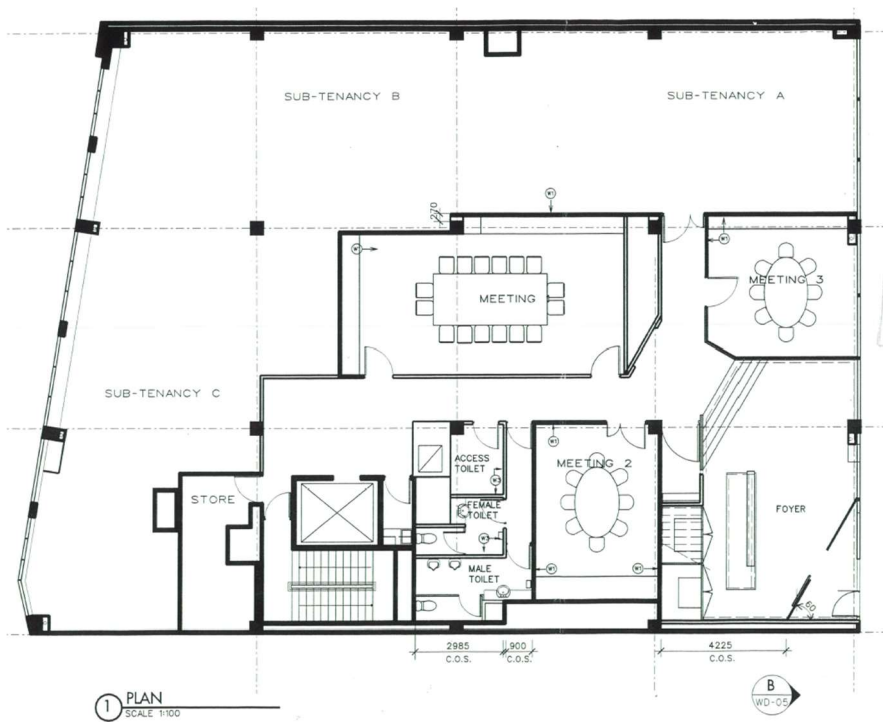


Figure 23: Office fitout (ground floor) designed by CRA Design Associates, October 2001 (Source: City of Sydney Archives, A-00599385)

In November 2002 an application to 'extend office space by enclosing existing first floor terrace' (valued at \$185,000) was submitted by R M Rose. The scheme involved extending the roof and enclosing the first floor terrace at the rear of the building, fronting Busby Lane.

In The plans were drawn by Rosecorp design in October 2002. Consent was granted on 22 January 2003.²⁰

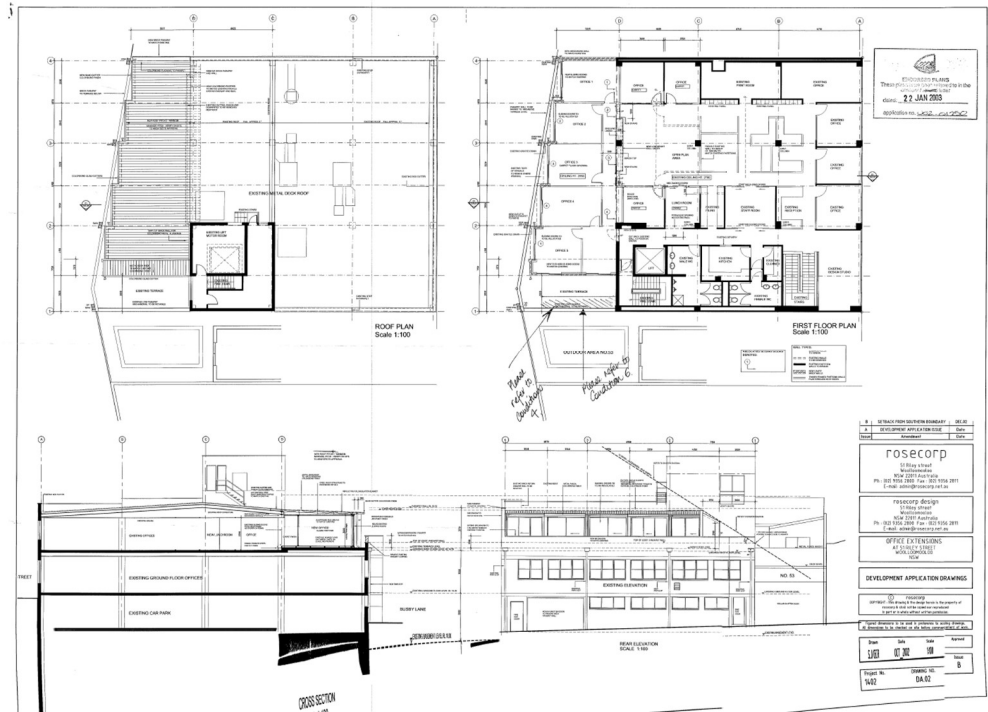


Figure 24: Extension of first floor office space and enclosure of terrace, Rosecorp design, October 2002 (Source: City of Sydney Archives, A-00628145)

2.7 ASSESSMENT BOOKS 1877-1948

The following table details the ratepayers, owners and description of the subject site as they appear in the publicly available City of Sydney Archives Assessment books dated 1877 to 1948.

Year	Number or house	Name of person rated	Name of owner or landlord	Description of property, fabric and gross annual value (£)
1948 ²¹	47/51	Ira L and A C Berk [sic] Pty Ltd	George Cutts	Garage, brick, iron roof, two floors and basement, four rooms, £468
1945 ²²	47/51	Ira L and A C Beck Pty Ltd	George Cutts	Garage, brick, iron roof, two floors and basement, four rooms, £507
1939 ²³	47/51	George Cutts	George Cutts	Garage, brick, iron roof, two floors and basement, four rooms, £286

²⁰ '47 - 51 Riley Street Woolloomooloo NSW 2011 - Extension Of Office Space By Enclosing The Existing First Floor Terrace - S 185000 - Rose Robert', City of Sydney Archives, A-00628145.

²¹ Assessment Book - Macquarie Ward, 1948 (01/01/1948 - 31/12/1948), [A-01089095]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841987>.

²² Assessment Book - Macquarie Ward, 1945 (01/01/1945 - 31/12/1945), [A-01089096]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841988>.

²³ Assessment Book - Macquarie Ward, 1939 (01/01/1939 - 31/12/1939), [A-01089097]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841989>.

1936 ²⁴	47/51	Cutts and Company	George Cutts, formerly estate of late Richard C Archbold	Garage, brick, iron roof, two floors and basement, four rooms, £286
1933 ²⁵	47/51	George Cutts	Richard C Archbold	Garage, brick, iron roof, two floors and basement, four rooms, £260
1932 ²⁶	47/51	G Cutts and Company	Richard C Archbold	Garage, brick, iron roof, two floors and basement, four rooms, £260
1931 ²⁷	47/51	Cutts and Company	Richard C Archbold	Garage, brick, iron roof, two floors and basement, four rooms, £312
1930 ²⁸	47/51		Richard C Archbold	Factory, brick, iron roof, one floor and basement, two rooms, £364
1927 ²⁹	47/51	J McCarthy and Co Ltd	Richard C Archbold	Store, brick, iron roof, one floor and basement, two rooms, £364
1925 ³⁰	47/51	Australia Straw Envelope Company	Richard C Archbold	Factory, brick, iron roof, two floors, two rooms, £364
1924 ³¹	47/51	Australia Straw Envelope Company	Richard C Archbold	Factory, brick, iron roof, two floors, two rooms, £364
1921 ³²	47/51	Goldsmith and Company	Richard Charles Archbold	Factory, brick, iron roof, one floor, £312
1914 ³³	47/51	Steenbhom's Limited	Richard C Archbold	Motor works, brick, iron roof, two floors, two rooms, £273
1911 ³⁴	47/51	Steenbhom's Limited	Richard C Archbold	Motor factory, brick, iron roof, two floors, two rooms, £273
	47-49	Abraham Steenbhom	Richard C Archbold	Workshop, brick, iron roof, two floors, three rooms, £104

²⁴ Assessment Book - Macquarie Ward, 1936 (01/01/1936 - 31/12/1936), [A-01089098]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841990>.

²⁵ Assessment Book - Macquarie Ward, 1933 (01/01/1933 - 31/12/1933), [A-01089099]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841991>.

²⁶ Assessment Book - Macquarie Ward, 1932 (01/01/1932 - 31/12/1932), [A-01089100]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841992>.

²⁷ Assessment Book - Macquarie Ward, 1931 (01/01/1931 - 31/12/1931), [A-01089101]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841993>.

²⁸ Assessment Book - Macquarie Ward, 1930 (01/01/1930 - 31/12/1930), [A-01089102]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841994>.

²⁹ Assessment Book - Macquarie Ward, 1927 (01/01/1927 - 31/12/1927), [A-01089103]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841995>.

³⁰ Assessment Book - Macquarie Ward, 1925 (01/01/1925 - 31/12/1925), [A-01089104]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841996>.

³¹ Assessment Book - Macquarie Ward, 1924 (01/01/1924 - 31/12/1924), [A-01089105]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841997>.

³² Assessment Book - Macquarie Ward, 1921 (01/01/1921 - 31/12/1921), [A-01089106]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1841998>.

³³ Assessment Book - Macquarie Ward, 1914 (01/01/1914 - 31/12/1914), [A-01089108]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842000>.

³⁴ Assessment Book - Macquarie Ward, 1911 (01/01/1911 - 31/12/1911), [A-01089110]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842002>.

1907 ³⁵	51	Bridget O'Loughlin	Richard Archbold	C	House, brick, iron roof, three floors, six rooms, £41
1902 ³⁶	47	W A Parfitt	Richard Archbold	C	House, brick, iron roof, one floor, five rooms, £46
	Riley Street		Richard Archbold	C	Land, £13
	51	Patrick O'Loughlin	Richard Archbold	C	House, brick, iron roof, two floors, five rooms, £39
1896 ³⁷	47	W A Parfitt	Richard Archbold	C	House, brick, iron roof, two floors, four rooms, £52
	Riley Street		Richard Archbold	C	Land, £13
	51	Mc'Laughlin	Richard Archbold	C	House, brick, iron roof, two floors, five rooms, £39
1891 ³⁸	47	W A Parfitt	Richard Archbold	C	House, brick, iron roof, one floor, six rooms, £58
	49	H McIntosh	H McIntosh		Land, £12
	51	E McGrath	H McIntosh		House, brick, iron roof, two floors, five rooms, £39
1882 ³⁹	47 & 49	Edward Ireland	H M McIntosh		House, brick, shingled roof, two floors, four rooms, £52
	51	Mary Cleary	H M McIntosh		House, brick, shingled roof, four floors, seven rooms, £52
1880 ⁴⁰	47	Alf Macintosh	R Macintosh		House, brick, shingled roof, two floors, six rooms, £52
	51	Mrs O'Donnell	Macintosh		House, brick, shingled roof, three floors, seven rooms, £41
1877 ⁴¹	47	John Bisgrove	Watson		House, brick, shingled roof, two floors, six rooms, £41
	49	B Mahony	McIntosh		House, brick, shingled roof, one floor, six rooms, £65
	51	H McIntosh	H McIntosh		Workshop, wood, iron and shingled roof, one floor, one room, £26

³⁵ Assessment Book - Macquarie Ward, 1907 (01/01/1907 - 31/12/1907), [A-01089111]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842003>.

³⁶ Assessment Book - Macquarie Ward, 1902 (01/01/1901 - 31/12/1901), [A-01089112]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842004>.

³⁷ Assessment Book - Macquarie Ward, 1896 (01/01/1896 - 31/12/1896), [A-01089113]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842005>.

³⁸ Assessment Book - Macquarie Ward, 1891 (01/01/1891 - 31/12/1891), [A-01089114]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842006>.

³⁹ Assessment Book - Macquarie Ward, 1882 (01/01/1882 - 31/12/1882), [A-01089115]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842007>.

⁴⁰ Assessment Book - Macquarie Ward, 1880 (01/01/1880 - 31/12/1880), [A-01089116]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842008>.

⁴¹ Assessment Book - Macquarie Ward, 1877 (01/01/1877 - 31/12/1877), [A-01089117]. City of Sydney Archives, accessed 18 May 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842009>.

2.8 AERIAL PHOTOGRAPHS OF THE SUBJECT SITE

The following aerial photographs illustrate the subject site and surrounds as captured between 1930 and 2018. They demonstrate the two-storey motor garage originally on the subject site from at least 1907 was demolished in 1965 to make way for the extant two-storey office building designed by Stafford Moor and Farrington and completed in December 1966.



Figure 25: Aerial photograph featuring the subject site, 1 January 1930 (Source: NSW Spatial Services, frame 1154)



Figure 26: Aerial photograph featuring the subject site opposite the City Ford building (constructed in 1938), 1943 (Source: NSW Spatial Services, SIX Maps)



Figure 27: City of Sydney - Aerial Photographic Survey, 1949: Image 34 (Source: City of Sydney Archives, A-00879979)



Figure 28: Aerial photograph featuring the subject site, 1 May 1951 (Source: NSW Spatial Services, frame 32)



Figure 29: Aerial photograph featuring the subject site, 28 June 1961 (Source: NSW Spatial Services, frame 5092)



Figure 30: Aerial photograph featuring the subject site showing the previous structure demolished with construction of the extant building in progress, 29 August 1965 (Source: NSW Spatial Services, frame 5107)



Figure 31: Aerial photograph featuring the subject site, 6 May 1978 (Source: NSW Spatial Services, frame 63)



Figure 32: Aerial photograph featuring the subject site, 4 October 1994 (Source: NSW Spatial Services, frame 168)

3.0 PHYSICAL EVIDENCE

3.1 SITE CONTEXT AND KEY VIEWS

The surrounding context for 51 Riley Street is characterised by a mix of two and three storey development alongside multi storied modern and contemporary buildings. The uses are a mix of commercial and residential, with new buildings alongside early 20th century buildings which have been adapted for more contemporary uses.

The streetscape in which the building is located, between the entry and exit points of Busby Lane, comprise small scale buildings of mixed character, with a heritage item at each end. The infill buildings between include a contemporary five storey concrete residential structure (to the north) and shoptop style two storey buildings to the south.

The key views of the site are limited to those available when travelling north and south along Riley Street, with secondary views of the rear of the building from Busby Lane. These secondary views are extremely limited due to the surrounding topography as well as the narrowness of the laneway and the surrounding two and three storey buildings.

The following photographs were taken by the author, unless noted otherwise.



Figure 33 - View south along Riley Street towards William Street with the subject site to the RHS of image.



Figure 34 - Southern end of the lot containing the subject site. (RHS of image)



Figure 35 - 51 Riley Street (centre of image)



Figure 36 - Northern end of the lot containing the subject site.



Figure 37 - View north along Busby Close with the subject site just out of view beyond.



Figure 38 - View north along Busby Lane with the rear elevation circled.

3.2 DESCRIPTION OF THE BUILDING

The subject site comprises a masonry building of no notable architectural character dating from the mid-1960s; two storied facing Riley Street, and three storeys at the rear in line with the topography of the area.

The site is relatively wide, encompassing a series of smaller historical allotments. This amalgamation of smaller lots is not uncommon in the conservation area. The design response here was to break up the façade into three bays interpreting the original scale of development. The primary façade was altered and updated in the late 1980's to its current configuration of three bays, with a generally flat roof above.



Figure 39 - Riley Street facade viewed from Kennedy Lane. The contemporary residence is to the right of the site, and the shop top style building to the left.

The rear façade of the building is face brick with exposed concrete slabs. The elevations contain aluminium framed windows and services louvres and a roller door to provide garage access. The uppermost level has an area of stepped roofing over.



Figure 40 - Rear view of 51 Riley Street from Busby Lane. Note the proximity of the multi storey residential building immediately behind the subject site.

The building interiors reflect their 1980's refit undertaken in response their current commercial use.

4.0 ESTABLISHED HERITAGE SIGNIFICANCE

4.1 HERITAGE STATUS

The subject property is not listed as an item of local heritage significance on Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012*. However, it is located within the Woolloomooloo Conservation Area and in the vicinity of the following heritage items listed in Schedule 5 of the *Sydney LEP 2012*:

- 41 Riley Street, Woolloomooloo, ("Brandt Bros Ltd" including interior) – Item No: I2190
- 46-48 Riley Street, Woolloomooloo, ("Former Hastings Deering Building" including interior) – Item No: I2191
- 55-61 Riley Street, Woolloomooloo, ("Lesseys Garage" including interior) – Item No: I2192

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development and distance. and do not warrant assessment as part of this report.

4.2 HERITAGE STATUS - HCA UPDATE

City of Sydney Council has undertaken a review of the existing conservation areas, including C71 – the Woolloomooloo Conservation Area. Whilst the review is currently at Pre-exhibition stage, the available documents include proposed boundary adjustments affecting the subject site. The proposed changes, shown below, indicate that the intention is to remove the subject site, and notably the sites to the east, well back from the edge of the HCA.

This decision recognises that the surrounding context of 51 Riley Street does not contribute to conserving the character, scale or significance of the wider Woolloomooloo conservation area.

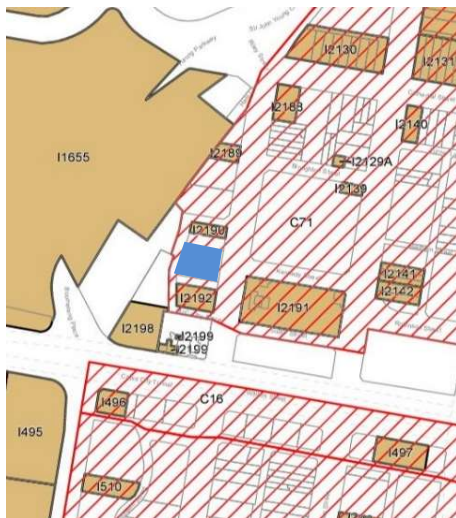


Figure 41: Excerpt from the Sydney LEP 2012 heritage map. Heritage items are shown brown, and the Woolloomooloo Conservation Area is hatched red. The subject site is circled blue. (Source: Sydney LEP 2012, Heritage Map HER_15)



Figure 42: Excerpt from the proposed update heritage map showing the portion of conservation area containing the subject site recommended to be removed from the HCA. (Source: (Pre-exhibition) Appendix A1 of the Planning Proposal Conservation Areas Review)

The impact of this action is that the proposal will continue to consider the existing heritage items to the north and south, however potentially not the Woolloomooloo conservation area. Figure 43 below demonstrates the extent of the current Woolloomooloo conservation area.

4.3 SIGNIFICANCE OF THE WOOLLOOMOOLOO CONSERVATION AREA

The following Statement of Significance for the Woolloomooloo Conservation Area is sourced from the NSW Heritage Database, reference number 2421506:

First settled by John Palmer in 1793, Woolloomooloo is significant as one of the earliest residential districts of Sydney. The rapid development of the area in the period 1850-1880 is demonstrated by the surviving rows of Victorian terracing of a modest scale and character. In addition to the Victorian development, the area possesses other significant historical layers of development including Colonial, Federation and Interwar development. Remnant warehouses and hotels provide evidence of the port activities particularly in the early twentieth century with the reorganisation of Cowper Wharf and the construction of the Finger Wharf.

The extensive redevelopment of the Woolloomooloo Basin by the Housing Commission of NSW in the 1970s is significant as it provided a new model for public housing based on the scale and form of Victorian development.

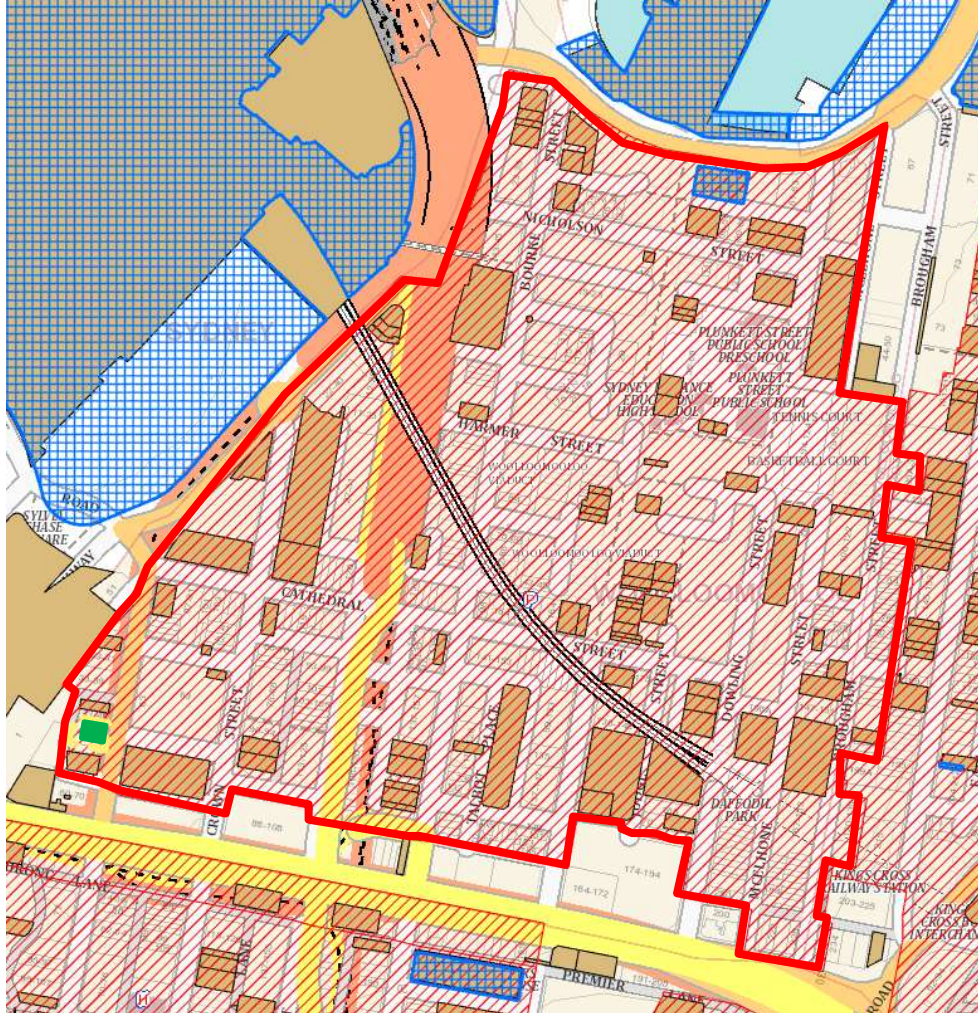


Figure 43 - Excerpt from Sydney LEP 2012 showing extent of the Woolloomooloo Conservation area – shaded in green. The subject site is shaded red. (Source: NSW Planning Portal/Six Viewer)

The Woolloomooloo Conservation Area is an extensive one, the area of which reflects the topography of the Woolloomooloo Basin. The subject site is located on the western most edge of the HCA and does not form part of any notable or characteristic groupings.

The Statement of Significance identifies the mixed character of the HCA and the value of the many phases of historical development expressed through the architectural variety found throughout. The diagram at Figure 43 above demonstrates that the HCA also contains a high number of individually listed heritage sites, all of very different character. The scale of buildings is not consistent across the conservation area, nor is the architectural character, with many later buildings and extensive adaptive re-use of earlier structures being retained.

The subject area of Riley Street contributes to the HCA through its ability to demonstrate a number of historical phases in built form, however the wider setting of the relevant portion of streetscape includes significant views of a number of recent and modern multi

storied towers. These structures typically address William Street, however, are made more prominent in views across the conservation area by their being located on the upper levels of the Woolloomooloo basin, and in close proximity to the subject site.

The three disparate heritage items in close vicinity to the subject site and within the HCA include a three-storey warehouse style brick building, a two-storey former garage and the eight storey Art Deco Hastings Deering building. There are no specific historic or aesthetic links between these buildings and the subject site however they do contribute to the mixed character of the Woolloomooloo Conservation Area.

4.4 SIGNIFICANCE OF ITEMS IN THE VICINITY

The following Statement of Significance for Commercial Building "Brandt Bros Ltd" Including Interior is sourced from the NSW Heritage Database, reference number 2421244:

41 Riley Street is a rare surviving intact example of Federation Freestyle warehouses providing evidence of the urban development of Woolloomooloo at the beginning of the twentieth century. It was designed by George Leslie Grant, an architect of some note in the early nineteenth century. The building is historically associated with Brandt Bros Ltd, a famous lamp factory and shop run by the Brandt Brothers since 1878, who bought the premises at 41 Riley Street as a bulk store for their lamp shop in Pitt Street, Sydney and retained the ownership until 1971. It is a contributory building within the Riley Street Streetscape and the Woolloomooloo Heritage Conservation Area.



Figure 44: 41 Riley Street – 'Brandt Bros Building', on the corner of Busby Lane, Woolloomooloo.

The following Statement of Significance for the Former Hastings Deering Building" including interior is sourced from the NSW Heritage Database, reference number 2421245:

The former Hastings Deering Building is an outstanding example of an Inter-war Functionalist style building and demonstrates the evolving adoptions of this style into the later inter-war period by progressive architects to meet the design of new building types.

It represents the increased ownership of motor cars and vehicles in the post depression economy of NSW and in particular the dominance of the Ford Motor Company at that time. The building demonstrates the adoption of innovative technologies and construction systems to facilitate the accommodation of the means for car servicing within the city, which is exhibited particularly into the concrete structure, the vehicle ramp system and the large span lightweight steel Stanley roof trusses.

The building has strong associations with commercial career of Harold Hastings Deering and with his association with prominent Sydney architect Samuel Lipson.

It retains a high degree of integrity in relation to its original design and fabric and is a rare example of a multi storey car parking and servicing structure from the period.



Figure 45: 46-48 Riley Street – Hastings Deering Building „ Woolloomooloo. The proximity of the subject site can be seen to the right of the image.

The following Statement of Significance for the Commercial Building "Lessey's Garage" including interior is sourced from the NSW Heritage Database, reference number 2421246:

Lessey's Garage has high local historic and aesthetic/technical significance. It is an outstanding example of an Inter-War Art Deco style garage which is intact. The building dates from the key period of development of Service Stations and Garages in NSW and is a rare example because of its Art Deco style. The building was designed by prominent architects Wilshire and Hodges and makes an important contribution to the streetscape of Riley Street.



Figure 46: 55-61 Riley Street – former garage, Woolloomooloo. The subject site can be seen further to the right.



Figure 47 - View of the southern elevation of the former garage, which has now been adapted, with the Hastings Deering building beyond.

4.5 CATHEDRAL STREET PRECINCT

The subject site also falls within the Cathedral Street precinct identified in Section 2.4.2 of the Sydney DCP 2012. Included below are the character statement as well as design principles for the area set out in the DCP.

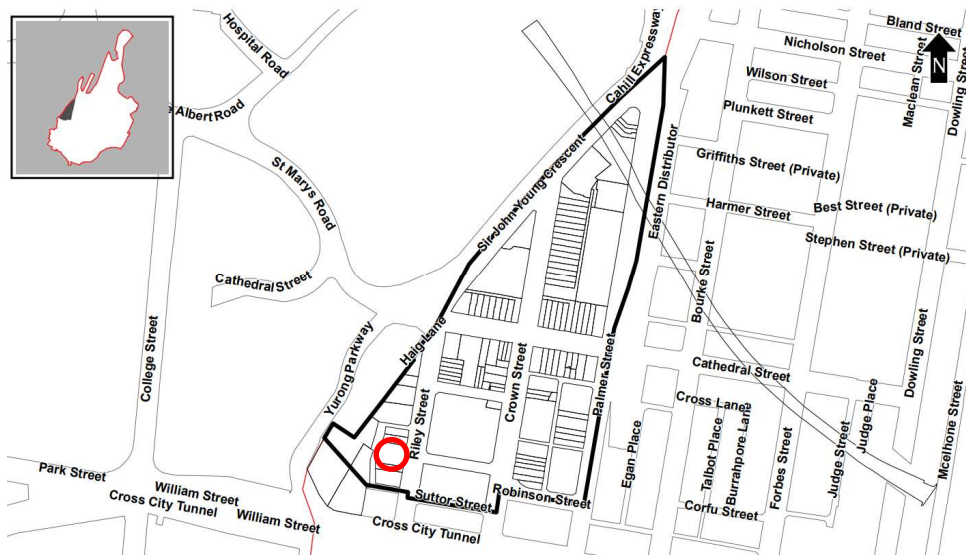


Figure 48 - Map of the Cathedral Street Precinct with the subject site circled in red. (Source: Sydney DCP 2.4.2)

This locality is bounded by the elevated edge of the Domain parklands and carpark to the west, Palmer Street to the east and the rear of William Street lots to the north.

This area is a low scale mixed-use area. The low scale built form maintains views over the precinct from surrounding parkland of Cook and Phillip Park and the Domain. High quality building design on the western corner of Riley and Cathedral Streets is to develop an improved entry to the parklands. A strong 6 storey built edge is encouraged along the Palmer Street edge in response to the Eastern Distributor tunnel. The area transitions in building height from low to medium scale along Riley Street to taller development along William Street.

The area's heritage items, corner pubs and galleries along Cathedral Street contribute to the character. Crown Street can provide an axis of active street frontages to reinforce the Cathedral Street centre. The growth of an arts precinct in the neighbourhood centre is encouraged.

Residential uses are encouraged above ground level, with commercial and retail on the ground level to promote the casual surveillance of streets and open space.

Principles

- (a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.
- (b) Development is to respond to and complement heritage items and contributory buildings within heritage conservation areas, including streetscapes and lanes.
- (c) Protect the view to St Mary's Cathedral along Cathedral Street.
- (d) Maintain sky views over treetops from Cook and Philip Park.

- (e) Residential development is encouraged above commercial uses to provide night time activity and a broad market for neighbourhood centre shops.*
- (f) Encourage the redevelopment of vacant sites along Palmer Street and the Eastern Distributor to shape this an important vehicular entry into eastern Sydney.*
- (g) Maintain the small lot subdivision and built form along Cathedral Street and the north-east side of Crown Street.*
- (h) Maintain the low scale of development within the centre of the locality and taller buildings located along William Street.*
- (i) Encourage a 3 storey street wall along Riley Street to define the streetscape and provide a transition to taller development along William Street.*
- (j) Ensure that buildings on the western corner of Riley and Cathedral Streets address the pocket plaza and respect the scale and articulation of buildings on the corner of Cathedral Street.*
- (k) Encourage the development of the neighbourhood as a small business, gallery and café precinct.*
- (l) Encourage a small arts precinct with the growth of galleries along Cathedral Street.*
- (m) Ensure all development responds to, and complements heritage items and conservation areas.*

5.0 THE PROPOSAL

The revised Planning Proposal seeks changes to the LEP and DCP to provide a building envelope which will sympathetically support development of the site. The proposal described below reflects changes to the originally submitted scheme which respond to discussions held with Council.

The key features of the proposed changes to the controls include:

- Construction of a five-storey building with an accessible rooftop and a single level of basement accessed off Busby Lane. (*reduced from seven levels + 2 levels of basement proposal*)
- Provision of setbacks from the Riley Street frontage and to the northern boundary to the upper levels
- Provision of a further high-level setback of the roof level to provide an accessible communal space at roof level.

The following drawings and diagrams have been prepared by SJB for the Rose Group.



Figure 49 – Riley Street elevation showing a building form supported by the proposed building envelope. (Source: SJB)

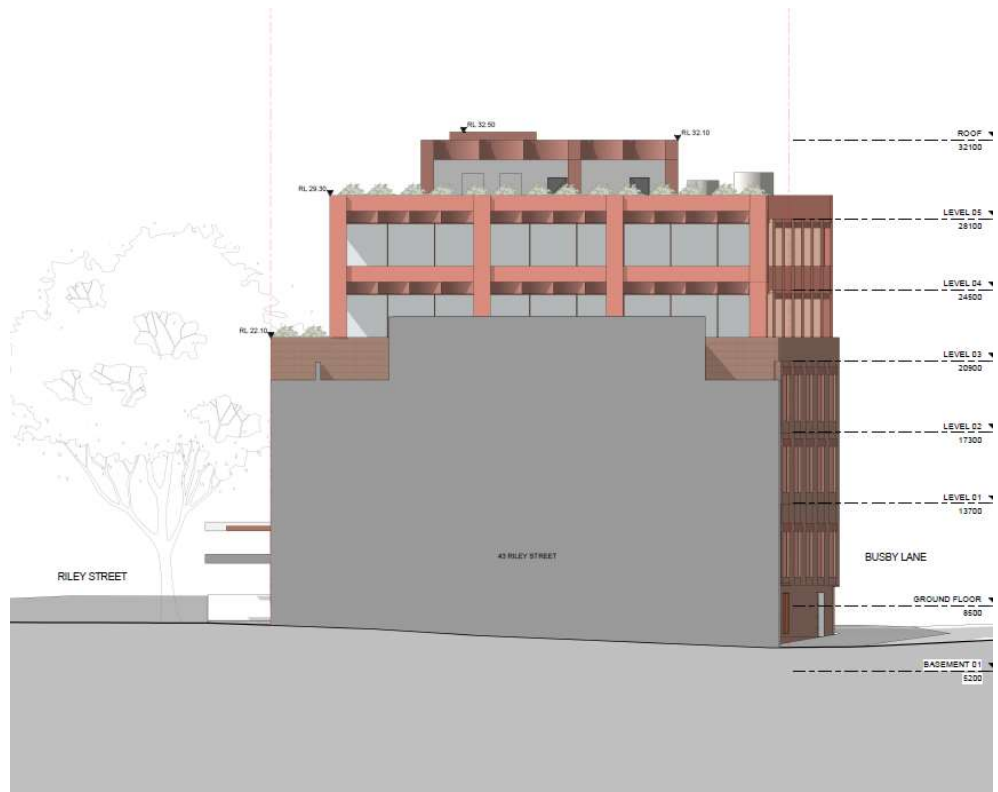


Figure 50 - Northern elevation of a building form supported by the proposed building envelope. (Source: SJB)



Figure 51 - Southern elevation of a building form supported by the proposed building envelope. This southern elevation provides the opportunity for a future public art installation. (Source: SJB)



Figure 52 - Section through the proposal showing access to the single level of basement, as well as the upper level setbacks.. (Source: Rose Group)

5.1 THE REFERENCE SCHEME

In developing the Planning Proposal envelope, a parallel process of detailed analysis of possible design approaches was undertaken. Whilst this application does not seek approval for a detailed design solution for the site, a reference scheme has been developed and presented to demonstrate that a highly successful architectural solution for the site can be achieved within the proposed envelope.

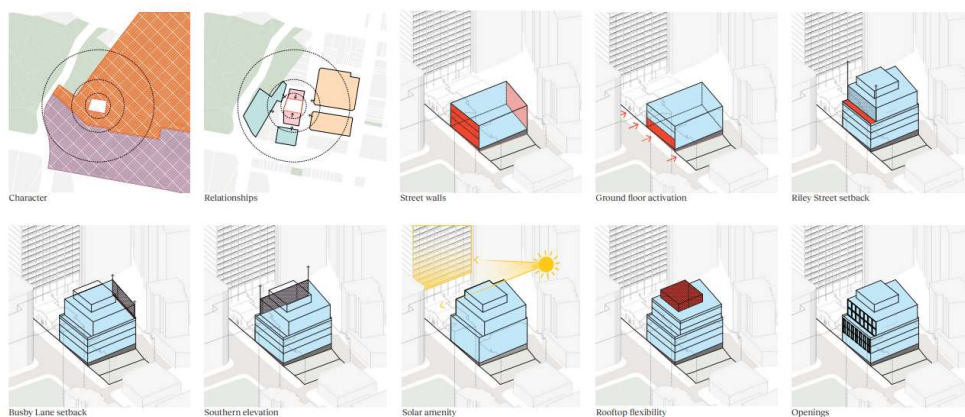


Figure 53 – Design development. The image above demonstrates the process for developing appropriate articulation and scale. This diagram illustrates the elements that influence the envelop, within which the reference scheme was developed.

As part of this heritage impact statement the following commentary, based on the reference scheme, has been provided to describe the potential of the proposed envelope being sought in the Planning Proposal.



Figure 54 - Reference design for the Riley Street façade prepared by SJB.

This reference scheme demonstrates a strong podium street wall, clearly articulated to interpret the early allotment pattern and scale of the area and adjacent development.

The more traditional solid to void proportions on the podium are characteristic of the conservation area and are of a more traditional architectural character; with the upper levels still retaining the characteristic masonry construction alongside more contemporary fenestration.

The ability of the podium to provide spaces which support the desired future character of the Cathedral Precinct, specifically in providing an opportunity for use of these spaces to further encourage an arts precinct for example.

The reference scheme contemplates the amenity and security of the area for the commercial users and retail on the ground level, this arrangement would promote the casual surveillance of streets and open space.

5.2 VIEW ANALYSIS

The following views have been sourced from the Design Report. The massing of the proposed envelope has been indicated as a white blocking.

In understanding the further views of the site, it is clear that the surrounding tower development across the top of the Woolloomooloo basin, and specifically immediately behind the subject site dominate views from all further vantage points. There is negligible change to the views from the Domain nor Cook and Phillip Park, with the proposed envelope set well below the existing high rise building forms.

It must be remembered that these images do not include any sense of colour, materiality of detailed articulation of a building; here the envelope is shown in its least flattering light. The reference scheme discussed above demonstrates that in applying specific form, articulation and materiality a specific and nuanced architectural outcome can be achieved.



Figure 55 - View south along Riley Street. The form is read in the context of the multi storey buildings on William Street to the south, outside the conservation area as well as the multi storey buildings within the conservation area on the left hand side of the image.



Figure 56 - View northwest along Riley Street. In this view the southern side of the envelope is prominent, and it is a recommendation of this report that any future scheme should address the materiality and articulation of the building 'in the round'.



Figure 57 - View from the Domain looking south from the Domain.

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Heritage Impact Statement has been prepared in relation to the following impact assessment criteria: the *Sydney Local Environmental Plan (LEP) 2012*, the Sydney Development Control Plan (DCP) 2012 and the New South Wales Heritage Office (now NSW Heritage Division) guidelines, *Altering Heritage Assets and Statements of Heritage Impact*, contained within the NSW Heritage Manual.

6.2 EVALUATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The following assessment is based on the assessment criteria set out in the NSW Heritage Office (now Heritage NSW) publication 'Statements of Heritage Impact', contained within the NSW Heritage Manual. The standard format has been adapted to suit the circumstances of this application.

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

- The character of the adjacent built environment to the south and west is dominated by multi storied high rise buildings, primarily addressing William Street. These structures, along with the 8-storey heritage listed Hasting Deering building to the east of the site, provide the primary visual character and setting for 51 Riley Street.
- The heritage items located on either end of the subject block retain their corner presentations as well as their relationships with the other smaller scaled properties in the street.
- The Planning Proposal responds to the immediate and contemplated future context of the site arising from potentially redefined boundaries of the Woolloomooloo HCA, through the overall envelope and proposed setbacks.
- The proposal retains the scale and form of the existing streetscape by establishing a defined setback to the upper levels of the envelope. The lower levels are built out to the street edge in line with the adjacent buildings, including the heritage items. The levels above are set back allowing the building edge to contribute to retaining a cohesive streetscape scale and form. The upper levels are viewed in the context of the high-rise buildings that form the predominant character of the visual setting for 51 Riley Street.

The following aspects of the planning proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:

- The existing site is wider than the typical smaller historical allotments that are characteristic of the wider conservation area, this combined with additional floors contemplated in the Planning Proposal appear to result in a form which is more in keeping with the later buildings on the southern side of Riley Street. This aligns with the intent of the proposed redefinition of the conservation area boundaries.

6.2.1 DEMOLITION OF A BUILDING OR STRUCTURE (WITHIN A CONSERVATION AREA)

- *Have all options for retention and adaptive reuse been explored?*
- *Can all the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*
- *Is demolition essential at this time or can it be postponed in case future circumstances make it retention and conservation more feasible?*
- *Has the advice of a heritage consultant/specialist been sought? Have the consultant's recommendations been implemented? If not, why not?*

Comment:

The existing building at 51 Riley Street, constructed in the late 1960s and extensively altered and upgraded since that time is categorised as a detracting building within the Woolloomooloo Conservation Area. The proposed demolition of this building resulting from the approval of this Planning Proposal will have a neutral heritage impact.

6.2.2 NEW DEVELOPMENT ADJACENT TO A HERITAGE ITEM AND WITHIN A CONSERVATION AREA (INCLUDING ADDITIONAL BUILDINGS AND DUAL OCCUPANCIES)

- *How is the impact of the new development of the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Comment:

The relationship of the subject site to the nearby heritage items is incidental to the project.

The existing curtilage of the two heritage items that bookend the site is limited to their lot boundaries, with key views of each building limited to those available from Riley Street. Secondary close views are available from the laneway. The proposed envelope does not alter any of the existing key or secondary views of the heritage items.

The proposed envelope has been developed to support the scale and form of the existing streetscape along with providing upper level setbacks for a tower form which is informed by the high rise buildings that form the predominant character of the area. The visual impact of the surrounding high rise structures also arises from the localised topography. Notably the site is in the close vicinity of the eight storey Hastings Deering building, which is available in the majority of views of the site.

Any detailed architectural proposal arising from this Planning Proposal will be assessed against the relevant NSW Heritage Guidelines as part of a future development application submission. A future scheme will need to be able to address all of the questions above and achieve a positive heritage outcome.

6.3 HERITAGE OBJECTIVES OF THE SYDNEY LEP 2012

The Planning Proposal is considered to be acceptable, from a heritage perspective, for the following reasons:

- There will be no change to the appreciation or interpretation to the heritage items in the vicinity of the site.
- The additional height proposed is read in the context of the existing high-rise towers surrounding the site to the south, west and east and which currently form part of views across the Woolloomooloo Conservation Area.
- The additional height will not adversely impact views from the Domain nor Cook and Philip Park as the building will sit well below the existing high-rise structures that feature in views from these vantage points.

The proposal retains the scale and form of the existing streetscape through a defined setback above the lower levels. The lower levels are built out to the street edge in line with the adjacent buildings, including the heritage items. The levels above are set back allowing the building to contribute to retaining a cohesive streetscape scale and form.

The Planning Proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Sydney LEP 2012*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Sydney,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

6.4 HERITAGE GUIDELINES OF THE SYDNEY DCP 2012

The *Sydney DCP 2012* supports the *Sydney LEP 2012* by providing additional objectives and development standards for properties within Heritage Conservation Areas. The proposed development proposal is generally consistent with the heritage objectives of the *Sydney DCP 2012*, which are set out in Section 3.9 of the DCP:

- 01 *Ensure that heritage significance is considered for heritage items, development within heritage conservation areas, and development affecting archaeological sites and places of Aboriginal heritage significance.*
- 02 *Enhance the character and heritage significance of heritage items and heritage conservation areas and ensure that infill development is designed to respond positively to the heritage character of adjoining and nearby buildings and features of the public domain.*

The relevant sections of the DCP are discussed in the tables below:

3.4.2 Cathedral Precinct

PRINCIPLES	COMMENT
<i>(a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.</i>	The key outcomes identified in the Cathedral Precinct Character Statement, set out below, are all supported by the proposal.
<i>(b) Development is to respond to and complement heritage items and contributory buildings within heritage conservation areas, including streetscapes and lanes.</i> Note: Only commercial and retail uses are proposed for the building.	<i>Maintain views over the precinct from surrounding parkland of Cook and Phillip Park and the Domain</i> <i>The area transitions in building height from low to medium scale along Riley Street to taller development along William Street.</i> <i>The area's heritage items, corner pubs and galleries along Cathedral Street contribute to the character.</i> <i>Residential uses are encouraged above ground level, with commercial and retail on the ground level to promote the casual surveillance of streets and open space</i>
<i>(c) Protect the view to St Mary's Cathedral along Cathedral Street</i>	The proposal will make no change to views of St Mary's Cathedral
<i>(d) Maintain sky views over treetops from Cook and Phillip Park.</i>	There will be no change or interruption to sky views over the tree tops from Cook and Phillip Park. The proposal sits below the existing building skyline.
<i>(e) Residential development is encouraged above commercial uses to provide night time activity and a broad market for neighbourhood centre shops.</i>	The development does not include a residential component.
<i>(f) Encourage the redevelopment of vacant sites along Palmer Street and the Eastern Distributor to shape this an important vehicular entry into eastern Sydney.</i>	Not relevant – the site is not vacant.
<i>(g) Maintain the small lot subdivision and built form along Cathedral Street and the north-east side of Crown Street.</i>	The existing site has previously amalgamated smaller lots, however the reference scheme demonstrates that the proposed envelope has the capability to reintroduce a fine grain architectural character which will improve the ability of the current site to interpret the earlier character of the area at street level.

<p><i>(h) Maintain the low scale of development within the centre of the locality and taller buildings located along William Street.</i></p>	<p>51 Riley Street is located on the westernmost edge of the conservation area, immediately adjacent the high-rise development located on William Street. It is also on the upper reaches of the Woolloomooloo basin. For this reason, the additional height does not impact any appreciation of the centre of the conservation area.</p> <p>The scale of the conservation area encompasses the majority of the Woolloomooloo basin, the location of the subject site on the westernmost boundary of the conservation area results in the immediate context of the site being the high rise buildings beyond the HCA towards William Street.</p>
<p><i>(i) Encourage a 3 storey street wall along Riley Street to define the streetscape and provide a transition to taller development along William Street.</i></p>	<p>The proposed stepped form supports the retention of a three-storey wall along the upper portion of Riley Street.</p>
<p><i>(j) Ensure that buildings on the western corner of Riley and Cathedral Streets address the pocket plaza and respect the scale and articulation of buildings on the corner of Cathedral Street.</i></p>	<p>Not applicable</p>
<p><i>(k) Encourage the development of the neighbourhood as a small business, gallery and café precinct.</i></p>	<p>The proposal has the potential to fulfill the intent of these clauses at a future development application stage.</p>
<p><i>(l) Encourage a small arts precinct with the growth of galleries along Cathedral Street.</i></p>	
<p><i>(m) Ensure all development responds to, and complements heritage items and conservation areas.</i></p>	

3.9.5 Heritage items

CONTROLS	COMMENT
<p>Objective <i>(a) Ensure that development in the vicinity of heritage items is designed and sited to protect the heritage significance of the item</i></p>	<p>The site is in the relevant vicinity of three heritage items, two bookending the block facing Riley Street, and one across Riley Street.</p> <p>The 8 storey Hastings Deering building does not contribute to the streetscape containing the subject site as it is</p>

	<p>physically separated and of a distinctly different scale and architectural character.</p> <p>41 Riley Street, Brandt Bros building, is located on the northern end of the block, is three stories high is described as a Federation Warehouse.</p> <p>55-61 Riley Street, Lessey's Garage, has a single storey frontage to Riley Street and is described as an Inter War Art Deco building.</p> <p>Both of these buildings have retained their key architectural features and have been adapted for new uses.</p> <p>The proposal makes no change to how each of the three items in the vicinity are appreciated, viewed or used. It does not alter their ability to contribute to the conservation area, nor, in the case of the two items on the block their ability to add to the fine grain of the streetscape.</p>
<p><i>(3) Alterations and additions to buildings and structures and new development of sites in the vicinity of a heritage item are to be designed to respect and complement the heritage item in terms of the:</i></p>	<p>The proposed building envelope will retain and support the form and scale of the streetscape.</p>
<p><i>(a) building envelope;</i></p>	
<p><i>(b) proportions;</i></p>	
<p><i>(c) materials, colours and finishes; and</i></p>	<p>A future development application will detail a specific scheme for the site.</p> <p>It should be noted that the reference scheme prepared by SJB demonstrates that a sensitive design solution can be achieved in terms of fenestration proportions and sympathetic materiality. The opportunity to provide a more appropriate façade design in this location can replace a Detracting building with one that is neutral, if not Contributory.</p>
<p><i>(d) building and street alignment.</i></p>	<p>The proposed podium will retain the existing building and street alignment to Riley Street and Busby Lane.</p>

<i>(4) Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</i>	The proposal retains the existing boundary alignments, with no change to how the heritage items in the vicinity are viewed or appreciated.
<i>(a) providing an adequate area around the building to allow interpretation of the heritage item;</i>	
<i>(b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</i>	
<i>(c) protecting, where possible and allowing the interpretation of archaeological features; and</i>	
<i>(d) Retaining and respecting significant views to and from the heritage item.</i>	There are no changes to the key and secondary views of the heritage items in the vicinity.

3.9.6 Heritage conservation areas

CONTROLS	COMMENT
<i>(1) Development within a heritage conservation area is to be compatible with the surrounding built form and urban pattern by addressing the heritage conservation area statement of significance and responding sympathetically to:</i>	The proposal is sited in an urban context, without landscape features. Views to and from the site are limited by the surrounding development, topography and road network layout.
<i>(a) topography and landscape;</i>	
<i>(b) views to and from the site;</i>	There are no changes to the subdivision pattern, layout or front and side setbacks as they relate to the existing development. The additional floors have proposed setbacks at the upper levels.
<i>(c) significant subdivision patterns and layout, and front and side setbacks;</i>	
<i>(d) the type, siting, form, height, bulk, roofscape, scale, materials and details of adjoining or nearby contributory buildings;</i>	
<i>(e) the interface between the public domain and building alignments and property boundaries; and</i>	The current proposal aims to establish a new built envelope. Following this a detailed architectural response would be prepared for the site and at this stage a resolved architectural response will be provided for consideration. At that time detailed articulation, materials and the visual and physical interface with the public domain will be developed.
<i>(f) colour schemes that have a hue and tonal relationship with traditional colour schemes.</i>	
<i>(2) New infill buildings and alterations and additions to existing buildings in a heritage conservation area are not to be designed as a copy or replica of other buildings in the area, but are to complement the character of the heritage conservation area by sympathetically responding to the matters identified in (1)(a) to (e) above.</i>	The proposed envelope envisages a sympathetic, contemporary building for the site. The reference scheme prepared by SJB demonstrates the ability of the envelope to support such a response.

<p><i>(3) Infill development is not to include garages and car access to the front elevation of the development where these are not characteristic of the area.</i></p>	<p>The proposal does not include garages or car access off the Riley Street frontage.</p>
<p><i>(4) Development within a heritage conservation area is to be consistent with policy guidelines contained in the Heritage Inventory Assessment Report for the individual conservation area.</i></p>	<p>Section 4.4 of this report identifies and discusses the Principles for the Cathedral Street precinct within the City East area. (DCP Section 2 2.4.2) These principles underpin the DCP guidelines which address conservation area.</p>

3.9.9 Detracting buildings

The subject site is graded as a **Detracting** building within the Woolloomooloo Conservation Area by the City of Sydney.



Figure 58 - 51 Riley Street, Woolloomooloo

CONTROLS	COMMENT
<p><i>C1 Development on sites containing detracting buildings is to improve the contribution of the site to the character of the heritage conservation area.</i></p>	<p>The removal of the existing detracting building provides the opportunity to meet this control.</p>
<p><i>C2 Alterations and additions to, or redevelopment of, detracting buildings are to:</i> <i>(a) remove inappropriate elements or features that are intrusive to the heritage significance of the heritage conservation area; and</i> <i>(b) respect the prevailing character of the area and street in terms of bulk, form, scale and height.</i></p>	<p>The removal of the existing building at 51 Riley Street contemplated by the Planning Proposal provides the opportunity to design a site specific building in the future that respects the prevailing character on this western edge of the Woolloomooloo Conservation Area.</p>

7.0 RECOMMENDATIONS AND CONCLUSION

7.1 RECOMMENDATIONS

The following recommendations have been made to inform future detailed design thinking for the site. These recommendations are included here to ensure that any future proposal is aware of those aspects of the site which should be taken into account and guide decision making.

R1 – Characteristic Scale and Proportion

- Recapture an appreciation of the original allotment layout and fine grain proportion of the earlier traditional building forms
- Provide an articulated façade ‘in the round’ which interprets a scale and proportions which are sympathetic to the character of the Woolloomooloo Conservation area

R2 – Heritage Relationships & Materiality

- Maintain sympathetic visual relationships with the heritage items in the vicinity through the use of appropriate materials so as to maintain appropriate visual setting for these items.

7.2 CONCLUSION

The proposed changes to the *Sydney LEP 2012* and the *Sydney DCP 2012* contemplated in this Planning Proposal for an altered development envelope on the property at 51 Riley Street, Woolloomooloo, will have an acceptable impact on the heritage significance of the Woolloomooloo Conservation Area and heritage items in the vicinity.

All existing views to and from the heritage items in the vicinity, and the character of Woolloomooloo Conservation Area will be retained.

The proposal aligns with the intent of the redefining of the Woolloomooloo conservation area boundaries currently under consideration.

The proposal retains the scale and form of the existing streetscape by establishing a defined setback above the podium. The lower levels are built out to the street edge in line with the adjacent buildings, including the heritage items. The levels above are set back allowing the building edge to contribute to retaining a cohesive streetscape scale and form. The upper levels are viewed in the context of the high rise buildings that form the predominant character of the visual setting for 51 Riley Street.

A future development application would at that time proposed a detailed architectural solution for the site which would propose specific building form, articulation and materiality. The recommendations of this report would inform the future approach to the design of any building. The potential heritage impact of that building would be assessed for potential heritage impact at that time and form part of a future development application for consideration by City of Sydney Council.

The outcome of this Planning Proposal is consistent with the heritage objectives of the *Sydney LEP 2012* and the Sydney DCP 2012. In our view, the consent authority should have no hesitation, from a heritage perspective, in approving this application.



Samantha Polkinghorne
Director
NBRS