

Attachment A5

Heritage Impact Statement

URBIS

HERITAGE IMPACT STATEMENT

232-240 Elizabeth Street,
Surry Hills

Prepared for
CANDALEPAS ASSOCIATES
20 February 2024

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EXECUTIVE SUMMARY

Urbis has been engaged by Candalepas Associates to prepare the following Heritage Impact Statement (HIS) for 232-240 Elizabeth Street (subject site).

The subject site is not identified as an item of heritage significance or within any identified Heritage Conservation Areas (HCA). However, the subject site is located within the vicinity of several items which are listed on the Sydney Local Environmental Plan (Sydney LEP) 2012 and the State Heritage Register as identified in Section 4.2 of this report.

The site contains three separate legal lots with several buildings dating from the Victorian period. However, significant features of these earlier Victorian buildings such as terraced balconies, openings and façade finishes were removed in the early 20th Century. The site is currently used as a hostel with retail tenancies on the ground floor. The Planning Proposal seeks to amend the Sydney LEP 2012 and Sydney DCP 2012 to include site specific controls for 232-240 Elizabeth Street, Sydney.

The proposed amendments to the Sydney LEP 2012 would permit the following where no residential or serviced apartment uses are proposed:

- An increase in the maximum permissible FSR from 5:1 to 7:1.
- An increase in the maximum permissible building height from 35m to 36.02m (at RL 47.05) to accommodate rooftop equipment and lift overruns.

An indicative concept design has been prepared by Candalepas Associates and included within the Urban Design Study that accompanies this Planning Proposal. It demonstrates that a building of high quality could be achieved within the proposed building envelope. This design also shows demolition of the existing buildings for the construction of a multi-storey mixed-used construction. Further details of the proposed works are included in Section 1.5. This HIS has been prepared to assess the significance of the buildings on the subject site and determine the potential impact of the Planning Proposal on the heritage items in the vicinity.

The subject site (comprising several late 19th Century buildings) does not contain any heritage items. It is assessed that the subject site does not meet the threshold for heritage listing. The late Victorian residential structures are a common typology within the area, they are significantly stripped examples of their style and have undergone significant external and internal alterations such that their associations with the Victorian period is no longer clear. While the Federation Free Style façade of 232-236 Elizabeth Street has some components which are characteristic of the style, it is very late example of the style. As demonstrated in the comparative analysis set out in this report it is a modest expression of the style, likely due to its construction during a transitional period. The later building facades are also clear additions to the earlier principal building forms which are still visible to the rear, the buildings are therefore not well resolved or generally good examples of any style. The buildings have no relationship with the scale or character of the buildings in their context, and therefore do not contribute to a significant or consistent streetscape. Accordingly, the demolition of the existing buildings is acceptable from a heritage perspective.

This HIS supports a Planning Proposal, as such no physical works are proposed as part of this application. Notwithstanding, a detailed impact assessment of the proposed works has been undertaken in Section 5 of this report to determine the potential heritage impact of the proposed works as a result of the type of development that would be facilitated by the Planning Proposal. The concept design as provided by Candalepas Associates has been assessed to have no detrimental heritage impact on the significance of the heritage items in the vicinity. Key aspects of the proposal assessment are listed below:

- No physical works are to be undertaken as a result of this Planning Proposal. However, the concept design provided by Candalepas Associates is suggestive of the type of sympathetic development that could result from the Planning Proposal. The indicative multi-storey building is consistent with the existing development pattern within the area (including character and scale). Conversely, the existing buildings are of a notably different scale and character than the existing buildings that define their visual context. The replacement of the existing buildings, as shown in the concept design, would, therefore, not disturb the present streetscape character, which defines the setting of the heritage items.
- The concept scheme shows an increase in building height. It is assessed that this would not detrimentally impact any identified significant views or settings of the heritage items within the vicinity. Several buildings of equal or greater height than the indicative works are adjacent to the site along Elizabeth Street. Additionally, all the surrounding heritage items are at a sufficient distance and/or

concealed from the subject site by existing development, confirming that new works would not engender heritage impact.

- While the indicative building would increase the size of the built footprint, it would not infringe on any of the vicinity heritage items' curtilage. The zero setbacks of the design would be in keeping with the setbacks of contemporary development in the area.
- The allowance of a through-site link between Reservoir Street and Foster Lane would permit a visual distinction between the new works and the early 20th Century building to the rear.
- The concept design offers a building designed by an award-winning architect with demonstrated experience in sympathetically introducing new development in heritage contexts. The building is well-resolved and adopts elegant detailing and materiality.
- The indicative design provides appropriate solutions for materials and finishes such as off-form concrete, glass and stainless steel. These are considered an appropriate response to the surrounding streetscape character. Additionally, the solid-to-void ratio of the concept building, featuring predominately void, would lessen the appearance of bulk.
- The development facilitated by this Planning Proposal would be constructed above a 19th century sewer which, although not listed, connects to the Bondi Ocean Outfall Sewer which is listed on the Sydney Water Section 170 Conservation Register. It is understood that preliminary investigations have been undertaken at this stage to ensure that the future development has the potential to have no impact on the sewer. A minimum clearance requirement has been established which in principal would ensure that there is no physical impact. It is understood that the future development would be subject to approval from Sydney Water to ensure no impacts on their assets and therefore no impact on heritage fabric. A Specialist Engineering Assessment 'SEA' has not been completed at this stage. It is a recommendation of this report that, in order to demonstrate that no physical heritage impacts would be generated, the assessment is completed as part of the Detailed DA as a Condition of the Consent.
- The Planning Proposal would allow for development that would improve the presentation of the subject site and will positively impact the character of the area generally and, therefore, the setting of the heritage items.

For the reasons stated above, the Planning Proposal is recommended for approval from a heritage perspective.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Stasia Holdings Pty Ltd to prepare the following Heritage Impact Statement (HIS) for 232-240 Elizabeth Street, Surry Hills (subject site).

The subject site is not identified as an item of heritage significance or within any identified Heritage Conservation Areas (HCA). However, the subject site is located within the vicinity of several items of local (Sydney LEP 2012) and state significance.

The site contains three lots with several buildings dating from the Victorian period. However, significant features of these earlier Victorian buildings, such as terraced balconies, openings and façade finishes, were removed in the early 20th Century. The site is currently used as a hostel with retail tenancies at the ground floor. The Planning Proposal seeks to amend the Sydney LEP 2012 and Sydney DCP 2012 to include site-specific controls for 232-240 Elizabeth Street, Sydney.

The proposed amendments to the Sydney LEP 2012 would permit the following where no residential or serviced apartment uses are proposed:

- An increase in the maximum permissible FSR from 5:1 to 7:1.
- An increase in the maximum permissible building height from 35m to 36.02m (at RL 47.05) to accommodate rooftop equipment and lift overruns.

An indicative concept design has been prepared by Candalepas Associates and included within the Urban Design Study that accompanies this planning proposal. It demonstrates that a building of high quality could be achieved within the proposed building envelope. This design also includes the demolition of the existing buildings for the construction of a multi-storey mixed-use construction. Further details of the proposed works are included in Section 1.5. This HIS has been prepared to determine the potential heritage impact of the Planning Proposal on the significance of the heritage items in the vicinity.

1.2. SITE LOCATION

The subject site is located at 232-240 Elizabeth Street within the local government area (LGA) of the City of Sydney. The site is legally described as Common Property Title, Strata Plan 1379 (232-236 Elizabeth Street) and Lots 1-7 of Deposited Plan 779385 and Lot 1 of Deposited Plan 664653 (238-240 Elizabeth Street).



Figure 1 – Locality map with the subject site outlined in red.

Source: SIX Maps, 2022

1.3. METHODOLOGY

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

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

1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Cecelia Heazlewood (Consultant). Alexandria Cornish (Associate Director) has reviewed and endorsed its content.

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

1.5. THE PROPOSAL

As discussed above, the Planning Proposal seeks to amend the Sydney LEP 2012 and Sydney DCP 2012 to include site-specific controls for 232-240 Elizabeth Street, Sydney.

The proposed amendments to the Sydney LEP 2012 would permit the following where no residential or serviced apartment uses are proposed:

- An increase in the maximum permissible FSR from 5:1 to 7:1.
- An increase in the maximum permissible building height from 35m to 39.12m (at RL 50.330) to accommodate rooftop equipment and lift overruns.

An indicative concept design has been prepared by Candalepas Associates and included within the Urban Design Study that accompanies this planning proposal. It demonstrates that a building of high quality could be achieved within the proposed building envelope. The indicative concept design envisions demolishing the existing buildings for the development of a 10-storey commercial building with ground-floor retail tenancies and a through-site link connecting Foster Lane and Reservoir Street. It includes the excavation of three basement levels with access via a car lift and driveway off Reservoir Street.

Urbis has been provided with drawing documentation prepared by Candalepas Associates. This HIS has relied on these plans for the impact assessment included in Section 5. Extracts of the proposed plans are also provided overleaf. Full-size plans should be referred to for detail.

Table 1 Provided Plans

Author	Drawing Name	Revision	Date
Candalepas Associates	BASEMENT 1 PLAN	C	January 2024
Candalepas Associates	GROUND FLOOR PLAN	C	January 2024
Candalepas Associates	TYPICAL FLOOR PLAN L1, L2, L4, L6	C	January 2024
Candalepas Associates	TYPICAL FLOOR PLAN L3, L5, L7	C	January 2024
Candalepas Associates	FLOOR PLAN - L8	C	January 2024
Candalepas Associates	FLOOR PLAN - L9	C	January 2024
Candalepas Associates	WEST ELEVATION - ELIZABETH STREET & MATERIALS	C	January 2024

Candalepas Associates	SOUTH ELEVATION - RESERVOIR STREET & MATERIALS	C	January 2024
Candalepas Associates	SECTION AA	C	January 2024
Candalepas Associates	SECTION BB	C	January 2024



Figure 2 – Proposed West Elevation – Elizabeth Street

Source: Candalepas Associates, 2024



Figure 3 – Proposed Elevation – Reservoir Street

Source: Candalepas Associates, 2024

2. SITE DESCRIPTION

The following sub-sections have been adapted from the Heritage Impact Statement prepared by Heritage 21 for 232-240 Elizabeth Street, Surry Hills.

2.1. SITE SETTING

The subject site is located at 232-240 Elizabeth Street. The subject site contains two allotments and is legally described as the following:

Table 2 Legal Descriptions of Subject Site

Street Address	Legal Description
232-236 Elizabeth Street	Common Property Title, Strata Plan 1379
238-240 Elizabeth Street	Lots 1-7 of Deposited Plan 779385 and Lot 1 of Deposited Plan 664653

The buildings to the rear of 238-240 Elizabeth Street were once identified as separate allotments, 40-44 Reservoir Street, Surry Hills. However, they are now generally considered to fall under the address 238-240 Elizabeth Street.

Elizabeth Street is a major thoroughfare in Sydney City, providing access between Circular Quay and south Sydney. The subject site is located on the eastern side of Elizabeth Street. The street has a mixed building context comprised of a mixture of residential and commercial buildings. These buildings range from Victorian two-storey structures to contemporary multi-storey structures. A nine-storey building constructed in the 20th Century is located adjacent to the northern boundary of the subject site. The site is a corner block with Reservoir Street denoting the site's southern border and separating it from the multi-storey building to the south. The western side of Elizabeth Street is dominated by a large sandstone wall which forms part of the Central Railway track network, and some landscaping along the road verge, which presumably forms part of the Belmore Park landscaping according to the heritage map.



Figure 4 – Aerial view of the subject site outlined in red.

Source: SIX Maps, 2022.

2.2. VIEWS

The subject site is visible from both Elizabeth and Reservoir Streets and from passing trains on the Central Railway track network.

The subject site currently has views to a number of heritage items located in the vicinity, as outlined in Section 1.3. These items include the following:

- Belmore Park grounds, landscaping and bandstand;
- Central Railway Station group, including buildings, station yard, viaducts and building interiors; and
- Former "Silknet House", including interior.

There are currently no views between the subject site and the Edwards & Co Warehouse (I1571), however, there is the potential that views would be created if the building located on the subject site was of a larger scale.

The current views between the heritage items, which are located within the vicinity of the subject site, are limited with no views currently existing between the two former warehouses (I1571 and I1545). There are some limited views between the Former "Silknet house" (I1572) and heritage items (I825 and I824), however, these are of low significance. Similarly, there are some existing views between the Edwards & Co Warehouse (I1545) and heritage items (I825 and I824), however, these views are primarily along Foster Street and do not encompass the subject site.

2.3. SITE DESCRIPTION

The subject site is made up of a series of allotments. Historical research included in Section 3.2 indicates that five separate Victorian terraces were originally located on-site and used for boarding houses/accommodation. Some of the general structure and rear wings of these earlier buildings remains. However, they have been significantly stripped of their detailing.

The buildings are currently used for a mixture of temporary accommodation and retail tenancies. Both buildings presenting to Elizabeth Street are used as a hostel with various retail spaces at the ground floor. Similarly, the buildings presenting to Reservoir Street have ground-floor retail tenancies, with the upper levels owned and used by the hostels as part of the roof terrace.

The three-storey buildings present to Elizabeth Street as two separate properties due to the two distinctive facades. The northern property (232-236 Elizabeth Street) has a brick façade, detailed in the Federation Free Style. A decorative parapet characterises it, featuring painted pilasters and a consistent fenestration pattern with openings and windows dating to the Federation period. The architectural style of the façade is typical for Federation commercial buildings. A contemporary box awning separates the upper façade from the three contemporary ground-level shopfronts. As indicated above, while the façade of this building dates from the Federation period, the main building structure appears to date from the late Victorian era.

The southern property (238-240 Elizabeth Street) extends around the corner and into Reservoir Street. It consists of a hipped roof with a plain façade, typical of a modest Victorian structure, which appears to have been modified both above and below the box awning. The façade of this building features both contemporary and early window openings with contemporary aluminium framed windows.

Along Reservoir Street, the subject site presents to the street as four separate buildings. The first property is a continuation of the three-storey property which also presents to Elizabeth Street. The second property is a simple single-storey construction that may have been a later infill building. The last two properties are double-storey Victorian commercial buildings. As discussed, this building has a residential level above. The façade maintains some original features. However, modifications to the facade appear to have occurred on both the ground and upper levels.

The rear of the site indicates the service wings and outbuildings of the Victorian buildings, albeit modified and in poor condition. A rear yard (accessible via Foster Lane) is used as a dock for goods storage. The hostels also have a combined outdoor terrace at the rear of the site.

Internally, all the buildings have undergone significant alterations following the various owners and tenants on site, with the most discernible contemporary modifications at the ground floor retail tenancies. Many of the ground floor spaces have little remnant early or original fabric with contemporary openings, doors, windows, and general fitout. The upper-level accommodation spaces have also been substantially modified to facilitate the conversion of the building into a hostel, including contemporary room partitions, openings for

passageways between rooms, removal or infill of fireplaces and removal of most original skirting and cornices. However, some original Victorian details remain such as the central timber stairs and some original skirting, cornices and architraves. While most of the roof cladding is contemporary the building at 238-240 Elizabeth Street retains one original chimney stack.



Figure 5 – View of primary façade on Elizabeth Street



Figure 6 – View of secondary façades on Reservoir Street



Figure 7 – View of ground floor retail facades on Elizabeth Street.



Figure 8 – View of ground floor retail facades on Elizabeth Street



Figure 9 – View of ground floor retail facades on Reservoir Street.



Figure 10 – View of ground floor retail facades on Reservoir Street.



Figure 11 – Internal view of retail store on Elizabeth Street.



Figure 12 – Internal view of retail store on Elizabeth Street.



Figure 13 – Internal view of retail store on Reservoir Street.

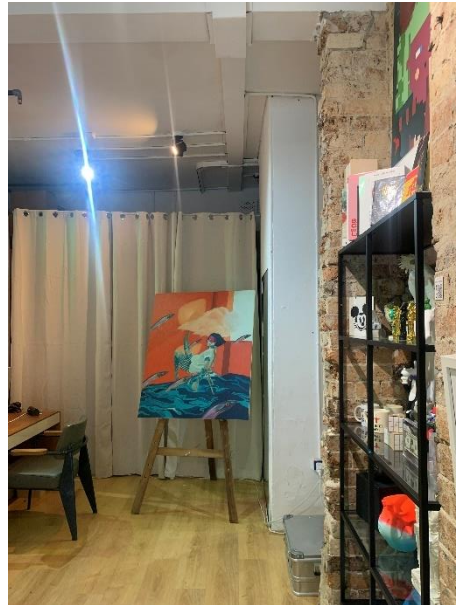


Figure 14 – Internal view of retail store on Reservoir Street.



Figure 15 – Internal view of hostel floors showing rooms.

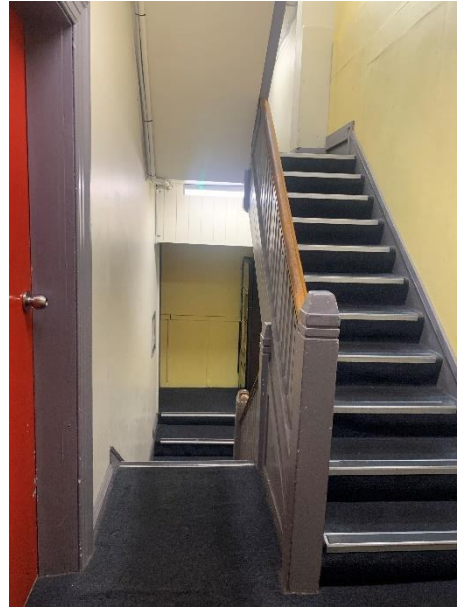


Figure 16 – Internal view of hostel floors showing central stair.

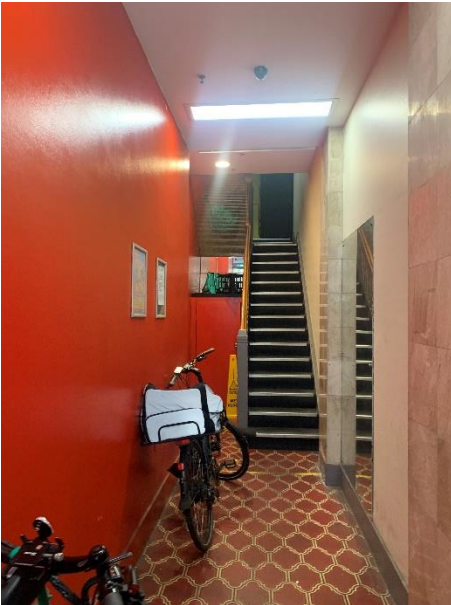


Figure 17 – Internal ground floor of hostel showing access stair to second wing.

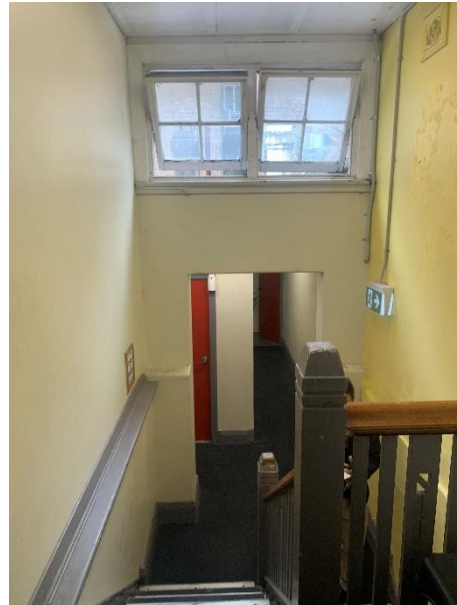


Figure 18 – Detail of hostel from central stair showing rooms and view to roof space.



Figure 19 – View of the hostel roof terrace showing rear of 232-240 Elizabeth Street.



Figure 20 – View of the hostel roof terrace showing views to Reservoir Street.



Figure 21 – Rear dock/service yard accessible via Foster Lane.



Figure 22 – Rear dock/service yard accessible via Foster Lane.

3. HISTORICAL OVERVIEW

3.1. ABORIGINAL OCCUPATION

The following has been extracted from the City of Sydney Council website.

The original Aboriginal inhabitants of the City of Sydney local area are the Gadigal people. The territory of the Gadi (gal) people stretched along the southern side of Port Jackson (Sydney Harbour) from South Head to around what is now known as Petersham. Their southern boundary is the area that now forms the Alexandra canal and Cooks River.

There are about 29 clan groups of the Sydney metropolitan area referred to collectively as the Eora Nation. The 'Eora people' was the name given to the coastal Aboriginal peoples around Sydney. 'Eora' means 'here' or 'from this place'. The Gadigal are a clan of the Eora Nation.

Following the arrival of the First Fleet in 1788, the British encountered Aboriginal people around the coves and bays of Port Jackson. Aboriginal communities here were both generous and combative towards the colonisers. Many places around the harbour remained important hunting, fishing and camping grounds long after Europeans settlement, and continue to be culturally significant today.

Despite the destructive impact of first contact, Gadigal culture survived. As the town of Sydney developed into a city, the Gadigal were joined by other Aboriginal people from around NSW to live, work and forge relationships with the urban Aboriginal community.

Sydney's inner suburbs have long been a magnet for Aboriginal peoples seeking work opportunities, shelter and connections with community and family. The 'big smoke' provided work opportunities shelter and reinforced community connections.

3.2. SITE HISTORY

The subject site is located along Elizabeth Street, named by Governor Macquarie after his wife, Elizabeth Campbell. Elizabeth Street is a major thoroughfare whose character has undergone several changes throughout Sydney's development as a city.

Colonial maps of the subject site indicate that the subject site was once occupied within the vicinity of several early industrial establishments along Elizabeth Street. Notably, a map dated 1843 indicates a designated area for brick kilns to the east of the subject site (Figure 23). Previous archaeological work on adjacent sites has recorded remains of a brick kiln, clay working areas, and lead-glazed pottery assumed to have been locally manufactured.¹ The map also notes the 'Albion Brewery' to the south of the site.² The Albion Brewery was a significant building structure in the area, constructed in c.1826.³

¹ Casey & Lowe, Archaeological Investigation – 19-41 Reservoir Street, Surry Hills. Accessible via pdf: <https://www.caseyandlowe.com.au/pdf/leaflet1.pdf>

² W Henry Wells, Land Surveyor, City of Sydney Map, c.1843, NSW State Library, via: https://digital.sl.nsw.gov.au/delivery/DeliveryManagerServlet?embedded=true&toolbar=false&dps_pid=FL3709191

³ Dictionary of Sydney, 'Albion Brewery', via: https://dictionaryofsydney.org/place/albion_brewery



Figure 23 – 1843 map of Surry Hills and surrounds, approximate location of subject site indicated in red.

Source: City of Sydney Archives, *Detail Plans, 1855: Sheet 21 (01/01/1855 - 31/12/1855)*, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709093>

The subject site is located on a portion of 105 acres granted to Joseph Foveaux on 2 December 1793 by Major Francis Grose.⁴ Foveaux's grant occupied a large area of what is now known as Surry Hills. A neighbouring landowner, John Palmer, purchased Foveaux's Surry Hills grant in 1800 but was later forced to sell the land in 1814 due to financial troubles. Samuel Foster purchased a portion of Palmer's Grant, and this area of Surry Hills was colloquially known as 'Fosterville'.⁵ Following his death in 1819, Foster's daughter Mary and husband, John Samuel Smith, subdivided the land for residential sale.⁶ Reservoir Street, which bounds the subject site to the south, was initially named Gipps Street and was constructed due to the Fosterville Estate subdivision.

⁴ Casey & Lowe, *Archaeological Investigation – 19-41 Reservoir Street, Surry Hills*. Accessible via pdf: <https://www.caseyandlowe.com.au/pdf/leaflet1.pdf>

⁵ *Ibid.*

⁶ *Ibid.*



Figure 24 – 1844 map of early Surry Hills subdivisions including the Fosterville Estate. The approximate location of the subject site is indicated in red.

Source: City of Sydney Archives, City Engineer and City Surveyor's Department, Riley Estate - Woolloomooloo, Darlinghurst & Surry Hills, 1844 (01/01/1844), <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709110>

During the subdivision of Fosterville Estate, the subject site was largely undeveloped compared to the areas located immediately north of the subject site. Maps from the mid-19th Century indicate that there were scarcely built structures on the subject allotments (Figure 25). By 1865, several buildings were constructed on the north side of the corner of Elizabeth and Gipps (now Reservoir) Street (Figure 26). These buildings appear to have a primary frontage to Elizabeth Street with a rear service wing and outbuildings to the rear.

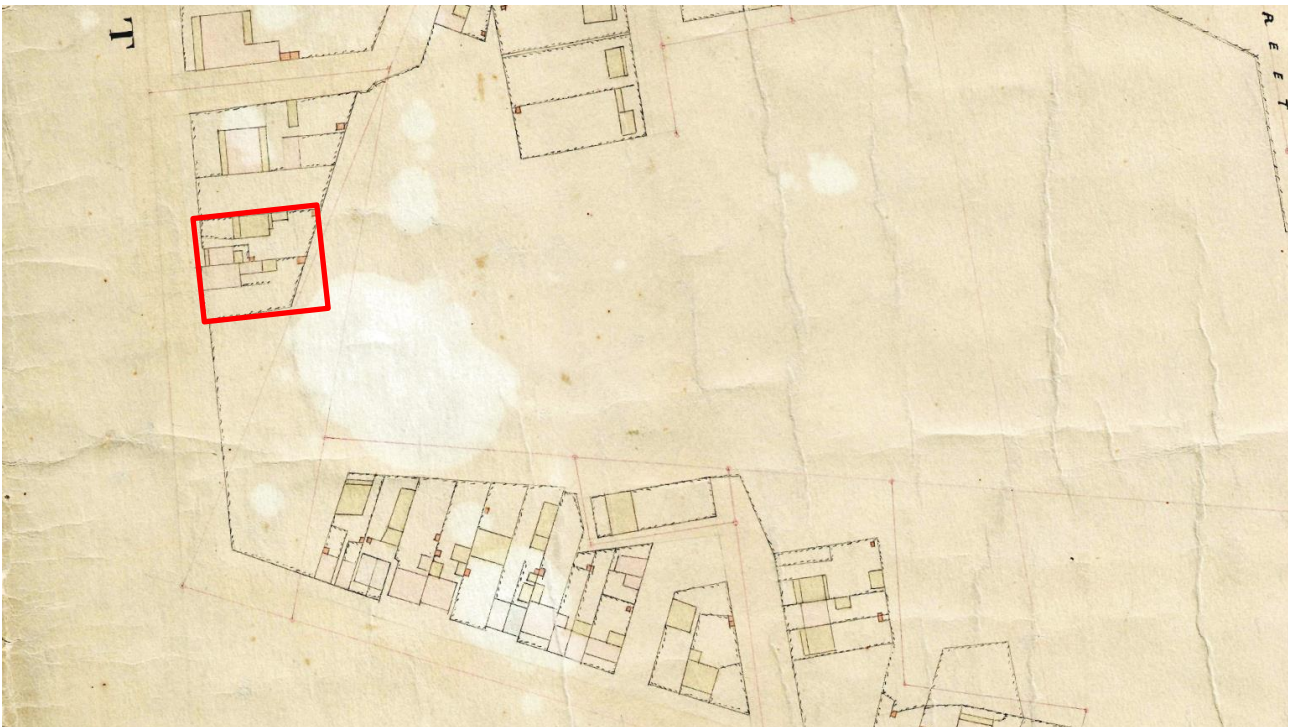


Figure 25 – 1855 survey of the subject area, the approximate location of the subject site is indicated in red.

Source: City of Sydney Archives, Detail Plans, 1855: Sheet 21 (01/01/1855 - 31/12/1855), <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709093>

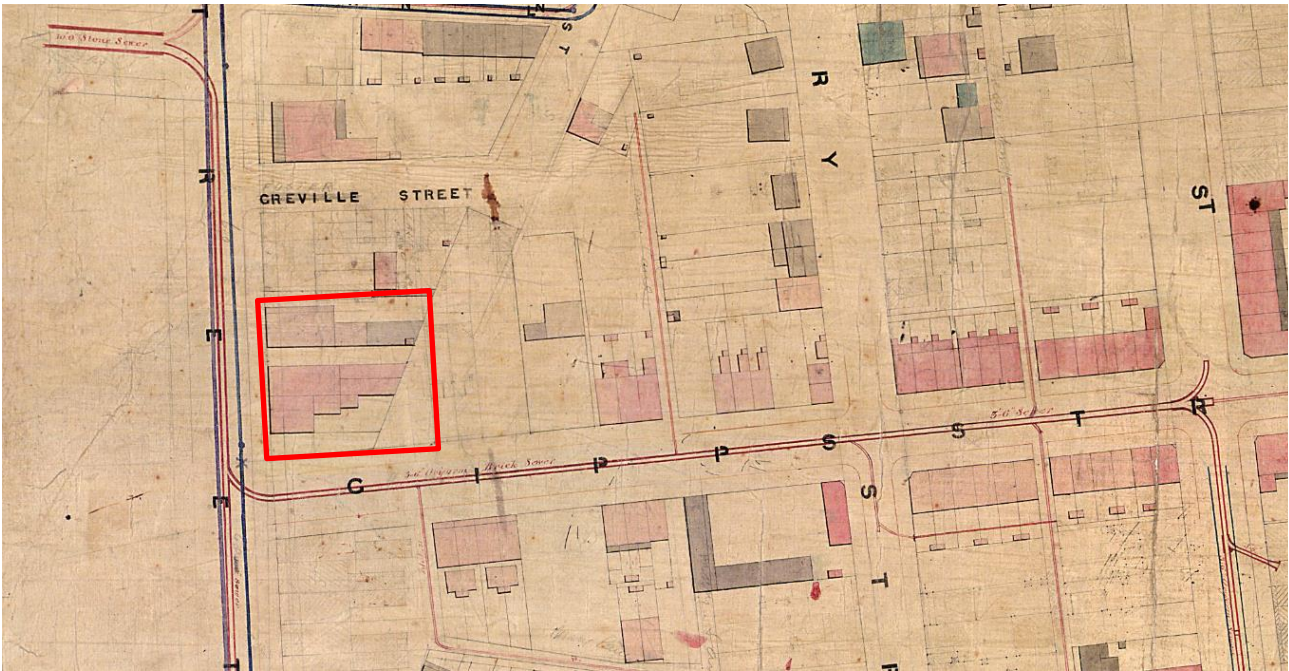


Figure 26 – 1865 survey of the subject area, the approximate location of the subject site is indicated in red.

Source: City of Sydney Archives, *Trigonometrical Survey, 1855-1865: Block J1 (01/01/1865 - 31/12/1865)*, [A-00880390]., <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709317>

Survey maps from the late 19th Century indicate that the site had been developed with residential structures apparent on each allotment.⁷ At this time, 232-240 Elizabeth Street had a frontage to Elizabeth Street, rear service wings, and outbuildings to the rear (east). Similarly, two structures on 40-42 Reservoir Street were much smaller, albeit with a similar footprint and rear service wing. A search of the Sydney Sands Directory reveals that the properties on the subject site had numerous occupants and uses between 1884 and 1900. These searches largely indicated that the site was used as a series of boarding houses with some commercial uses, likely on the ground floor.⁸

Additionally, during the 19th Century and 20th centuries, a large number of Asian migrants arrived in Australia. Many of these migrants in Sydney settled in both Haymarket and Surry Hills and formed 'neighbourhoods'.⁹ It has been evidenced that many of the dwellings along Elizabeth and Reservoir Street were tenanted by Chinese migrants during the early 20th Century.¹⁰ The Sydney Sands directory notes that there were Chinese residents living in the dwelling at 232-242 Elizabeth Street in the early 19th Century, some of which operated a laundry at the premises.¹¹ Archaeological investigations of the heritage item 'Silknet House', adjacent to the subject site, have revealed evidence of this early Chinese occupation of the area.¹²

⁷ Heritage 21, 'Heritage Impact Statement', August 2016, pg.9.

⁸ John Sands Ltd, Sands Sydney, Suburban and Country Commercial Directory, 1900-1930, Via: <https://archives.cityofsydney.nsw.gov.au/>

⁹ Casey & Lowe, Archaeological Investigation – 19-41 Reservoir Street, Surry Hills. Accessible via pdf: <https://www.caseyandlowe.com.au/pdf/leaflet1.pdf>

¹⁰ Ibid.

¹¹ John Sands Ltd, Sands Sydney, Suburban and Country Commercial Directory, 1900-1915, <https://archives.cityofsydney.nsw.gov.au/>

¹² Casey & Lowe, Archaeological Investigation – 19-41 Reservoir Street, Surry Hills. Accessible via pdf: <https://www.caseyandlowe.com.au/pdf/leaflet1.pdf>

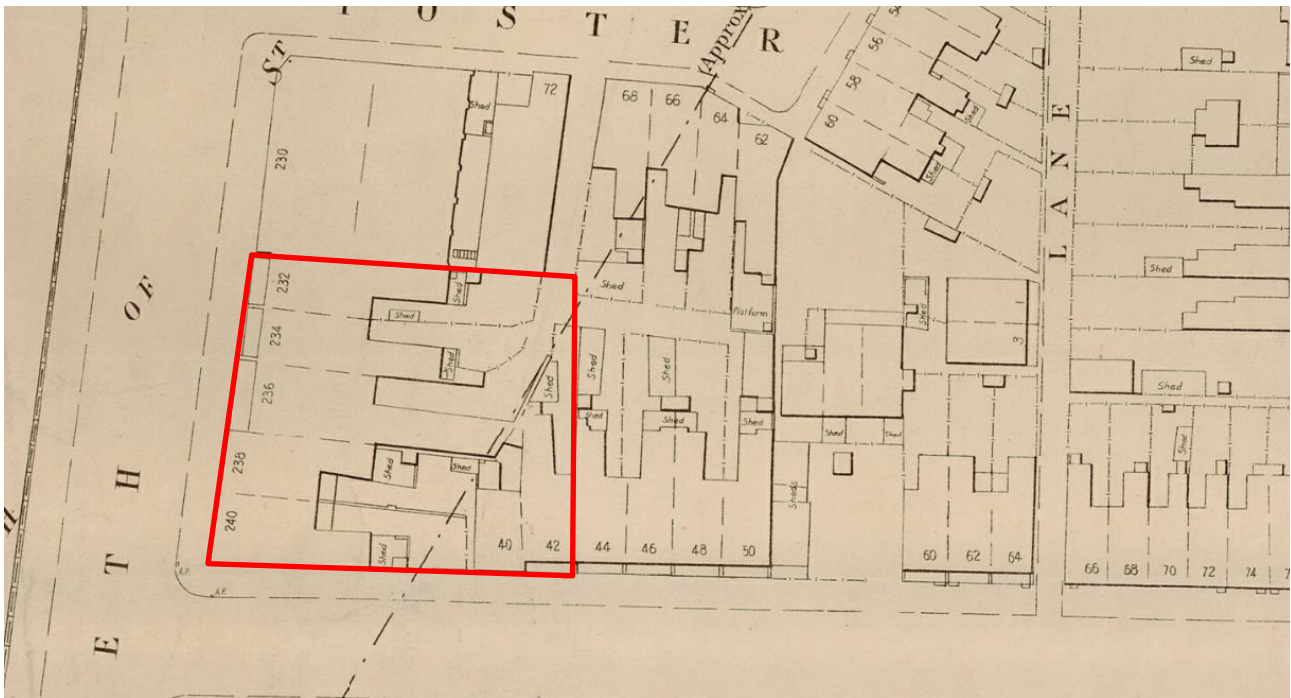


Figure 27 – 1895 survey of the subject site, the approximate location of the subject site is indicated in red.

Source: NSW State Library, <https://collection.sl.nsw.gov.au/record/74VKqv5pXe4b/PRRLQRwr6QOBN>

By the turn of the Century, commercial development along Elizabeth Street appeared to grow. Similarly, several boarding houses and hotels appeared within the vicinity of the subject site, likely due to the proximity to the newly constructed Central Station (c.1906). Historical images from the early 20th Century show the early Victorian buildings on the subject site (Figure 28 & Figure 29). These photographs show several adjoining buildings of varying heights with terraced balconies.

It is indicated on c.1919 architectural drawings that the hotel at 238-240 Elizabeth Street had decorative ground floor shops.¹³ Similarly, architectural drawings c.1920 for updates to the building at 232-236 Elizabeth Street show major alterations to the buildings located on the site (Figure 30). These plans offer a basic layout of rooms on the above floors with access to rear shared bathroom areas. A 1920s aerial of the subject site indicates that both these hotel buildings were three storeys by this time (Figure 31).

In light of the above, it is indicated that the former Victorian buildings on site were significantly altered for use as hotel buildings during the early Federation period. The most discernible changes occurred to the façades which were remodelled to create the appearance of two buildings with one at 232-236 Elizabeth Street and the other at 238-240 Elizabeth Street. Significant features of the earlier Victorian buildings such as terraced balconies, openings and façade finishes were removed during this period.

The key change at this time included the removal of the entire front façade of the terraces at 232-236 Elizabeth Street. The space between the original front façade and the site boundary was infilled with the brick façade which is the remnant façade. The bricks façade appears to have been constructed by 1920 and appears to be a late or transitional example of Federation Free style.

An analysis of the historic photographs and the architectural drawings at Figure 30 reveal that shortly before the later 3 storey façade was constructed, a 2 storey façade was original planned, with the third story of the original terrace remaining partly visible set back from the decorative parapet. It appears that this scheme was abandoned and that a complete removal and replacement of the entire front façade/verandas of the terrace was undertaken.

Building surveys from the 1930s-1940s show that the hotel at 232 Elizabeth Street operated under the 'Windsor Private Hotel' while 238-240 Elizabeth Street was noted as the 'Waratah Private Hotel' (see below). It seems that 40 & 42 Reservoir Street maintained individual small-scale commercial buildings during this

¹³ Elizabeth St (238-240) W Schofield alterations (01/01/1919 - 31/12/1919), [A-00571588]. City of Sydney Archives, accessed 07 Nov 2022, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1448958>

period. Noteworthy owners of the site include well-known Sydney merchants Samuel and Anthony Hordern and former politician Richard Orchard.¹⁴



Figure 28 – c.1900 image of the subject site.

Source: NSW State Library, Redfern Railway Station and Central Railway Station, Sydney, 1871-1920 <https://collection.sl.nsw.gov.au/record/1Dr3ZKy9>



Figure 29 – c.1917 image of the subject site.

Source: National Library of Australia, Belmore Park, construction of the Sydney underground railway, 19 April 1917, <http://nla.gov.au/nla.obj-145535231>

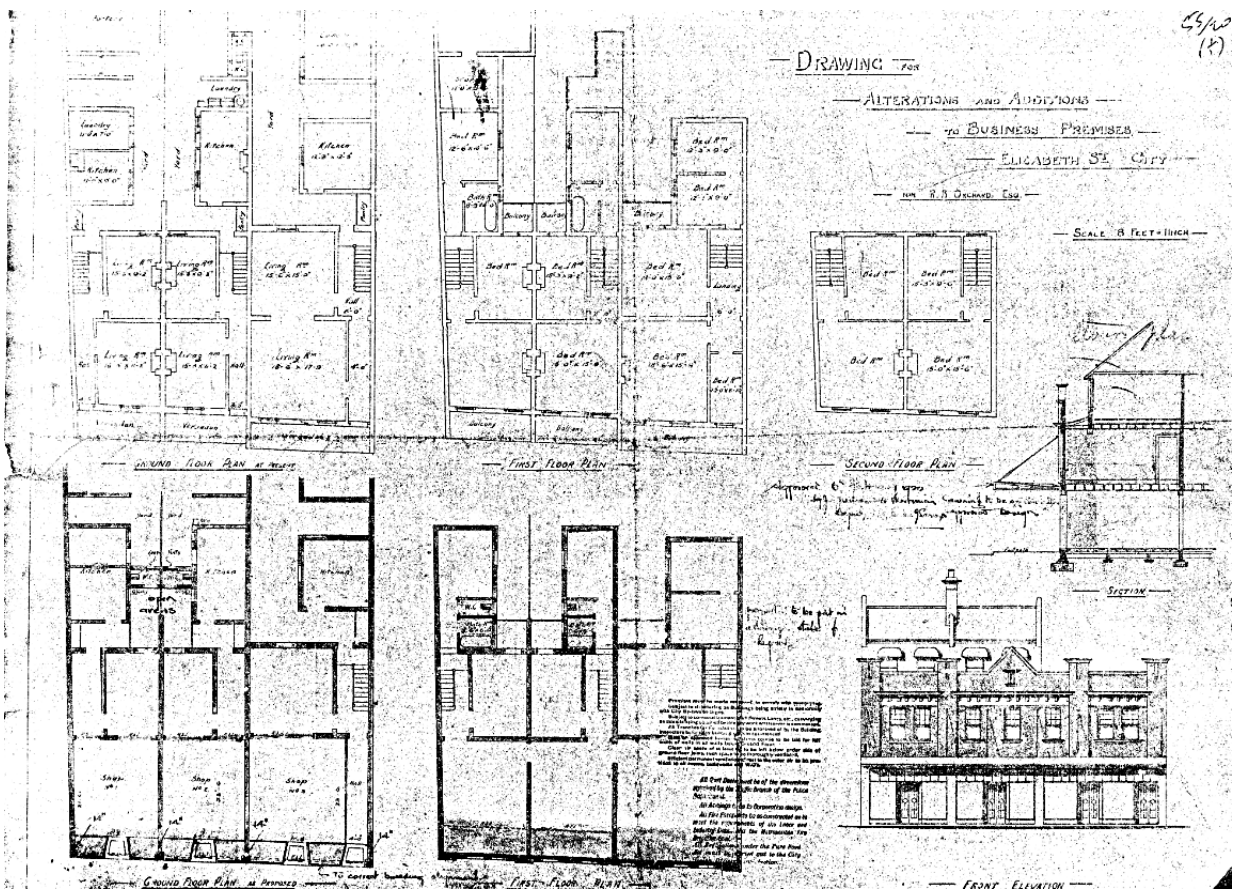


Figure 30 – Architectural drawings for alterations to the existing boarding house at 232-236 Elizabeth Street, c.1920

Source: City of Sydney Archives, Elizabeth St (232-236) W Schofield alterations & additions (01/01/1920 - 31/12/1920). <https://archives.cityofsydney.nsw.gov.au/nodes/view/1718170>

¹⁴ NSW Land Registry Services, Vol Fol 1330 109

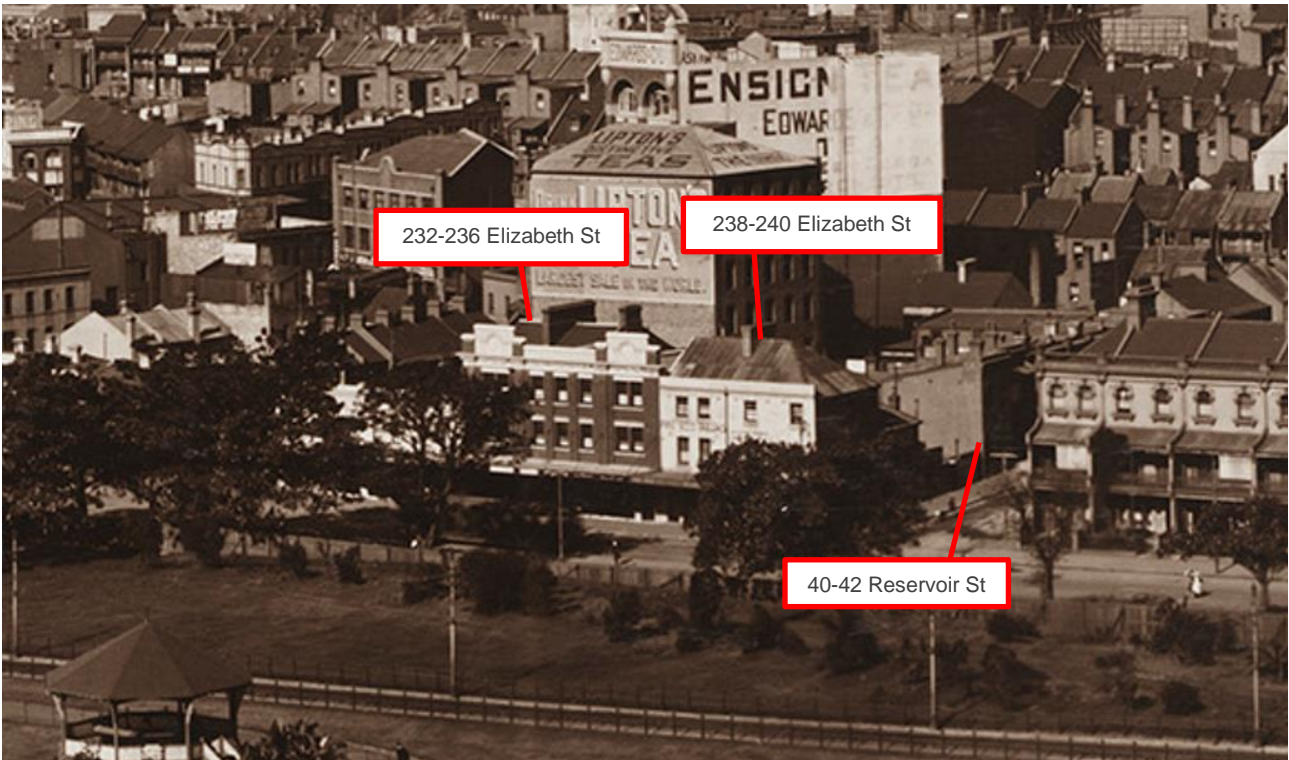


Figure 31 – 1920 image of the subject site, indicated in red.

Source: NSW State Library, Alan Row & Co. *Panorama of Sydney from Central Station Tower, 1920.*

The subject site is evident in a 1953 photograph of Elizabeth Street, which suggests that alterations to sections of the façade have occurred (Figure 34). It also clearly demonstrates that the context of the subject site has been altered, with numerous multi-storey developments being constructed in the vicinity of the subject site since 1953. By the late 1950s - early 1960s, the hotel at 238-240 Elizabeth Street was adapted for commercial use under the name 'Elliotts'. The subject site is currently used for a number of commercial operations that primarily run from the ground floor of the subject buildings. These uses include a backpackers hostel, a restaurant, a café, a laundromat, a grocery store and a jewellery store.



Figure 32 – 1938 survey of the subject site, indicated in red.

Source: City of Sydney Archives - City Engineer's Department, Town Planning Branch, City of Sydney - Civic Survey, 1938-1950: Map 21 - Surry Hills (01/01/1938 - 31/12/1950), <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709286>

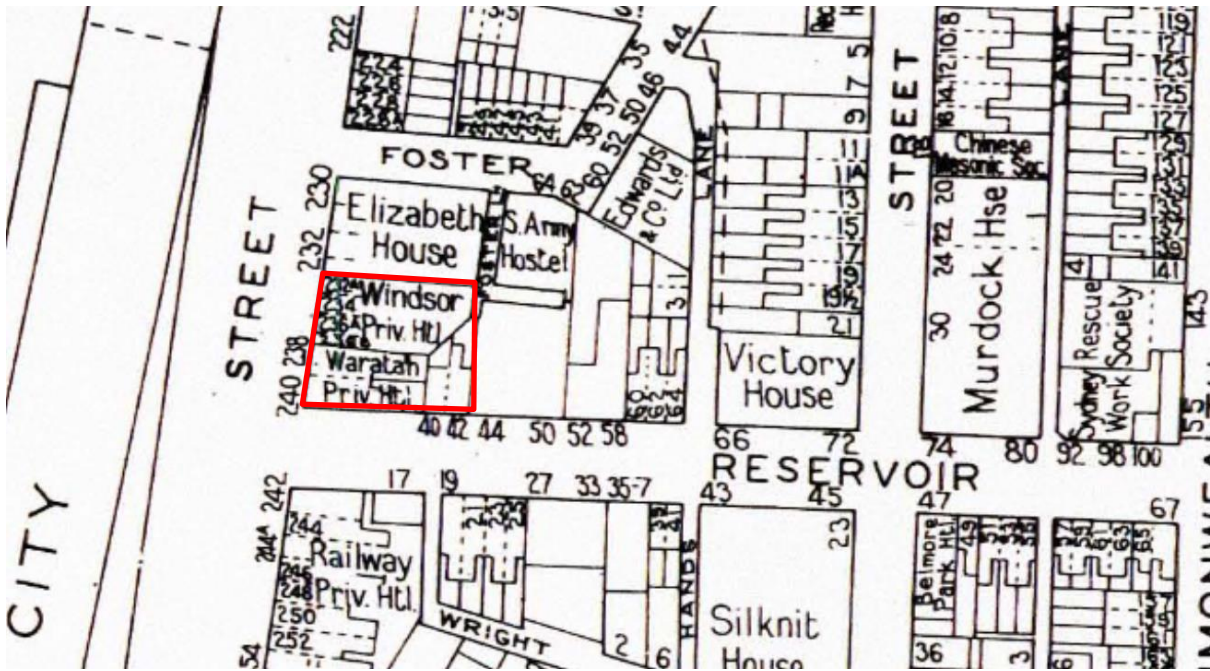


Figure 33 – 1949 survey of the subject site, indicated in red.

Source: City of Sydney Archives - City Building Surveyor's Department, City of Sydney - Building Surveyor's Detail Sheets, 1949-1972: Sheet 10 - Central (01/01/1949 - 31/12/1972), <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709112>.

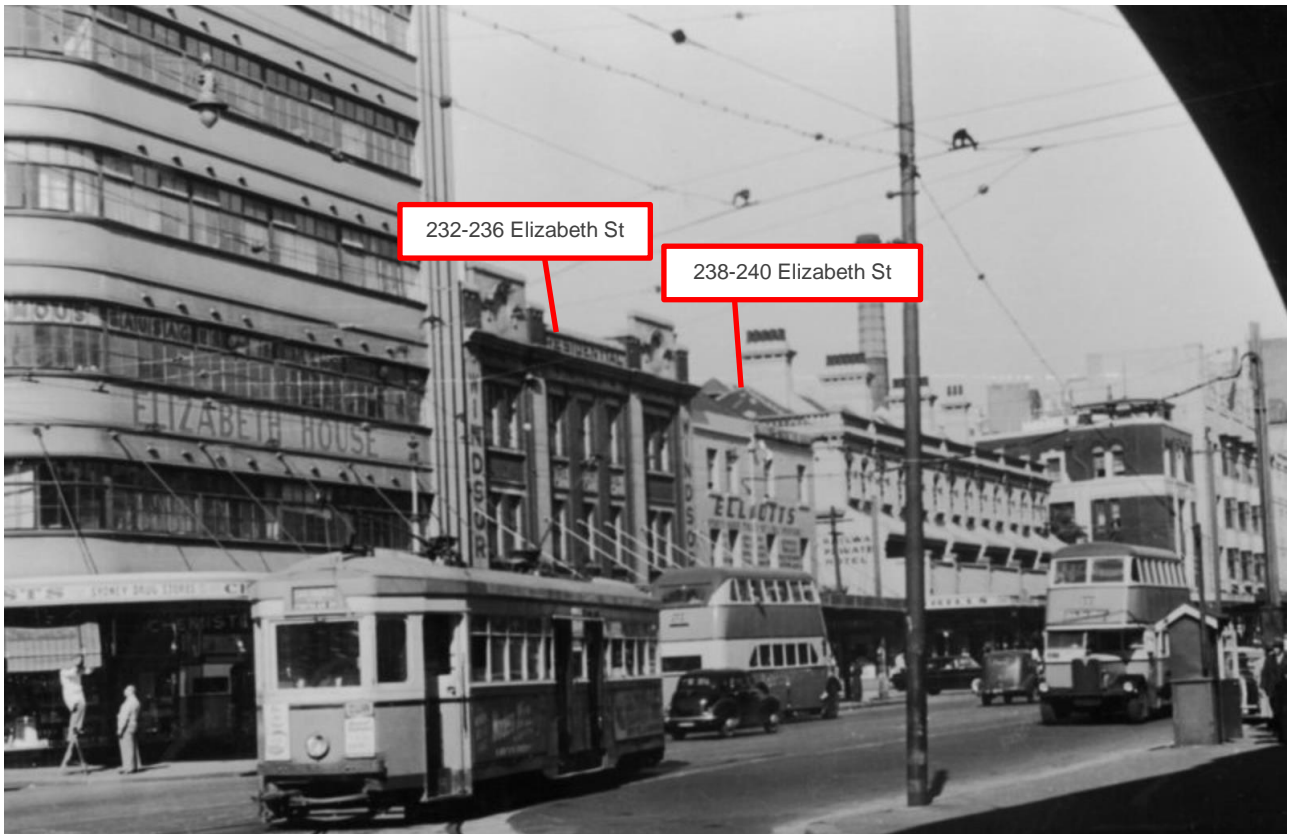


Figure 34 – 1953 image of Elizabeth Street, the subject site is noted in red.

Source: City of Sydney Archives, Tram in Elizabeth Street, Surry Hills, 1953 (01/01/1953 - 31/12/1953), <https://archives.cityofsydney.nsw.gov.au/nodes/view/670495>

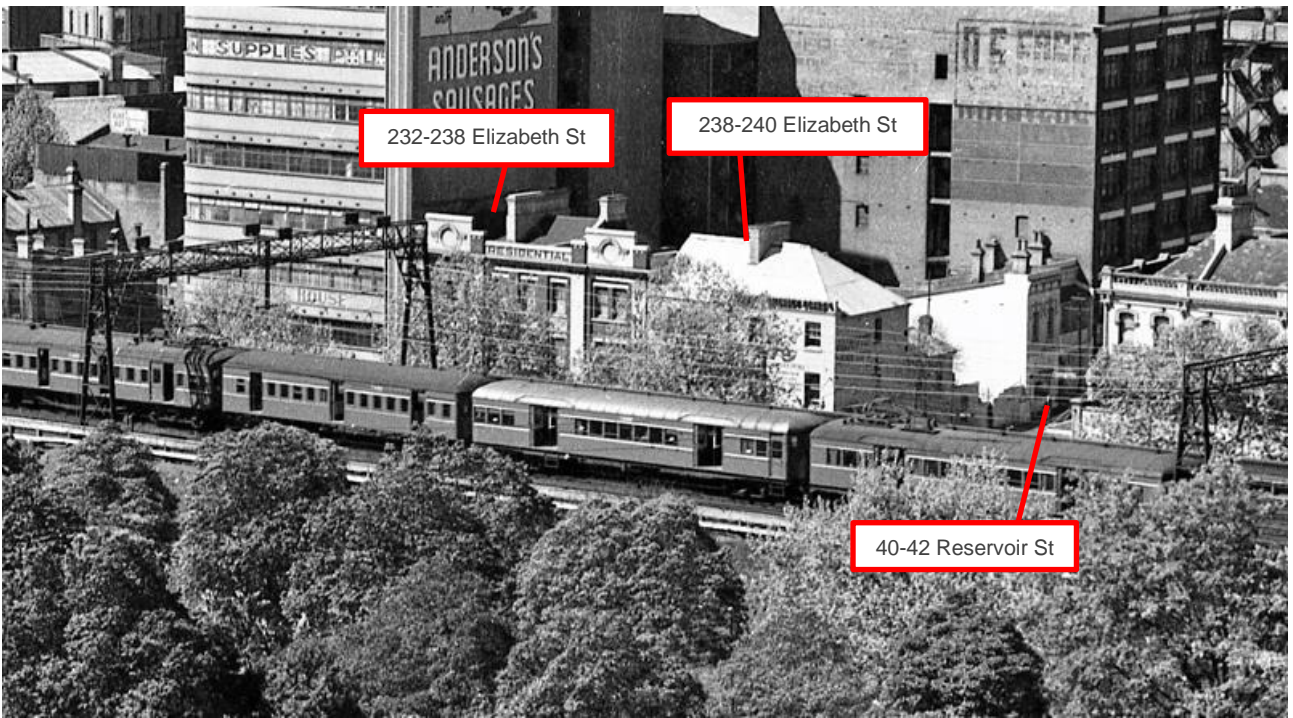


Figure 35 – 1920 image of the subject site, indicated in red.

Source: NSW State Library, Alan Row & Co. Panorama of Sydney from Central Station Tower, 1920



Figure 36 – 1960 image of Elizabeth Street, subject site is indicated in red.

Source: City of Sydney Archives, Buildings in Elizabeth Street (26/08/1960), <https://archives.cityofsydney.nsw.gov.au/nodes/view/579901>



Figure 37 – 1960 image of Elizabeth Street, subject site is indicated in red.

Source: City of Sydney Archives, *Railway Private Hotel, Elizabeth Street Surry Hills, 1960 (26/08/1960)*, <https://archives.cityofsydney.nsw.gov.au/nodes/view/685055>



Figure 38 – 1960s image of ground floor stores at 238 Elizabeth Street.

Source: State Library of Victoria, Jordan, A., *Windsor Private Hotel entrance. 1968.*



Figure 39 – 2001 image of Elizabeth Street.

Source: City of Sydney Archives, Mark Stevens, Noah's City Backpackers Elizabeth Street Surry Hills, 2001 (20/04/2001), <https://archives.cityofsydney.nsw.gov.au/nodes/view/1892359>

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

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

4.2. HERITAGE LISTING

The subject site is not identified as an item of heritage significance, nor does it lie within any identified Heritage Conservation Areas (HCA). However, the subject site is located within the vicinity of several items of local (Sydney LEP 2012) and state significance. The details of these items are included in the table below.

Table 3 Heritage Items in the Vicinity of the Subject Site

Suburb	Item Name	Address	Property Description	Significance	Number
Haymarket	Belmore Park grounds, landscaping and bandstand		Lot 2, DP 868829	Local	1825
Haymarket	Central Railway Station group including buildings, station yard, viaducts and building interiors		Lots 1–3, DP 5771; Lots 1–63, DP 227840; Lots 1 and 2, DP 267889; Lot 12, DP 868831; Lot 11, DP 868834; Lot 32, DP 877478; Lots 12–15 and 18, DP 1062447; Lots 116–118, DP 1078271	State	1824
Surry Hills	Former "Silkknit House" including interior	23-33 Mary Street (and 37 Reservoir Street)	Lots 2 and 4, DP 1097847	Local	11572
Surry Hills	Warehouse "Edwards & Co" including interior	56-60 Foster Street	Lot 13, DP 870519 (SP 51722, SP 54326)	Local	11545

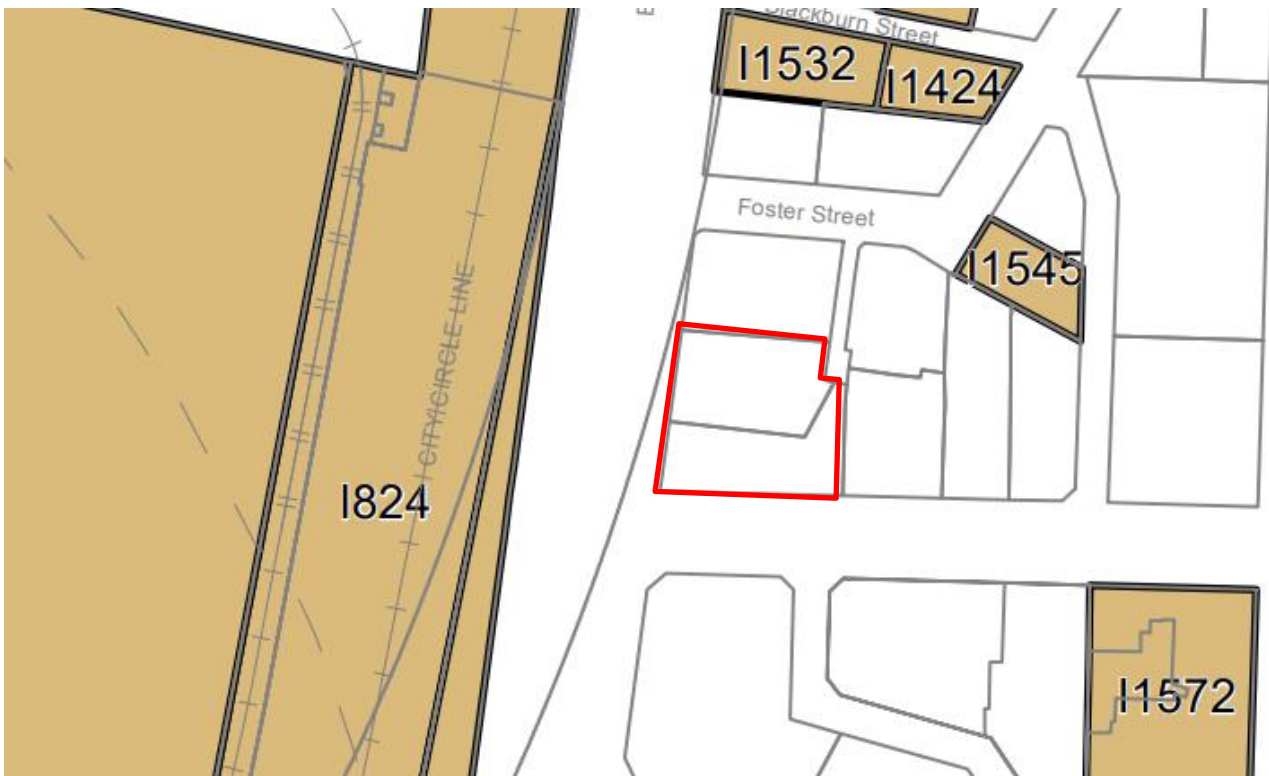


Figure 40 – Heritage Map showing the location of the subject site outlined in red surrounding heritage items within the visual catchment of the subject site are shaded in tan.

Source: City of Sydney Local Environmental Plan 2012, heritage map HER_015

4.3. COMPARATIVE ANALYSIS

4.3.1. Federation Free Style Commercial Buildings

The subject site at 232-240 Elizabeth Street, Surry Hills comprises several Victorian buildings with Federation-era alterations and additions. Historical research undertaken by Urbis indicates that significant features of the Victorian buildings were removed in the early Federation period. Notably, the façade of 232-236 Elizabeth Street was then detailed in a Federation Free Style.



The Federation Free Style (also known as the Free Classical Style) was employed in many civic and commercial buildings in Sydney during the early twentieth century, including pubs, hospitals, educational buildings, train stations and former bank buildings. The Federation Free Style was born out of the issues associated with designing commercial premises using the domestic styles of Federation and Federation Arts and Crafts. The Federation Free Style allowed architecture of domestic styles to feature in larger, public buildings as well.¹⁵ In Australia, much of the Federation Free Classical work came out of the NSW Government Architect, Walter Liberty Vernon. Key features of the Federation Free Classical style include the use of asymmetrical planning and massing, while classical elements were frequently distorted, incomplete, or featured in an unusual context.¹⁶

The City of Sydney LGA contains many examples of late nineteenth/early twentieth century residential/commercial structures, with several comparative examples discussed below with consideration to their architectural characteristics, condition, listings and comparable elements.

¹⁵ *A Pictorial Guide to Identifying Australian Architecture*, Richard Apperly, Robert Irving and Peter Reynolds.

¹⁶ *A Pictorial Guide to Identifying Australian Architecture*, Richard Apperly, Robert Irving and Peter Reynolds.

Table 4 – Comparative analysis – Federation Free Style commercial buildings

Metters Building		
Address	154-158 Elizabeth Street Sydney	
Date constructed	1914	
Architect/s	Robertson and Marks	
Statutory heritage listing/s	NSW State Heritage Register SHR 00732	
Physical description		
<p>Metters Building is a six storey plastered brick and render building of Federation Free Style with a corner oriel window and a central two bay facade surmounted by a high triangular pediment.</p> <p>The tower to the oriel window is missing. An unusual use of a projecting cornice occurs to the oriel window and the end bay which balances it in an asymmetrically manner. The central bays are distinguished by arched windows divided by solid spandrels. At the sixth floor smaller flat arched windows form part of an entablature frieze. At the first floor an entablature is supported by projecting brackets. The facade below the awning has been significantly modified.</p>		
Statement of significance		
<p>The Metters' Building is part of a group of early twentieth-century commercial buildings that have retained a high degree of architectural integrity, sufficient to form a distinctive aesthetic precinct representing the period 1910-1914. The retention of Federation Free Style detailing above the ground floor is significant.</p>		
Comparable elements		
<p>Use of symmetrical bays, decorative pediments, modified shopfront at ground level.</p>		
General comments		
<p>This example is contemporary with the Federation Free Style detailing of 232-236 Elizabeth Street and is located on the same street 350 metres away from the subject site. This State significant building shares few comparable elements with 232-236 Elizabeth Street, with distinctive fenestration patterns and a corner tower showing the range of architectural features included in the Federation Free Style. Generally, 232-236 Elizabeth Street is more closely comparable to smaller Federation Free Style commercial buildings in face brick.</p>		
Johnson's Building		
Address	233-235 George Street, Sydney	
Date constructed	1912	
Architect/s	Walter Liberty Vernon	
Statutory heritage listing/s	NSW State Heritage Register SHR 01554	
Physical description		

Johnson's Building is a six storey Edwardian brick-clad building in the Federation Free Style, notable for its vertical emphasis provided by the narrow pilasters which divide the façade between high narrow windows. The George Street façade is adorned with two storey bay windows under 5th floor semi-circular windows symmetrically placed about a central bay which has a 3 arch arcade to the 5th floor. On either side of this above the bay windows at roof level is a pediment. The splayed corner carries a curved balcony providing access to a flag pole. The Grosvenor Street façade is less decorative with the exception of the large arched entrance incorporating a board of chequered terracotta and sandstone. Sandstone trimmings frame most openings and the high pitched roof of slate is visible behind the pediments.

Statement of significance

Johnson's Building and site are of State heritage significance for their historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

This outstanding Edwardian commercial building with its simple detailing to its imposing facades is a most significant element in the George Street townscape and provides a foil to the extravagant Baroque façade of Royal Naval House. The return along Milson Lane has a variety of openings, with a cat-head system for heavy loads. The shopfront with its awning, and its deeply recessed entries, is typical of the period, and one of the few remaining in original form in Sydney. The building is significant for its long and fascinating association with the Johnson organisation. The whole of the ground floor shop is significant, particularly for its openness and considerable ceiling height, and the spacious qualities of the upper floors, with their bay windows and verandahs, are also of note.


Comparable elements

Use of symmetrical bays, vertical pilasters and decorative pediments with consistent and symmetrical fenestration pattern; use of brick clad façade, modified shopfront at ground level.

General comments

Generally, this State significant building is on a grander scale than 232-236 Elizabeth Street and on a prominent corner lot which contributes to its overall design and use. While there are some comparable built elements in this building, in general 232-236 Elizabeth Street is more closely comparable to smaller Federation Free Style commercial buildings in less prominent locations.

Commercial Building

Address	153 Oxford Street, Darlinghurst	
Date constructed	1882-1912	
Architect/s	Unknown	
Statutory heritage listing/s	Sydney LEP 2012 I406 Local significance	

Physical description

153 Oxford Street is a two storey building, the façade of which demonstrates characteristics of the Federation Free Style.

The shopfront has been extensively modified in the past and has retained little or no apparent original fabric. The awning that extends over the foot path has, however, and includes wrought metal trusses, suspension rods and other structural fabric.

The first floor section has also retained a substantial amount of intact original fabric. It is constructed of face brick and is embellished by dressed sandstone detailing. The design of the façade is symmetrical, contained within two slender brick piers and dominated by a large arched opening that contains an aluminium framed window set with fibro or similar sheeting over it. The opening is emphasised by finely detailed stonework, a stone sill and a decoratively detailed keystone. The wall surface above the opening and below the parapet is finished with what appears to be a painted surface over masonry or tiling. The parapet itself consists of a series of arched openings reminiscent of machicolation above which rises a plain panel of brickwork flanked by small battered sections of brickwork. A stone pediment made up of two raked scrolls is mounted on top of the plain brick panel.

Statement of significance

153 Oxford Street is significant because its façade is representative and characteristic of the Federation Free Style, makes an important visual contribution to this section of Oxford Street and because of its strong visual associations with 151-151A and 159 Oxford Street.

Comparable elements

Symmetrical façade, decorative parapet with arched detailing, use of face brick, highly modified shopfront at ground level.

General comments

This example is approximately contemporary with the Federation Free Style detailing of the façade at 232-236 Elizabeth Street. Though smaller than 232-236 Elizabeth Street, this commercial building is generally a finer example of the Federation Free Style due to its usage of face brick and dressed sandstone embellishments, finely detailed stonework and refined design references to machicolation. The façade is also highly intact and in good repair, with an intact awning.

Additionally, the intact commercial buildings in similar style at 151-151A and 159 Oxford Street enhance the overall significance of this commercial building when viewed as in grouping; the building at 232-236 Elizabeth Street no longer has neighbouring properties with intact facades.

Commercial Building (169-171 Broadway)

Address	169-171 Broadway, Ultimo
Date constructed	c.1910
Architect/s	Unknown
Statutory heritage listing/s	Sydney LEP 2012 I2015 Local significance



Source: Google Maps, 2021

Physical description

169-171 is a two storey Federation Free Style commercial building. It has two reconstructed timber framed shop fronts with side recessed doors, and a contemporary fire egress door near the western end of the building. There is a

suspended awning with decorative bracket supports. The façade above the awning is of face brickwork with cast cement detailing. It is divided into four bays by engaged piers. The first floor features arched openings with timber casement sashes, above which is a high decorative cornice with twin gables flanked by balustrade in fills and piers capped with cast urns.

Statement of significance

The building at 169-171 Broadway is part of the redevelopment of the Broadway frontage of Athlone Place following the slum clearance and sale by the city council, 1906-1909. It is a fine example of Federation Free Style building, with an elaborately detailed façade, which forms an important component of the streetscape along this section of Broadway.

Comparable elements

Use of face brick, division of façade into bays divided by vertical piers, decorative parapet.

General comments

Like the Darlinghurst commercial building, this example is approximately contemporary with the Federation Free Style detailing of the façade at 232-236 Elizabeth Street. This example is also similar in size and overall form to 232-236 Elizabeth Street, though far more decorative. Considered a fine example of the Federation Free Style, this example is ornamental and sophisticated in its use of cast cement detailing and decorative cornice with twin gables and cast urn cappings. The façade is also highly intact and in good repair with an intact awning.

4.3.2. Discussion

The comparative analysis shows that commercial buildings in the Federation Free Classical style are numerous throughout the City of Sydney LGA. The examples discussed show variations in size and scale, though this is largely due to their location within the historical commercial precincts of the Sydney CBD, Darlinghurst, and Ultimo. Elizabeth Street is also a historical commercial precinct, with other listed examples of the Federation Free Classical commercial buildings located within 500 metres of the site.

The buildings are typical modest constructions of the Victorian and Federation periods, with principal street-facing buildings and rear service wings. The examples discussed are largely similar to 232-236 Elizabeth Street in terms of façade treatment including usage of face brick, symmetrical fenestration, symmetrical façades divided into bays and vertical elements such as piers and pilasters. However, these similarities are generally superficial, as these materials and architectural characteristics are common to late nineteenth and early twentieth century commercial buildings of numerous styles in Sydney and wider New South Wales.

The examples discussed tend to be more decorative, utilising additional materials like sandstone and cement and incorporating more sophisticated detailing such as parapets, decorative cornices and cast/moulded ornamentation. Though this is expected in grander scale examples such as the Metters and Johnson's Buildings, which are designed by notable architects, the decorative facades of the smaller buildings are also more ornamental and generally well-designed despite being by unknown architects. It is possible that the subject façade is more stripped in its detailing due to its very late construction relative to the comparable examples of the period/style.

Notwithstanding the contemporary modifications to most ground level shopfronts, all examples discussed above have facades that are more intact than the retrofitted façade at 232-236 Elizabeth Street. Examples of Federation Free Style commercial buildings with similar forms are located in proximity to the subject site, many of which are in better condition with more interesting architectural detail and greater integrity.

Overall, this comparative analysis reaffirms that 232-236 Elizabeth Street, despite having some characteristics of the style, is not a good example of its typology.

4.4. SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. There are two levels of

heritage significance used in NSW: state and local. The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' guides.

Table 5 Assessment of Heritage Significance

Criteria	Significance Assessment
<p>A – Historical Significance</p> <p><i>An item is important in the course or pattern of the local area's cultural or natural history.</i></p>	<p>The subject site is located on a former early subdivision in Surry Hills called 'Fosterville Estate', named after colonial landholder Samuel Foster. The site contains several buildings typically dating from the Victorian period with Federation Free style alterations (late example) to the façades. The buildings were used for private residences and/or boarding houses.</p> <p>The buildings fronting Elizabeth Street were converted from five Victorian dwellings/boarding houses to two hotels, the <i>Windsor Private Hotel</i> and the <i>Waratah Private Hotel</i>. Retail tenancies were located on the ground floor of each hotel. Similarly, the buildings presenting to Reservoir Street were primarily used as private accommodation until they were converted into shops in the mid-late 20th Century.</p> <p>Accordingly, the site is correlated with the rise in residential and commercial development along Elizabeth Street in the Victorian and Federation period.</p> <p>Noting the above, the site does not have a strong historical relationship with any important activities or processes. Rather, the abovementioned historical associations are incidental and are common with the surrounding built development.</p> <p>Therefore, the subject site does not reach the threshold of local significance under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ shows evidence of a significant human activity <input type="checkbox"/> ▪ is associated with a significant activity or historical phase <input type="checkbox"/> ▪ maintains or shows the continuity of a historical process or activity <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ has incidental or unsubstantiated connections with historically important activities or processes <input checked="" type="checkbox"/> ▪ provides evidence of activities or processes that are of dubious historical importance <input type="checkbox"/> ▪ has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
<p>B – Associative Significance</p> <p><i>An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.</i></p>	<p>The site was constructed for residential purposes/commercial purposes in the late Victorian period, with substantial updates in the Federation period. Noteworthy owners of the site include well-known Sydney merchants Samuel and Anthony Hordern and former politician Richard Orchard.</p>

	<p>Additionally, the subject site is indicative of early Chinese migration to Surry Hills and Haymarket as several Chinese tenants occupied the subject site during the 19th Century-Early 20th Century.</p> <p>The site has loose associations with the companies and residents/groups of residents who used the site for retail/commercial purposes; many occupants and tenants used the site temporarily. Furthermore, the buildings are not considered a landmark site in reference to the abovementioned historical figures' life or works. Additionally, there are no noteworthy physical attributes at the subject site that are directly associated with any past owners.</p> <p>Therefore, the subject site does not reach the threshold of local significance under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ shows evidence of a significant human occupation <input type="checkbox"/> ▪ is associated with a significant event, person, or group of persons <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ has incidental or unsubstantiated connections with historically important people or events <input checked="" type="checkbox"/> ▪ provides evidence of people or events that are of dubious historical importance <input type="checkbox"/> ▪ has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
<p>C – Aesthetic Significance</p> <p><i>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i></p>	<p>As mentioned above, the subject site comprises several Victorian buildings with late/transitional Federation Free style alterations and additions. Historical imagery of the subject site indicates that significant features of these earlier Victorian buildings, such as terraced balconies, openings and façade finishes, were removed in the early Federation Period. Notably, the façade of 232-236 Elizabeth Street was entirely replaced c1920 with a new brick façade detailed in a Federation Free Style. As demonstrated in the Comparative Analysis above the subject site represents a significantly stripped version of the style. The stripped representation of the style is likely due to its later construction compared to other examples and given it was an adaptation of an earlier building of a different typology. It is therefore not a well resolved example of its type.</p> <p>The original building was not designed by any known architect of note. Additionally, the buildings are typical in materials and construction and have little architectural detailing. Accordingly, the buildings are not a particularly fine example of their typology.</p>

	Therefore, the subject site does not reach the threshold of local significance under this criterion.
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/> ▪ is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/> ▪ is aesthetically distinctive <input type="checkbox"/> ▪ has landmark qualities <input type="checkbox"/> ▪ exemplifies a particular taste, style or technology <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is not a major work by an important designer or artist <input checked="" type="checkbox"/> ▪ has lost its design or technical integrity <input type="checkbox"/> ▪ its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/> ▪ has only a loose association with a creative or technical achievement <input checked="" type="checkbox"/>
<p>D – Social Significance</p> <p><i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i></p>	<p>While an assessment of social significance is beyond the scope of this report, the subject site is not anticipated to have a strong association with any particular community group.</p> <p>The subject site does not reach the threshold of local significance under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ is important for its associations with an identifiable group <input type="checkbox"/> ▪ is important to a community's sense of place <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is only important to the community for amenity reasons <input checked="" type="checkbox"/> ▪ is retained only in preference to a proposed alternative <input type="checkbox"/>
<p>E – Research Potential</p> <p><i>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i></p>	<p>An archaeological assessment is beyond the scope of this assessment.</p> <p>Nevertheless, it is unlikely that a detailed fabric analysis of the building would have research potential to provide further unknown information about the construction of Victorian residential and commercial structures.</p> <p>The subject site does not reach the threshold of local significance under this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/> ▪ is an important benchmark or reference site or type <input type="checkbox"/> ▪ provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ the knowledge gained would be irrelevant to research on science, human history or culture <input checked="" type="checkbox"/> ▪ has little archaeological or research potential <input type="checkbox"/> ▪ only contains information that is readily available from other resources or archaeological sites <input type="checkbox"/>

<p>F – Rarity</p> <p><i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i></p>	<p>The Sydney region, particularly in the suburbs of Surry Hills surrounds, is abundant with late 19th - early 20th Century residential/commercial structures. There are several examples of buildings with similar forms in proximity to the subject site, many of which are in better condition, with more interesting architectural detail and greater integrity.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> ▪ provides evidence of a defunct custom, way of life or process <input type="checkbox"/> ▪ demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/> ▪ shows unusually accurate evidence of a significant human activity <input type="checkbox"/> ▪ is the only example of its type <input type="checkbox"/> ▪ demonstrates designs or techniques of exceptional interest <input type="checkbox"/> ▪ shows rare evidence of a significant human activity important to a community <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is not rare <input checked="" type="checkbox"/> ▪ is numerous but under threat <input type="checkbox"/>
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):</i></p> <ul style="list-style-type: none"> ▪ <i>cultural or natural places; or</i> ▪ <i>cultural or natural environments.</i> 	<p>The subject site features several buildings from the Victorian and Federation period. The structure features some characteristics of residential structures of the latter half of the 20th Century.</p> <p>While the building form remains somewhat intact, there are several finer and more intact examples of late 19th - early 20th Century industrial buildings and warehouses within the Sydney LGA and the suburbs surrounding Surry Hills.</p> <p>The subject site does not reach the threshold of local significance under this criterion.</p>
<p>Guidelines for Inclusion</p> <ul style="list-style-type: none"> ▪ is a fine example of its type <input type="checkbox"/> ▪ has the principal characteristics of an important class or group of items <input type="checkbox"/> ▪ has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/> ▪ is a significant variation to a class of items <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> ▪ is a poor example of its type <input checked="" type="checkbox"/> ▪ does not include or has lost the range of characteristics of a type <input checked="" type="checkbox"/> ▪ does not represent well the characteristics that make up a significant variation of a type <input type="checkbox"/>

- is part of a group which collectively illustrates a representative type
- is outstanding because of its setting, condition or size
- is outstanding because of its integrity or the esteem in which it is held

4.5. STATEMENT OF SIGNIFICANCE

The subject site contains several buildings between 232-240 Elizabeth Street, Surry Hills. The site is located in an early subdivision known as 'Fosterville'. The buildings were converted from Victorian residential/commercial buildings to private hotels in the early 20th Century. Accordingly, the site is historically linked with the rise in residential and commercial development along Elizabeth Street in the Victorian and Federation period.

Noteworthy owners of the site include well-known Sydney merchants Samuel and Anthony Hordern and former politician Richard Orchard. Additionally, the subject site is indicative of early Chinese migration to Surry Hills and Haymarket as several Chinese tenants occupied the subject site during the 19th Century-Early 20th Century. However, the site has loose associations with the companies and residents/groups of residents who used the site for retail/commercial purposes. Additionally, many occupants and tenants used the site temporarily. Nevertheless, it is noted that the site has maintained continual residential/commercial use since the date of construction. Furthermore, much of the early fabric and context has been lost to subsequent modifications.

As established, the subject buildings were likely constructed in the late Victorian era. However, the façade of 232-236 Elizabeth Street is notably detailed in Federation Free style. Furthermore, much of the original/early ground floor area and façades of both buildings have contemporary modifications. Accordingly, the buildings are not considered architecturally significant; the original buildings were not designed by any architect of note. Additionally, the buildings are typical in materials and construction of the period and have little architectural detailing.

Furthermore, the Sydney region, particularly in the suburbs of Surry Hills surrounds, is abundant with late 19th - early 20th Century residential/commercial structures. There are several examples of buildings with similar forms in proximity to the subject site, many of which are in better condition, with more interesting architectural detail and greater integrity.

5. IMPACT ASSESSMENT

Below, the potential impact of the proposal is assessed against the applicable heritage-related statutory and non-statutory planning controls which relate to the site and the proposed development.

5.1. STATUTORY CONTROLS

5.1.1. Sydney Local Environmental Plan 2012

The table below provides an assessment of the proposal against the relevant provision for heritage conservation as found in the Sydney LEP 2012.

Table 6 Assessment against the Sydney Local Environmental Plan 2012

Clause	Response
<p>(1) Objectives</p> <p><i>The objectives of this clause are as follows:</i></p> <p><i>(a) to conserve the environmental heritage of the City of Sydney,</i></p> <p><i>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</i></p> <p><i>(c) to conserve archaeological sites,</i></p> <p><i>(d) to conserve Aboriginal objects and Aboriginal places of heritage significance</i></p>	<p>1) The PP and associated concept design are in line with the objectives set out in the Sydney LEP 2012, as discussed below.</p> <p>There are no physical works undertaken as part of this planning proposal. Further, the indicative design does not involve works on any identified heritage item nor any identified Heritage Conservation Area. Furthermore, the buildings contained within the subject site are assessed as not meeting the requirements for heritage listing (see Section 4.4).</p> <p>The subject site is within the vicinity of several heritage items. However, it is determined that the new development would not have a detrimental impact on the significant setting, context or views of these items.</p> <p>See below sections for a detailed assessment of heritage impact.</p>
<p>(2) Requirement for consent</p> <p><i>Development consent is required for any of the following:</i></p> <p><i>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):</i></p> <p><i>(i) a heritage item,</i></p> <p><i>(ii) an Aboriginal object,</i></p> <p><i>(iii) a building, work, relic or tree within a heritage conservation area,</i></p>	<p>2) Consent is sought from the Sydney Council for the proposal. While no physical works are proposed at this stage, the proposal would facilitate works to buildings within the vicinity of several heritage items. This Heritage Impact Statement has been prepared to accompany a Planning Proposal and to assess the potential impacts of the proposal on the pertinent heritage significance of the site and surrounds.</p> <p>The subject site (containing several buildings) is not a listed heritage item, and the buildings have been assessed and do not meet the threshold for listing. Accordingly, the proposal would not impact any identified heritage items.</p>
<p>(4) Effect of proposed development on heritage significance</p> <p><i>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage</i></p>	<p>4) and 5) This HIS has been prepared to assess the potential impact of the Planning Proposal and the development that it may facilitate on the heritage significance of the heritage items in the vicinity of the</p>

Clause	Response
<p>conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5), or a heritage conservation management plan is submitted under subclause (6).</p>	<p>subject site. Refer to the sections below for a detailed assessment. The proposal would not impact any identified heritage items. Additionally, the buildings contained within the subject site have been assessed against the relevant NSW criteria and do not meet the threshold for heritage listing. The buildings on site were likely constructed in the late Victorian period as modest residential buildings. Subsequent to their construction, the buildings have undergone substantial internal and external alterations following changes in use and ownership over the years.</p> <p>The Planning Proposal would enable the construction of a 35m high building, a considerable increase on the current building height. However, it is assessed that there is sufficient distance between the subject site and the surrounding heritage items ensuring that the new works would not impact significant views or visual relationships between these items. While the indicative design would involve a slight increase of the built footprint, this would not encroach on any established significant curtilage of the items in the vicinity. It is therefore assessed that the indicative design would not impact on the heritage items in the vicinity.</p>
<p>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	

5.2. SYDNEY DEVELOPMENT CONTROL PLAN 2012

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

Table 7 Assessment against the Sydney Development Control Plan 2012

Provision	Response
<p>Section 3 General Provisions</p> <p>3.9 Heritage</p> <p>3.9.1 Heritage Impact Statements</p> <p>(1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting:</p> <p>(a) heritage items identified in the Sydney LEP 2012;</p> <p>(2) The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the</p>	<p>(1) (2) and (3) This Heritage Impact Statement has been prepared to accompany the PP and assesses the potential impacts of the concept design of a mixed-use building that may be facilitated by the Planning Proposal as outlined in Section 1.5. Additionally, the subject site contains several buildings over 50 years with contemporary modifications. The concept design includes the demolition of these buildings to facilitate the construction of a new mixed-use building. An assessment of the subject site's potential for heritage significance is included within this report in Section 4.5. This HIS satisfies this clause.</p> <p>(4) This report has assessed the heritage significance of the subject site, details included in Section 4.3. It is</p>

Provision	Response
<p>proposed development has on the building and its setting.</p> <p>3) A Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant. Guidelines for the preparation of Statements of Heritage Impact are available on the website of the Heritage Branch, NSW Department of Planning at www.heritage.nsw.gov.au.</p> <p>(4) The Heritage Impact Statement is to address:</p> <p>(c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area;</p> <p>(7) When giving consent to the full or partial demolition of a heritage item, a building in a heritage conservation area, or a building older than 50 years, Council may require photographic recording of the building as a condition of consent.</p>	<p>assessed that the site does not meet sufficient criteria to be considered of heritage significance.</p> <p>Options for development are limited by the available space on site. There are no physical works will be undertaken as part of the Planning Proposal. However, the associated concept scheme includes the demolition of the existing buildings as well as a provision for the construction of a new building. The new building would result in an increase in the building height on site. It is assessed that the 25m building would not impact any significant views or settings of the heritage items within the vicinity of the subject site. Additionally, the proposed allowance for an increase in building height is in keeping with the existing pattern of development within the area.</p> <p>The indicative design provides appropriate solutions for materials and finishes that are considered sympathetic to the character of the area and heritage items in the vicinity, utilising off-form concrete, glass, stainless steel and dark-painted steel. Additionally, the indicative solid-to-void ratio features predominately void to lessen the appearance of the density of the new build.</p> <p>(7) Recommendations have been included in Section 7 of this report.</p>
<p>3.9.5 Heritage items</p> <p>(4) Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</p> <p>(a) providing an adequate area around the building to allow interpretation of the heritage item;</p> <p>(b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</p> <p>(c) protecting, where possible and allowing the interpretation of archaeological features; and</p> <p>(d) Retaining and respecting significant views to and from the heritage item.</p>	<p>As discussed above, there would be no physical work as a result of this Planning Proposal. However, the concept scheme of a mixed-use structure would include the demolition of the existing buildings on site which are not deemed to meet the threshold of heritage listing (See section 4.5).</p> <p>The subject site is also within the vicinity of several heritage-listed items. However, it is assessed that these items are at an adequate distance or are concealed by existing development to ensure that future development would not detrimentally impact any significant views. Additionally, while the indicative scheme would increase the current built footprint, it would not infringe on any curtilage of the vicinity heritage items.</p> <p>Furthermore, the concept scheme shows an increased building height. However, this building's height and form are consistent with development patterns within the immediate vicinity. Several buildings of equal or greater height than the indicative design are adjacent to the subject site along Elizabeth Street. Accordingly, this</p>

Provision	Response
<p>3.9.13 Excavation in the vicinity of heritage items and in heritage conservation areas</p> <p>(1) Excavation beneath, or adjacent to heritage items and/or buildings in heritage conservation areas will only be permitted if it is supported by both a Geotechnical Engineering report and a Structural Engineering report.</p>	<p>scheme would not disturb the existing streetscape character nor pattern of development.</p> <p>Additionally, the allowance of a through-site link between Reservoir Street and Foster Lane would allow for a visual distinction between the new works and the early 20th Century building to the rear.</p> <p>It is beyond the scope of this report to assess the archaeological potential of the subject site. Notwithstanding, the Preliminary Archaeological Assessment, including Aboriginal Due Diligence Report, submitted with this Planning Proposal and prepared by Curio Projects has assessed the archaeological potential of the site. The findings of this report are that there is moderate aboriginal archaeological potential and low-moderate archaeological potential. The report should be referred to for greater details of the archaeological findings of the site.</p> <p>(1) The concept design would include the excavation beneath the subject site, which is located within the vicinity of several heritage items. This aspect of the proposal has been supported by the Geotechnical Report prepared by Douglas Partners. Reference should be made to that document for further details regarding this aspect of the PP.</p>

5.3. HERITAGE NSW GUIDELINES

The proposed works are addressed in relation to relevant questions posed in Heritage NSW's (former Heritage Office/Heritage Division) 'Statement of Heritage Impact' guidelines.

Table 8 Heritage NSW Guidelines

Clause	Discussion
<p>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</p>	<ul style="list-style-type: none"> No physical works are to be undertaken as a result of this Planning Proposal. However, the concept design provided by Candalepas Associates is suggestive of the type of sympathetic development that could result from the Planning Proposal. The indicative multi-storey building is consistent with the existing development pattern within the area (including character and scale). Conversely, the existing buildings are of a notably different scale and character than the existing buildings that define their visual context. The replacement of the existing buildings, as shown in the concept design, would, therefore, not disturb the present streetscape

Clause	Discussion
	<p>character, which defines the setting of the heritage items.</p> <ul style="list-style-type: none"> ▪ The concept scheme shows an increase in building height. It is assessed that this would not detrimentally impact any identified significant views or settings of the heritage items within the vicinity. Several buildings of equal or greater height than the indicative works are adjacent to the site along Elizabeth Street. Additionally, all the surrounding heritage items are at a sufficient distance and/or concealed from the subject site by existing development, confirming that new works would not engender heritage impact. ▪ While the indicative building would increase the size of the built footprint, it would not infringe on any of the vicinity heritage items' curtilage. The zero setbacks of the design would be in keeping with the setbacks of contemporary development in the area. ▪ The allowance of a through-site link between Reservoir Street and Foster Lane would permit a visual distinction between the new works and the early 20th Century building to the rear. ▪ The concept design offers a building designed by an award-winning architect with demonstrated experience in sympathetically introducing new development in heritage contexts. The building is well-resolved and adopts elegant detailing and materiality. ▪ The indicative design provides appropriate solutions for materials and finishes such as off-form concrete, glass and stainless steel. These are considered an appropriate response to the surrounding streetscape character. Additionally, the solid-to-void ratio of the concept building, featuring predominately void, would lessen the appearance of bulk. ▪ The Planning Proposal would allow for development that would improve the presentation of the subject site and will positively impact the character of the area generally and, therefore, the setting of the heritage items.
<p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>The Planning Proposal includes a concept design requiring the demolition of buildings over 50 years and shows a new building with increased height and density within the vicinity of several heritage items. Refer to the discussion below.</p>

Clause	Discussion
<p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>Urbis has been engaged to provide heritage services to the design team to ensure the proposal would not engender a significant detrimental heritage impact.</p> <p>It is acknowledged that the Planning Proposal would facilitate a structure with an increase in height and massing at the subject site. However, the provided indicative design is considered consistent with the surrounding development pattern. The potential heritage impact of concept design is adequately mitigated through the use of sympathetic design and materials. With the above considered, the Planning Proposal, which facilitates the demolition of existing buildings and construction of a new multi-storey structure, has been supported.</p>
<p>Demolition of a building or structure</p> <p>Have all options for retention and adaptive re-use been explored?</p> <p>Can all of the significant elements of the heritage item be kept, and any new development be located elsewhere on the site?</p> <p>Is demolition essential at this time, or can it be postponed in case future circumstances make its retention and conservation more feasible?</p> <p>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</p>	<p>While no physical works would result from this Planning Proposal, the demolition of the existing buildings on site would facilitate the construction of a new building as indicated in the concept design by Candalepas Associates. It is acknowledged that this design would involve the demolition of buildings over 50 years as the existing buildings are dated from the late Victorian period.</p> <p>The significance of the buildings has been assessed within this report and do not meet the threshold for listing. Victorian residential structures are a common typology within the area and have undergone significant alterations following various changes in occupants. While the Federation Free Style façade of 232-236 Elizabeth Street presents some aesthetic interest, it is a modest expression of the style with little noteworthy architectural detailing.</p> <p>With the above considered, the indicative demolition has been supported.</p>
<p>New development adjacent to a heritage item</p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p> <p>Why is the new development required to be adjacent to a heritage item?</p>	<p>The Planning Proposal would facilitate the construction of a multi-storey mixed-use building within the vicinity of several heritage items, as indicated in the concept design. However, it is assessed that these items are at an adequate distance or are concealed by existing development to ensure that the future development facilitated by the PP would not detrimentally impact any significant views.</p> <p>The Planning Proposal allows for an increased building height. However, the building height and form included in the concept design by Candalepas Associates is consistent with development patterns within the</p>

Clause	Discussion
<p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p> <p>Is the development sited on any known, or potentially significant archaeological deposits?</p> <p>If so, have alternative sites been considered? Why were they rejected?</p> <p>Is the new development sympathetic to the heritage item?</p> <p>In what way (e.g. form, siting, proportions, design)?</p> <p>Will the additions visually dominate the heritage item?</p> <p>How has this been minimised?</p> <p>Will the public, and users of the item, still be able to view and appreciate its significance?</p>	<p>immediate vicinity. Several buildings of equal or greater height than the indicative works are adjacent to the subject site along Elizabeth Street. Accordingly, the concept design would not disturb the existing streetscape character nor pattern of development.</p> <p>Additionally, while the indicative design shows an increase in the current built footprint, it would not infringe on any curtilage of the vicinity heritage items.</p> <p>The potential impact of the indicative works on surrounding development has been adequately mitigated through its execution and materiality.</p> <p>The allowance of a through-site link between Reservoir Street and Foster Lane would allow for a visual distinction between the new works and early 20th Century building to the rear. The concept design shows off-form concrete, glass and stainless steel, which are considered a sympathetic response to the surrounding streetscape character. Additionally, the indicated solid-to-void ratio of the building features predominately void as to lessen the appearance of density of the new works.</p> <p>As discussed above, there are currently no physical works that would be undertaken as a result of the PP. It is beyond the scope of this report to assess the archaeological potential of the subject site. However, the Preliminary Archaeological Assessment, including Aboriginal Due Diligence Report submitted with this Planning Proposal and prepared by Curio Projects has assessed the archaeological potential of the site. The findings of this report are that there is moderate aboriginal archaeological potential and low-moderate archaeological potential. The report should be referred to for greater details of the archaeological findings of the site.</p>

6. CONCLUSION AND RECOMMENDATIONS

A detailed impact assessment of the Planning Proposal has been undertaken in Section 5 of this report. The proposal and associated concept design has been assessed to have a minimal and not unreasonable impact on the heritage items within the vicinity. Key aspects of the proposal assessment are listed below:

- No physical works are to be undertaken as a result of this Planning Proposal. However, the concept design provided by Candalepas Associates is suggestive of the type of sympathetic development that could result from the Planning Proposal. The indicative multi-storey building is consistent with the existing development pattern within the area (including character and scale). Conversely, the existing buildings are of a notably different scale and character than the existing buildings that define their visual context. The replacement of the existing buildings, as shown in the concept design, would, therefore, not disturb the present streetscape character, which defines the setting of the heritage items.
- The concept scheme shows an increase in building height. It is assessed that this would not detrimentally impact any identified significant views or settings of the heritage items within the vicinity. Several buildings of equal or greater height than the indicative works are adjacent to the site along Elizabeth Street. Additionally, all the surrounding heritage items are at a sufficient distance and/or concealed from the subject site by existing development, confirming that new works would not engender heritage impact.
- While the indicative building would increase the size of the built footprint, it would not infringe on any of the vicinity heritage items' curtilage. The zero setbacks of the design would be in keeping with the setbacks of contemporary development in the area.
- The allowance of a through-site link between Reservoir Street and Foster Lane would permit a visual distinction between the new works and the early 20th Century building to the rear.
- The concept design offers a building designed by an award-winning architect with demonstrated experience in sympathetically introducing new development in heritage contexts. The building is well-resolved and adopts elegant detailing and materiality.
- The indicative design provides appropriate solutions for materials and finishes such as off-form concrete, glass and stainless steel. These are considered an appropriate response to the surrounding streetscape character. Additionally, the solid-to-void ratio of the concept building, featuring predominately void, would lessen the appearance of bulk.
- The Planning Proposal would allow for development that would improve the presentation of the subject site and will positively impact the character of the area generally and, therefore, the setting of the heritage items.

For the reasons stated above, the proposed works are recommended for approval from a heritage perspective.

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8. DISCLAIMER

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