

# **Western Gateway Sub-Precinct Proposal: Block B**

## **14–30 Lee Street, Haymarket NSW 2000**

### **Heritage Impact Statement**

**Report prepared for Dexus CPA Pty Limited and Frasers Property AHL Limited**

**October 2019**



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## Report Register

The following report register documents the development and issue of the report entitled Western Gateway Sub-Precinct Proposal: Block B, 14–30 Lee Street, Haymarket NSW 2000—Heritage Impact Statement, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

Job No.	Issue No.	Notes/Description	Issue Date
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18-0703B	2	Final Report	17 September 2019
18-0703B	3	Revised Final Report	9 October 2019

## Quality Assurance

GML Heritage Pty Ltd operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2016.

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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<b>Issue No.</b>	3	<b>Issue No.</b>	3
<b>Position:</b>	Associate	<b>Position:</b>	Partner
<b>Date:</b>	9 October 2019	<b>Date:</b>	9 October 2019

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## 1.0 Introduction

Dexus CPA Pty Ltd (Dexus) and Frasers Property Australia (Frasers Property) (the Consortium) is seeking to build ‘a vibrant new business district and revitalise the face of Sydney’s busiest transport interchange’ (*Project Vision*) at 14–30 Lee Street, Haymarket, otherwise known as the Site or Block B within the Western Gateway Sub-Precinct, as illustrated in Figure 1.1.

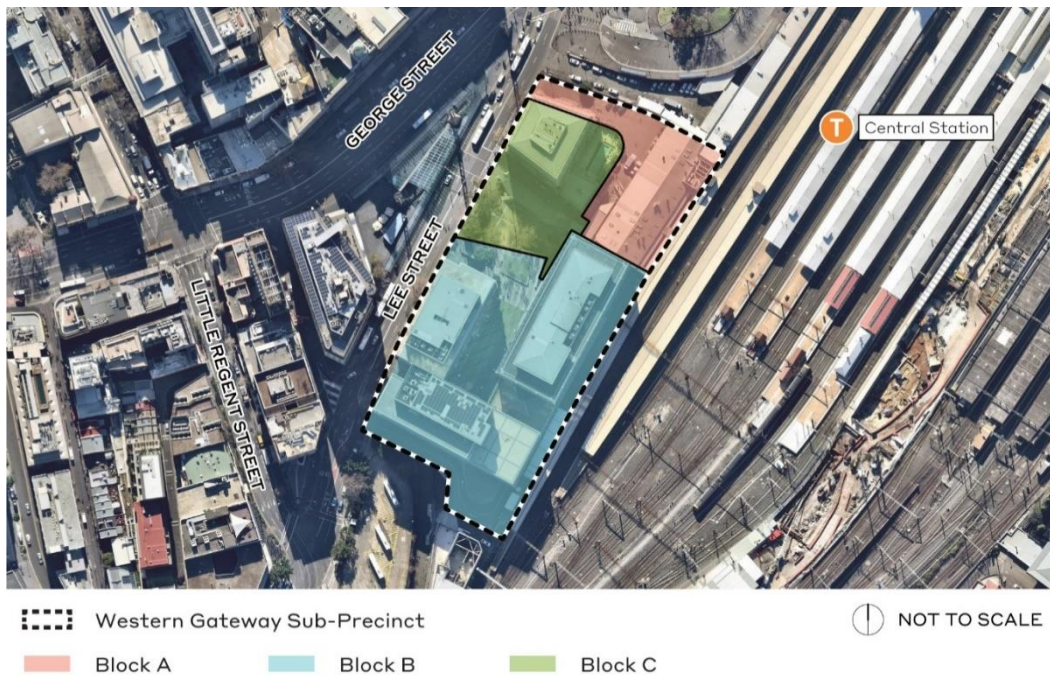


**Figure 1.1** Central Precinct (marked in white), Western Gateway Precinct (orange shading), Block B (red outline). (Source: The Consortium)



The Western Gateway sub-precinct is made up of three landholdings, as illustrated in Figure 1.2:

- Block A—land predominantly occupied by the YHA Hostel;
- Block B—the Dexu / Frasers Property site subject of this report; and
- Block C—land on which the Adina Hotel and Henry Deane Plaza are located.



**Figure 1.2** Western Gateway landholdings. (Source: The Consortium)

To facilitate redevelopment of the Western Gateway sub-precinct, the existing planning controls are required to be amended. This report supports a submission to the Secretary of the Department of Planning, Industry and Environment ('the DPIE') which seeks to amend the height and density controls within the *Sydney Local Environmental Plan 2012* (Sydney LEP 2012).

The request to amend the planning controls follows the recent declaration by the Minister for Planning and Public Spaces identifying the Central Station Precinct as a State Significant Precinct (SSP). The Western Gateway, located within the Central Precinct SSP, is earmarked as a sub-precinct within the proposed SSP boundary for early consideration for rezoning.

Transport for New South Wales (TfNSW) is developing a vision for the growth and development of this precinct and is preparing a Strategic Framework to guide future detailed planning of the Central Station Precinct. The Strategic Framework will be placed on exhibition for public comment concurrently with the rezoning of the Western Gateway.

## 1.1 Project Objectives

The proposed rezoning forms part of a broader planning process being pursued by the Consortium to realise a shared vision and set of objectives for the Western Gateway and the Central Station Precinct more broadly. The overall project objectives for Block B include:

- High tech jobs—Deliver creative workspace that builds the Sydney Innovation and Technology Precinct and underpins Sydney's enduring global competitiveness.

- Transport connectivity—Redefine the experience of over 20 million pedestrians who walk through Henry Deane Plaza every year with world-class public realm design and connectivity.
- A revitalised precinct—Transform Central into an exciting place with lively retail and dining options, supporting Sydney's day and night-time economy.
- Infrastructure for the future—Enable the wider renewal of Central by delivering underground smart building services, waste and utility infrastructure necessary for an integrated and sustainable precinct.



**Figure 1.3** Block B within the Western Gateway Sub-Precinct (existing). (Source: The Consortium)

## 1.2 The Project

The Consortium intends to develop up to 155,000m<sup>2</sup> of commercial and retail GFA within a podium, two towers, lower and upper ground plane over a three level basement. The Project comprises:

- Two commercial towers comprising 46,000m<sup>2</sup> and 42,000m<sup>2</sup> located above the podium with floorplates of approx. 1,850 m<sup>2</sup> and 2,000m<sup>2</sup> GFA;
- 61,500m<sup>2</sup> of commercial office space located within the podium which provide flexibility and campus style / large floorplates approx. 6,200m<sup>2</sup> GFA,
- A retail offering of approx. 5,500m<sup>2</sup> accessible from lower and upper ground levels, including food and beverage catering to station, visitors and Western Gateway commercial occupants providing an activated frontage and interface to Henry Deane Plaza. This includes an activated Lee Street frontage and lobby located at upper ground level, providing access to the commercial office podium levels and towers above.
- Three levels of basement car parking to accommodate:
  - 48 service vehicle and loading dock parking and distribution area within an Integrated Distribution Facility (IDF)
  - Service vehicle, loading dock and distribution area for all stakeholders within the Western Gateway;
  - Provision for emergency, maintenance and service vehicle parking and distribution area for future Central Over Station Development (OSD within the IDF);

- 121 parking spaces for Block B occupants;
- Provision for Block A and C vehicle access via the Block B;
- Bicycle parking and end of trip facilities for staff;
- Bicycle parking spaces for customers/visitors;
- Podium and tower rooftops designed for passive activation and gatherings for occupants of the Project to utilise and appreciate the views of the city and harbour;
- Redeveloped public space and stairs from Block B to future Central Precinct Over Station Development (OSD) providing an east-west pedestrian connection to and from the Western Gateway Sub-Precinct;
- Integration with a redeveloped Henry Deane Plaza to accommodate the increased pedestrian movement from existing and future pedestrian connections to various modes of transport;

To prepare Block B for future development, an increase in building height and floor space controls is sought. These proposed amendments to the Sydney LEP 2012 align with State, regional and local strategic planning objectives and initiatives.

This report should be read in conjunction with the Planning Statement prepared by MG Planning, and the other appended technical reports.

### 1.3 Site Ownership

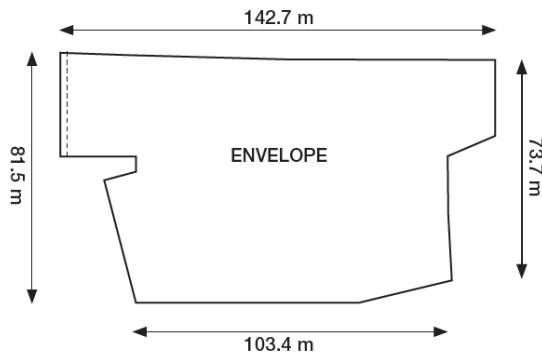
The Consortium's Proposal relates to land located at 14–30 Lee Street, Haymarket. It is legally described as Lots 12, 14 and 15 in DP 1062447. Legal descriptions of each parcel within Block B are detailed below.

Title Details	Legal Description
Lot 12 in DP 1062447	The proprietor of the fee simple is Rail Corporation of New South Wales. The proprietor of the leasehold estate of the land and the buildings on the land created by lease AA651830 expiring on 30 June 2099 is Dexus CPA Pty Ltd A.C.N. 160 685 156.
Lot 14 in DP 1062247	The proprietor of the fee simple is Rail Corporation of New South Wales. The proprietor of the leasehold estate of the land and the buildings on the land created by lease AA651832 expiring on 30 November 2100 is Henry Deane Building Nominees Pty Ltd A.C.N. 081 941 951.
Lot 15 in DP 1062447	The proprietor of the fee simple is Rail Corporation of New South Wales. The proprietor of the leasehold estate of the land and the buildings on the land created by lease AA651833 expiring on 31 March 2101 is Gateway Building Nominees Pty Ltd A.C.N. 081 951 822.

### 1.4 Site Location

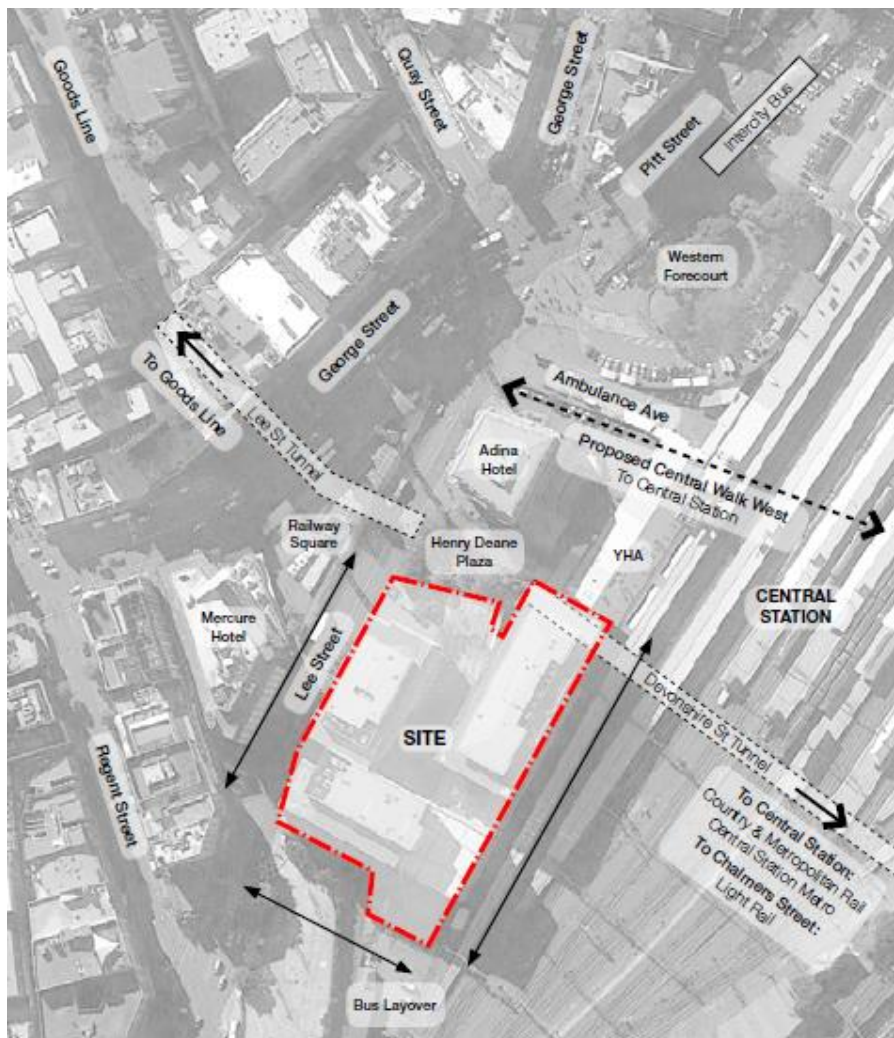
Located close to Central Station, Block B comprises land fronting Lee Street, Haymarket, and is bounded by Henry Deane Plaza to the north, the railway corridor to the east, the Sydney Buses layover to the south and Lee Street and Railway Square to the west. Together it constitutes an area of approximately 9,632m<sup>2</sup> at ground level, with a dimension from north to south of approximately 103–143m and approximately 74–81m from east to west (Figure 1.4).





**Figure 1.4** Block B site boundary. (Source: Woods Bagot and Skidmore, Owings & Merrill [SOM] Architects)

Henry Deane Plaza (located on the lower datum) is centrally located within the Western Gateway and primarily funnels pedestrians between Devonshire Street tunnel, accessed from the Site's eastern boundary, and Lee Street tunnel, Railway Square, and tertiary institutions to the west.



**Figure 1.5** Block B site boundary. (Source: Woods Bagot & SOM Architects)

The upper level of Block B flanks Henry Deane Plaza to the north and south (part of Block C). The state heritage listed Adina Hotel (part of Block C) and Sydney Railway Square Youth Hostel (YHA) (Block A) are located north of Henry Deane Plaza. South of Henry Deane Plaza is dominated by more

contemporary office buildings of approximately 20 years' age which are occupied by state and Commonwealth agencies including Transport for NSW, Department of Immigration and Border Protection, Department of Foreign Affairs and Trade, and Corrective Services NSW.

A range of food and beverage outlets and service retail tenancies are located across both the lower and upper levels of the Western Gateway precinct.

## **1.5 Report Background**

GML Heritage Pty Ltd (GML) has been engaged by Frasers Property Australia (Frasers Property) and Dexu (together the Consortium) to provide this Heritage Impact Statement for a rezoning application at 14–30 Lee Street, Haymarket (the Site), which forms part of the Western Gateway sub-precinct.

This report assesses the potential heritage impacts of the proposed changes in controls. It also includes Heritage Design Guidelines (the Guidelines) that outline key heritage considerations for redevelopment of the Site, regardless of what changes are proposed. To demonstrate the feasibility of development arising from the proposed changes in controls, an Indicative Scheme for a podium and towers has been developed by architects in association Woods Bagot and SOM (Skidmore, Owings & Merrill). Although the potential heritage impacts of the Indicative Scheme have not been specifically assessed in detail here, the design's response to the proposed controls and Guidelines is considered in this report.

## **1.6 Methodology**

This report uses a methodology and terminology consistent with the guidelines of the *Australia ICOMOS Burra Charter, 2013* (the Burra Charter)<sup>1</sup> and *The Conservation Plan* by JS Kerr, seventh edition, 2013.<sup>2</sup>

The Guidelines have been produced in consideration of the Burra Charter, the NSW *Heritage Act 1977* (the Heritage Act), *Sydney Local Environmental Plan 2012*, *Sydney Development Control Plan 2012*, and the NSW *Environmental Planning and Assessment Act 1979* (the EPA Act). The impact assessment has been carried out in accordance with the guide *Statements of Heritage Impact* (published by the NSW Heritage Office and Department of Urban Affairs and Planning 1996, revised 2002).

Assessment of Aboriginal and historical archaeological potential and values is beyond the scope of this report. Additional information can be found in GML's Archaeological and Aboriginal Due Diligence Assessment Report, August 2019.

Inspection has been undertaken from the public domain only. The interiors and basements of the existing buildings and the interface with the Goods Line Overbridge have not been inspected.

## **1.7 Author Identification**

This report has been prepared by Don Wallace, Associate at GML. David Logan, Partner at GML, has provided input and reviewed the report.

## **1.8 Terminology**

The Burra Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians. The Charter provides specific guidance for physical and procedural actions that should occur in

relation to significant places. A copy of the charter can be accessed online at <<http://icomos.org/australia>>.

Burra Charter terms and other terms and abbreviations are set out below.

**Adaptation** means modifying a place to suit the existing use or a proposed use.

**Adaptive re-use** means the adaptation of a place for a use other than an original or significant use.

**Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

**Conservation** means all the processes of looking after a place so as to retain its cultural significance.

**Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

**Curtilage** is defined as the area of land surrounding an item that is required to retain its heritage significance. The nature and extent of the curtilage will vary and can include but is not limited to lot boundaries and visual catchments.

**EPBC Act** means the Commonwealth Environment Protection and Biodiversity Conservation Act 1999.

**Fabric** means all the physical material of the place including components, fixtures, contents, and objects.

**Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

**Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

**Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration.

**Reconstruction** means returning the place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.

**Related place** means a place that contributes to the cultural significance of another place.

**Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

**Setting** means the area around a place, which may include the visual catchment.

**Use** means the functions of a place, as well as the activities and practices that may occur at the place.

## 1.9 Integrity of Graphic Illustrations

This report contains graphics taken from historic records and third-party documents. The legibility and resolution of the source material varies. For illustrative purposes, some are magnified as they relate to the Site. In some instances, this has further reduced legibility. Notes on resolution are given in captions where relevant.

## 2.0 Heritage Listings

The Site's listing is complex. It is associated with the development of Central Station and was the site of a carriage shed. The Site is included within the boundary of the Central Station heritage item as listed on the *Sydney Local Environmental Plan 2012* (SLEP) (refer to Figure 2.3) and is similarly included within the boundary of the Section 170 RailCorp Heritage and Conservation Register listing for Central Station (refer to Figure 2.1). However, it is excluded from the Stage Heritage Register (SHR) listing (refer to Figure 2.2). A 2013 conservation management plan (CMP) for Central Station recommends the SHR listing be expanded to include the Site.

Central Station's heritage listings are as outlined in Table 2.1 below.

**Table 2.1** Central Station's Heritage Listings.

Legislation	Listing Background	Listing Details	Date Listed
<b><i>Heritage Act 1977 (NSW)</i></b>	<p>The State Heritage Register (SHR) is a list of heritage places or objects of particular importance to the people of NSW.</p> <p>The SHR includes a diverse range of places, buildings and objects including Aboriginal places, buildings, monuments, natural landscapes, gardens, archaeological sites, streets, and movable items, such as ferries and church organs.</p>	<p>SHR—'Sydney Terminal and Central Railway Station Group', Item 01255.</p> <p>The Site is not within the listing.</p>	2 April 1999
<b><i>Railcorp Section 170 Register under the Heritage Act 1977 (NSW)</i></b>	<p>State government agencies must maintain a Heritage and Conservation Register of heritage items under Section 170 of the Heritage Act. The study area is listed on RailCorp's Section 170 Register.</p>	<p>Section 170 Register—'Central Railway Station and Sydney Terminal Group'.</p>	Undated
<b><i>Environmental Planning and Assessment Act 1979 (NSW)</i></b>	<p>The EPA Act is administered by the NSW Department of Planning and Environment and provides for the protection of local heritage items and conservation areas through listings on local environmental plans (LEPs) which guide local councils in making planning decisions.</p>	<p><i>Sydney Local Environmental Plan 2012</i>—'Central Railway Station Group including buildings, station yard, viaducts and building interiors', Item No. I824.</p>	14 December 2012

For further information on the listed heritage items and the statutory context, refer to Section 4.0 (from page 23).

In addition, Central Station is listed on several non-statutory lists. They are:

- 'Railway Square/Central Station Special Character Area', *Sydney Development Control Plan 2012*—this is a non-binding set of guidelines for development;
- 'Central Station and Sydney Terminal Group', National Trust of Australia (NSW); and
- 'Central Railway Station, No. 2196', Register of the National Estate (a no longer active register held by the Commonwealth for historical information only).



The Site is immediately adjacent to a section of the Railway Square Road Overbridge, another SHR listed heritage item. The overbridge is part of the former Darling Harbour Goods Line, parts of which is the oldest surviving structure on the NSW railway. The alignment runs underneath the southwest corner of 26–30 Lee Street, Haymarket, in its own land stratum. It is believed no fabric from the line remains in this location, but this is yet to be confirmed—the archaeology is explored further in GML’s Archaeological and Aboriginal Due Diligence Assessment.

The Site lies within the context of several other heritage items. These are shown on both Figure 2.3 and Figure 5.1 and discussed in Section 5.3.



**Figure 2.1** The curtilage of the RailCorp S170 listing of Central Station, outlined in orange. Best available image. (Source: Sydney Trains and Property GIS)



# Heritage Council of New South Wales



## State Heritage Register

Gazettal Date: 2 April 1999

0 25 50 100 150 200  
Metres

Scale: 1:5,000

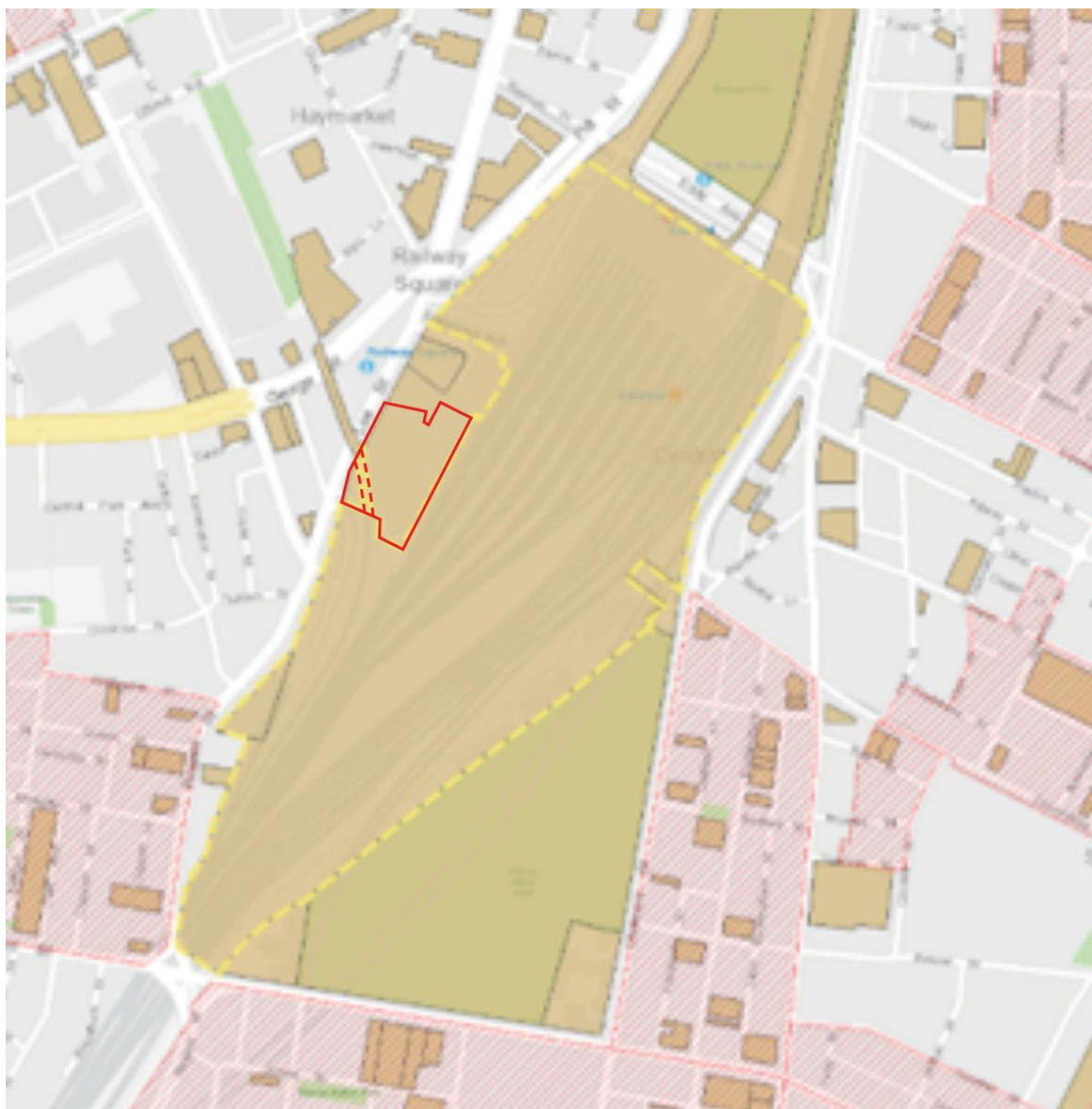
Produced by: Michelle Galea

### Legend

- SHR Curtilage
- Land Parcels
- LGAs
- Suburbs



**Figure 2.2** The curtilage of the State Heritage Register listing of Central Station, outlined in red where laid over property boundaries in the yellow boundary appear orange. (Source: State Heritage Register)



**Figure 2.3** The heritage context of Central Station showing the curtilage boundaries of the State Heritage Register listing of the Central Station group in a yellow dashed line laid over a map showing local heritage items in buff and heritage conservation areas shown red hatched. See also Figure 5.1 on page 32. (Source: NSW Planning ePlanning Spatial Viewer 2019)

## 3.0 Understanding the Place

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### 3.1 Aboriginal History

This report does not address Aboriginal cultural values or connections with the place. GML acknowledges the traditional owners of the land in which this site is located, the Cadigal people. Further information about the Aboriginal cultural values of the Site can be found in GML's Archaeological and Aboriginal Due Diligence Assessment.

### 3.2 The Town Limits—Gateway

The Site's location was considered a distant area early in the settlement of Sydney by British colonists. The land was a mix of sand hills, wetlands and a sandstone plateau which was unsuited to farming. Until the 1820s the only notable developments of the area were 'Brickfields', an area which was cleared to produce bricks and pottery, and Parramatta Road, which had been created by convicts in 1789–1791.

Development began in earnest in 1818, when it was cleared to make way for a Benevolent Asylum and a cemetery. These were located at the outer limit of Sydney town, beyond the cattle and corn markets and the Brickfields, on the land which Central Station now covers. The cemetery was consecrated in 1820 and the Benevolent Asylum opened in 1821, both surviving until the end of the century.

Barracks to house convicts were also built around this time and were known as Carters' Barracks. The Barracks were adjacent to the Benevolent Asylum and had multiple uses throughout its existence. It was first used to house convicts who worked as carters at the Brickfields, then as a debtors' prison until 1843, before it was converted to a training facility for women.

The Parramatta toll gate near these buildings was the official boundary of the town of Sydney. Beyond this were mainly government paddocks and undeveloped land.

### 3.3 Development of the Railway and Expansion

The interior of New South Wales began to be settled for agricultural and pastoral use around the 1830s, putting pressure on the infrastructure of the colony as goods moved from the interior to the ports. Around the same time, rail technology was being developed in Great Britain, which was seen as a solution to the colony's problems. By 1846 a railway line between Sydney and Parramatta had been proposed and construction began in 1851.

The site of the Sydney terminus was fixed in 1853 in the government paddocks to the south of the Cemetery and Benevolent Asylum. Two years later it was completed along with the rest of the railway. This included the Goods Line, which split off from the passenger line down through Ultimo to Darling Harbour, now being under Railway Square.

For the rest of the nineteenth century, pressure on the railways steadily increased, resulting in a series of extensions and expansions of the lines coming in and out of Central Station. The Second Sydney Station (1874) saw the expansion of the number of platforms at the station to 13. More tracks were laid during this period, and the lines coming into the station were expanded.

Another phase of development began in 1900 with the resumption of the land covering the Benevolent Asylum, Cemetery and Barracks. This area was resumed for construction of a 'grand terminus' that



reflected styles already established in Europe and North America. Construction of the first phase of this redevelopment was completed in 1906, when the main concourse and terminus that stand today were completed.

At the same time, the facilities of the station were expanded. This included the construction of the Western Carriage Shed, a large sawtooth-roofed brick shed, and the Inward Parcels Shed (Office), which included the ramp up to it. The Western Carriage Shed was built on a raised earth platform on the eastern side of Lee Street and lay between the Goods Line tunnel and the lines to the terminus. The stone retaining wall of the platform ran along Lee Street.

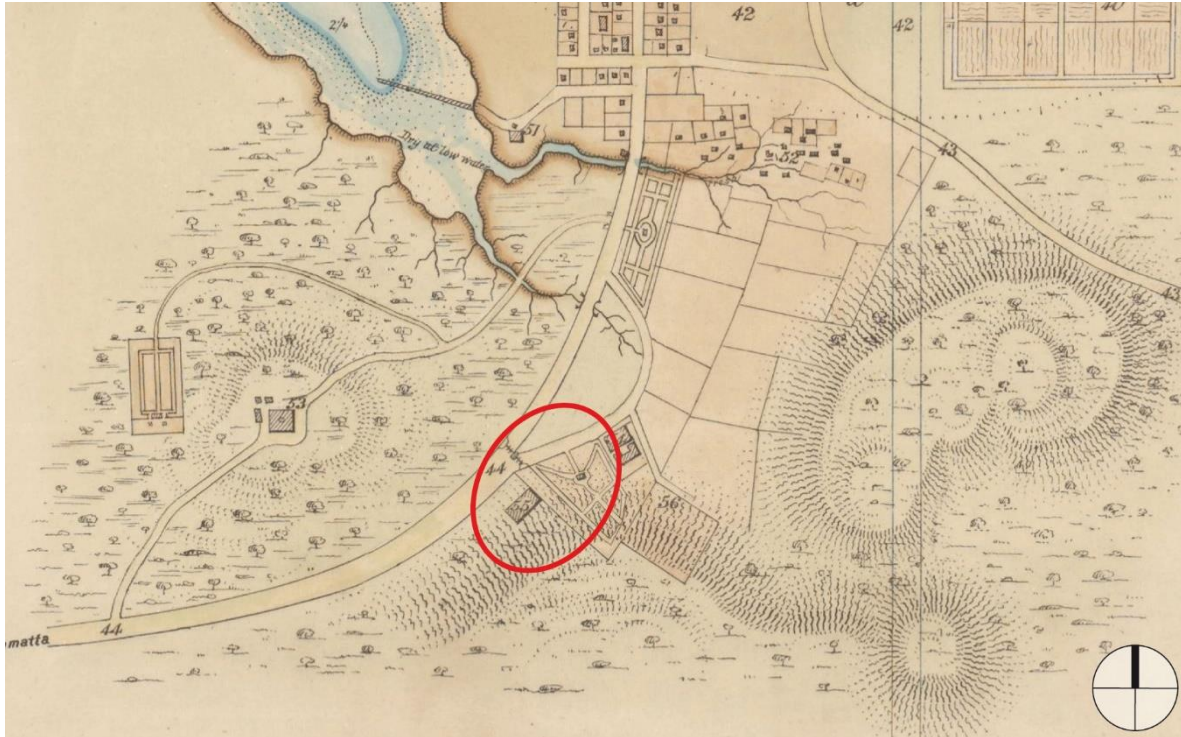
The nearby Parcels Post Office (now Adina hotel) was completed in 1913 close to the levels of Railway Square below the Inwards Parcels Shed and Western Carriage Shed. The second phase of the new Central Station construction occurred between 1915–1921, when the clock tower and upper levels of Central Station were completed. After the 1920s, substantial billboard hoardings were erected on the retaining wall of the Western Carriage Shed's raised platform. These covered the shed from view when looking from Railway Square and provided space for advertisements.

### 3.4 Changing Use and the New Millennium

The Western Carriage Shed was used as a cleaning and maintenance facility for most of the twentieth century, later becoming disused. The Goods Line, which lies beside it, operated until the 1980s. By the late 1990s, the shed was in disrepair. In 1999, it was demolished along with the Inward Parcels Dock and its awning to make way for the Henry Deane Place development. Since 2000, the Site has largely been unchanged.



**Figure 3.1** Extract of Charles Alexandre Lesueur's 1802 map of Sydney showing the road to Parramatta (George Street and Broadway) turning to the west. 'Plan de la ville de Sydney : (Capitale des colonies Anglaises aux Terres Australes) / leve par Mr. Lesueur & assujetti aux relevemens de Mr. Boullanger (Novembre, 1802).' North at the top of the page. Approximate location of Site circled red. Legibility reduced by magnification. (Source: National Library of Australia, MAP NK 3578)

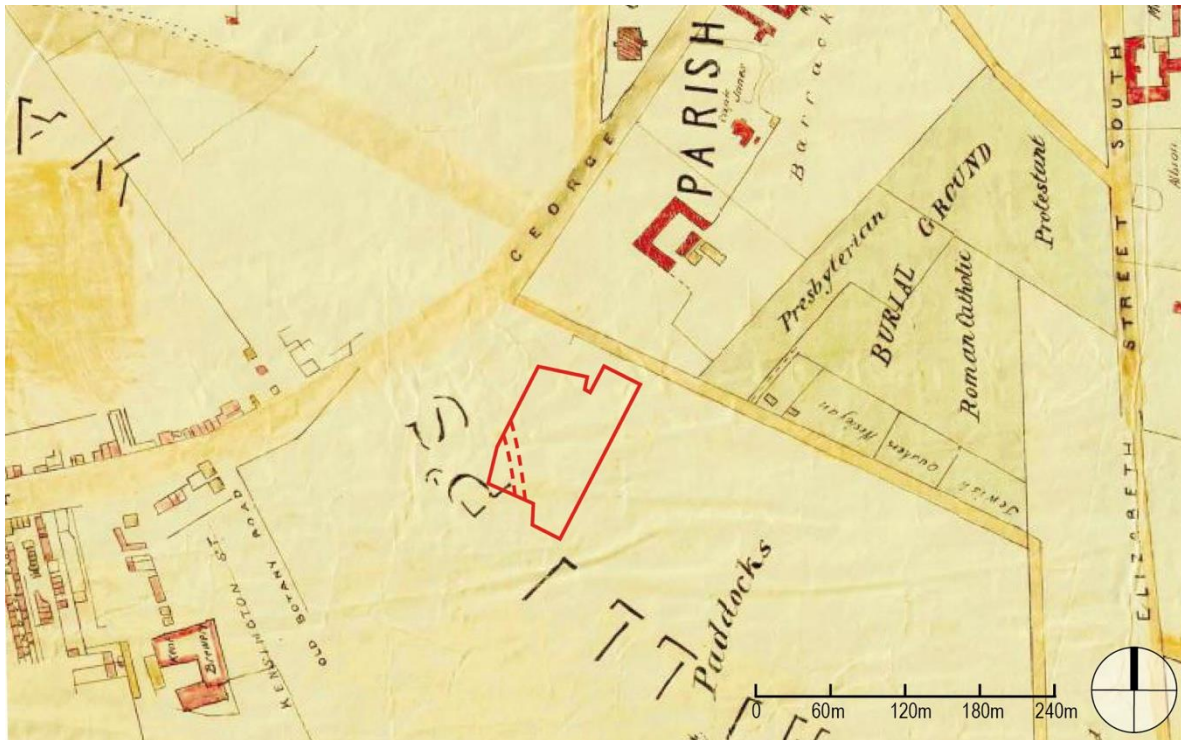


**Figure 3.2** Detail from plan of the town and suburbs of Sydney, 1822, showing the Site in an undeveloped area on the fringes of Sydney. (Source: State Library of NSW with GML overlay)



**Figure 3.3** Extract of Abel Aubert Dupetit Thouars' 1838 map 'Plan de la ville de Sydney 1838' published in *Voyage around the world on the frigate Venus during the years 1836–1839* (*Voyage autour du monde sur la frégate "la Vénus" pendant les années 1836–1839*). It shows, among other things, the turning point of the 'route de Parramatta' (George Street and Parramatta Road); Carters' Barracks (Caserne de Carter); and the cemetery (Cimetière) that had been established in 1820. North at the top of the page. Approximate location of Site circled red. Legibility reduced by magnification. (Source: National Library of Australia, MAP NK 5962)



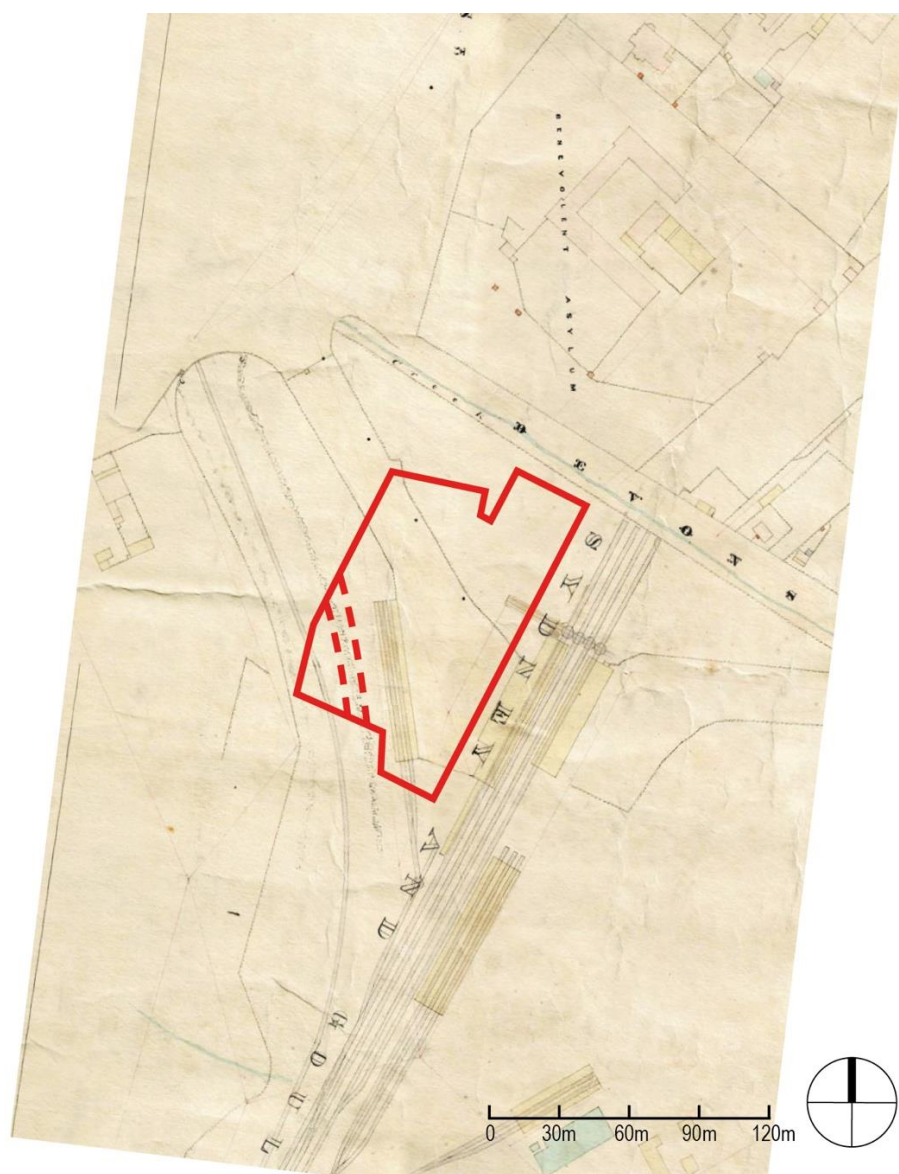


**Figure 3.4** Extract of Francis W. Shields' 1845 'Map of the City of Sydney New South Wales'. It shows the Carters' Barracks, the Benevolent Asylum to its south (unnamed) and the Government Paddocks south of the Devonshire Street Cemetery. Christ Church St Laurence (1840–1845) is also shown. North at the top of the page. Approximate location of Site outlined in red. Legibility reduced by magnification. (Source: City of Sydney with GML overlay)

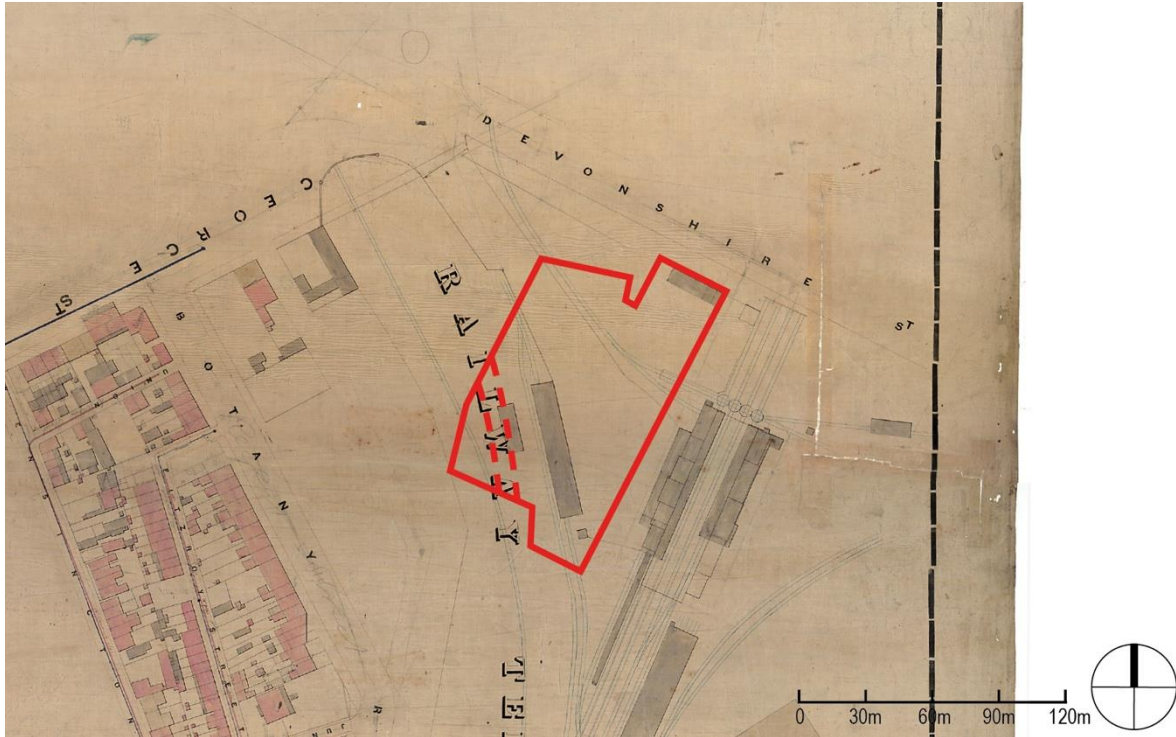


**Figure 3.5** Extract of Woolcott & Clarke's 1854 'Map of the City of Sydney [etc.]' showing the new terminus of the Sydney Railway (opened 1855) and the tollway in what would become Railway Square. The branch line to Darling Harbour is also shown running across George Street South (now Lee Street) and then under Parramatta Street (/Road). North at the top of the page. Approximate location of the Site outlined in red. (Source: City of Sydney)

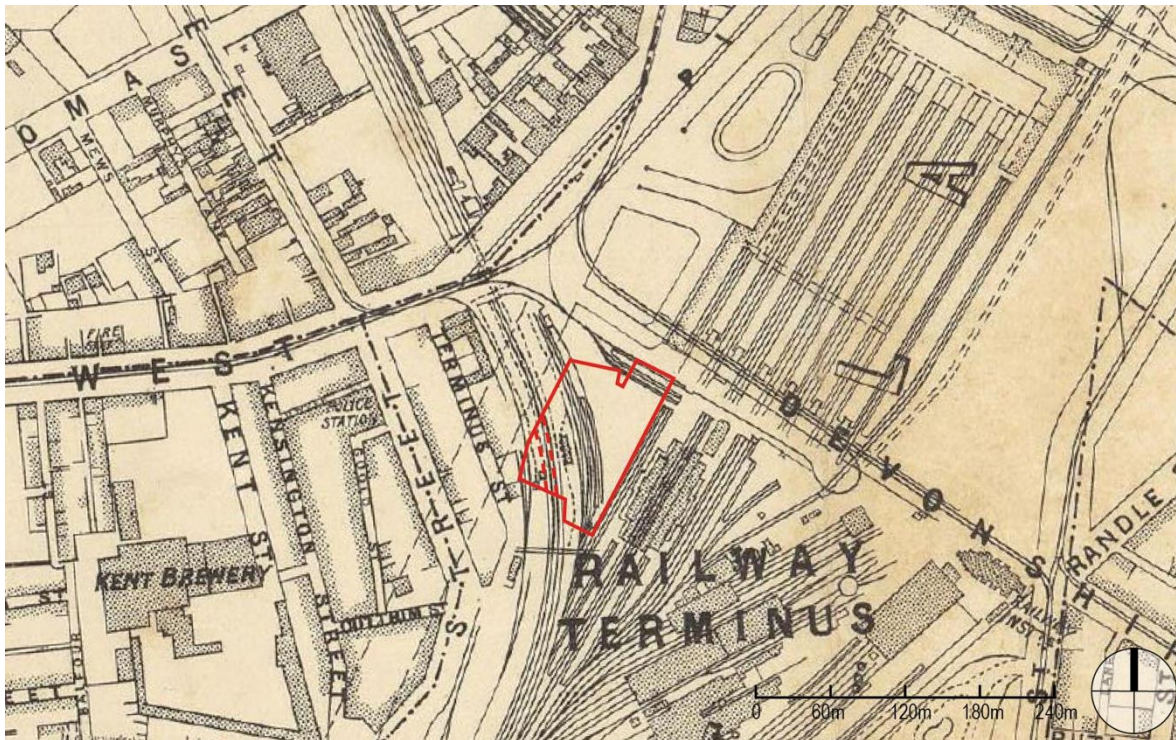




**Figure 3.6** 1855 Sydney Detail Plans, 1855, showing the terminus of the Sydney Railway and the dive of the branch to Darling Harbour. (Source: City of Sydney with GML overlay)

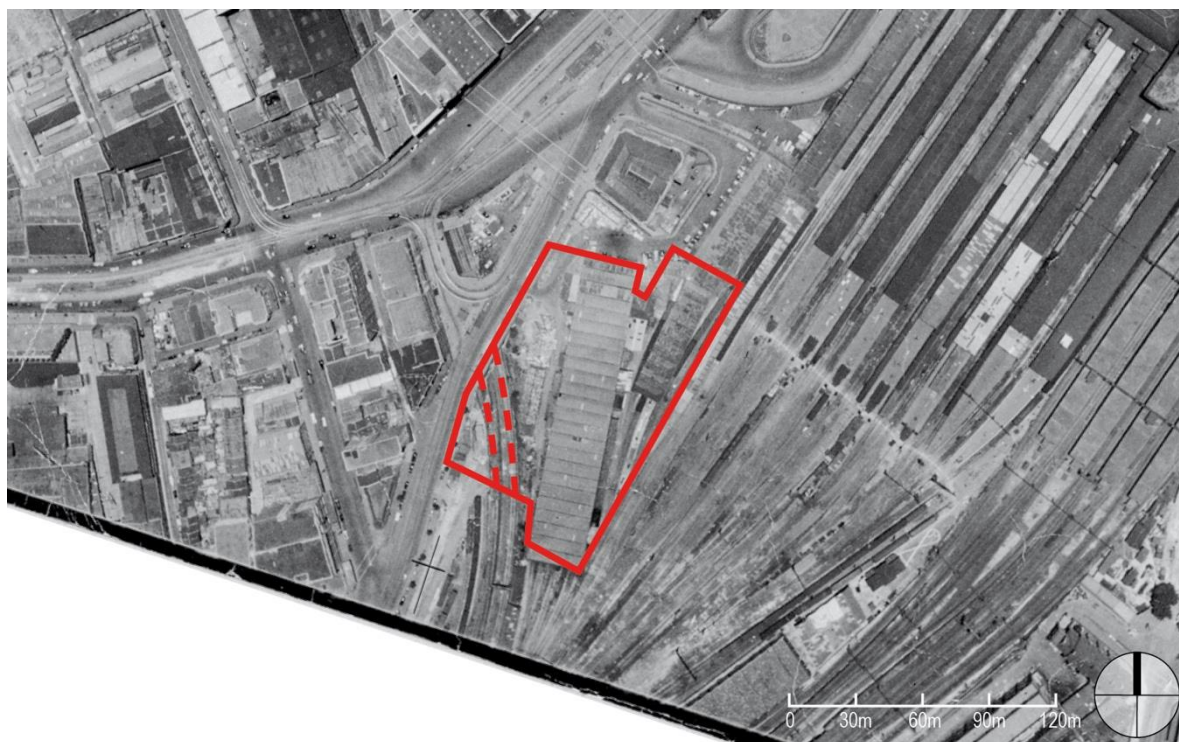


**Figure 3.7** 1865 Trigonometrical Survey (Block S2, Map 38) showing further development of the terminus. (Source: City of Sydney with GML overlay)

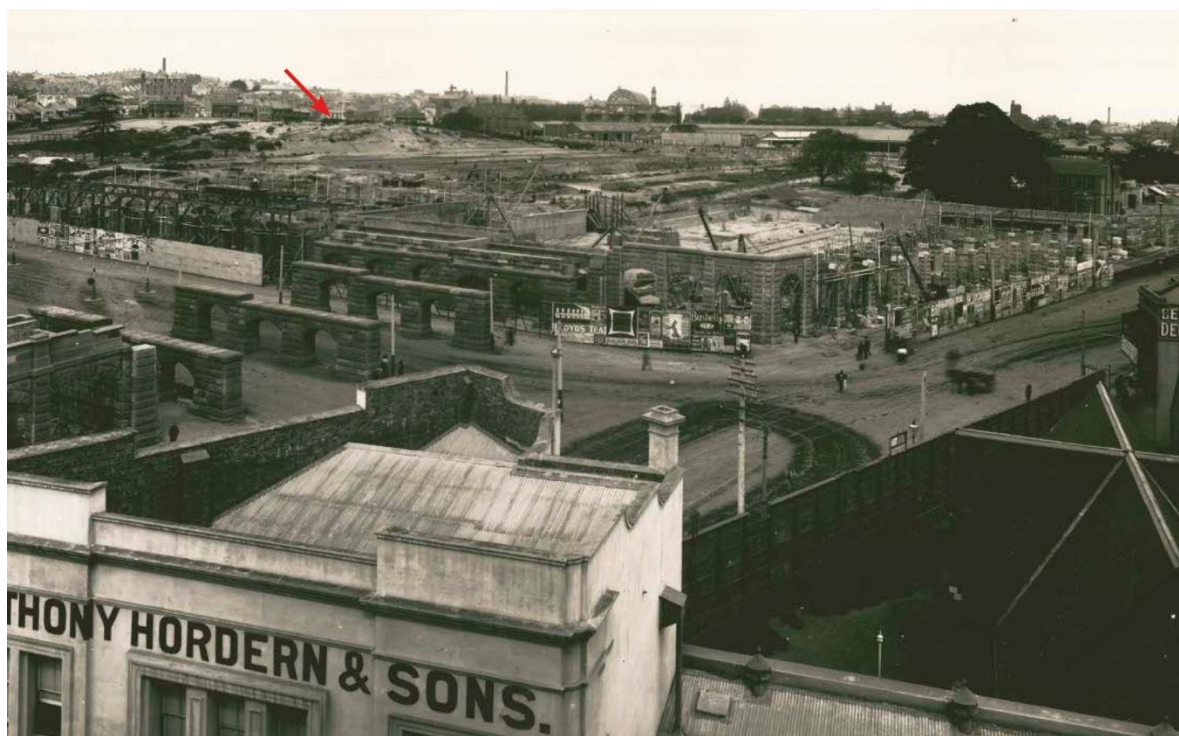


**Figure 3.8** 1903 Map of the City of Sydney showing the extension of the terminus incorporating the former Devonshire Street cemetery. (Source: City of Sydney with GML overlay)





**Figure 3.9** A 1949 aerial of Central Station showing the Western Carriage Shed with the sawtooth roof. (Source: NSW Spatial Services with GML overlay)

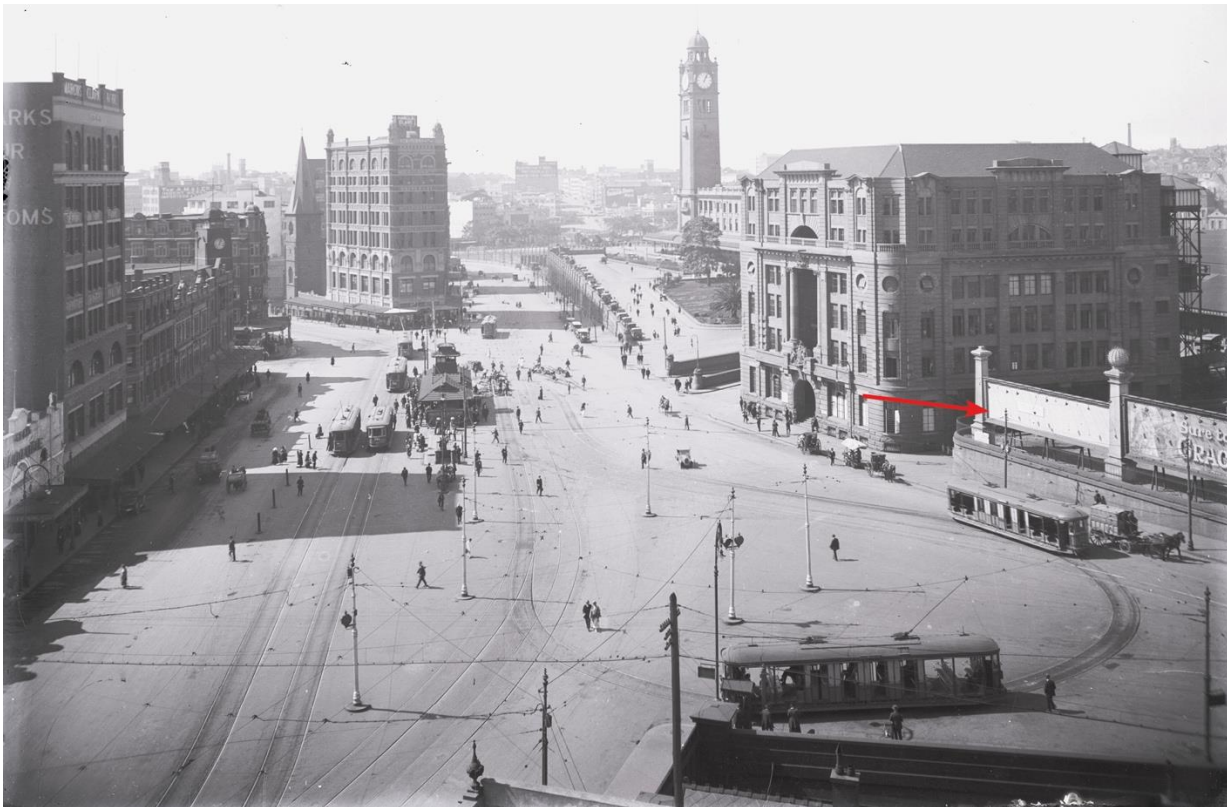


**Figure 3.10** 1903 southwestern view across the expansion of Central Station. Photograph show parts of the original topography of the Site, including remnant Botany Sands (red arrow). (Source: NSW State Archives and Records Authority, 1740 a014 a014000266)





**Figure 3.11** 1908 view to the northeast across the newly constructed Central Station. The entrance to the Devonshire Street tunnel is shown at (1). The Site (2) is partially visible at the right-hand side—its retaining wall indicates the depth of fill imported to raise the site above street level. (3) is the site of the Parcels Post Office under construction. (Source: NSW State Archives and Records Authority 1740 a014 a014001399 with GML additions)



**Figure 3.12** Railway Square showing the large billboard hoardings on the retaining wall along Lee Street (red arrow). The Post Parcel Office (now the Adina Hotel) was added in 1913. (Source: State Library of NSW with GML overlay)





**Figure 3.13** 1947 oblique aerial of Central Station showing the Western Yard (outlined in red), which was completely removed by the construction of Henry Deane Plaza. (Source: City of Sydney Archives SRC11129)





**Figure 3.14** The Parcels Post Office is complete, 1914. The Site is indicated by a red arrow. (Source: State Library of NSW, Government Printing Office 1 – 16803)



**Figure 3.15** Northern view of part of the Site showing the ground level excavated to bedrock. The Goods Line can be seen in the foreground. (Source: Frasers)

## 4.0 Statutory Context

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### 4.1 Statutory Overview

The proximity of Henry Deane Place to state and local heritage items means there are various statutory controls to consider. These fall principally under the provisions of the Heritage Act and the EPA Act.

#### 4.1.1 Heritage Act 1977 (NSW)

The SHR is established under the Heritage Act and is a list of identified heritage items of significance to the state of New South Wales. The SHR includes items and places (such as buildings, works, archaeological relics, movable objects or precincts) determined to be of state heritage significance.

Under section 57 (1) of the Heritage Act, approval is required for the following activities:

- a) *Demolish the building or work,*
- b) *Damage or despoil the place, precinct or land, or any part of the place, precinct or land,*
- c) *Move, damage or destroy the relic or moveable object,*
- d) *Excavate any land for the purpose of exposing or moving the relic,*
- e) *Carry out any development in relation to the land on which the building, work or relic is situated, the land that comprises the place, or land within the precinct,*
- f) *Alter the building, work, relic or moveable object,*
- g) *Display any notice or advertisement on the place, building, work, relic, moveable object or land, or in the precinct,*
- h) *Damage or destroy any tree or other vegetation on or remove any tree or other vegetation from the place, precinct or land.*

Section 170 of the Act also provides that each state government agency keep a register of all heritage assets under its control. These registers are separate from the SHR but may overlap with the SHR and local heritage listings.

#### 4.1.2 Environmental Planning and Assessment Act 1979

The EPA Act is administered by the NSW Department of Planning, Industry and Environment. It provides protection for local heritage items and conservation areas through listings on environmental planning instruments (EPs) such as LEPs. These LEPs guide local councils in making planning decisions who may then make development control plans (DCPs) to provide more detailed controls on development.

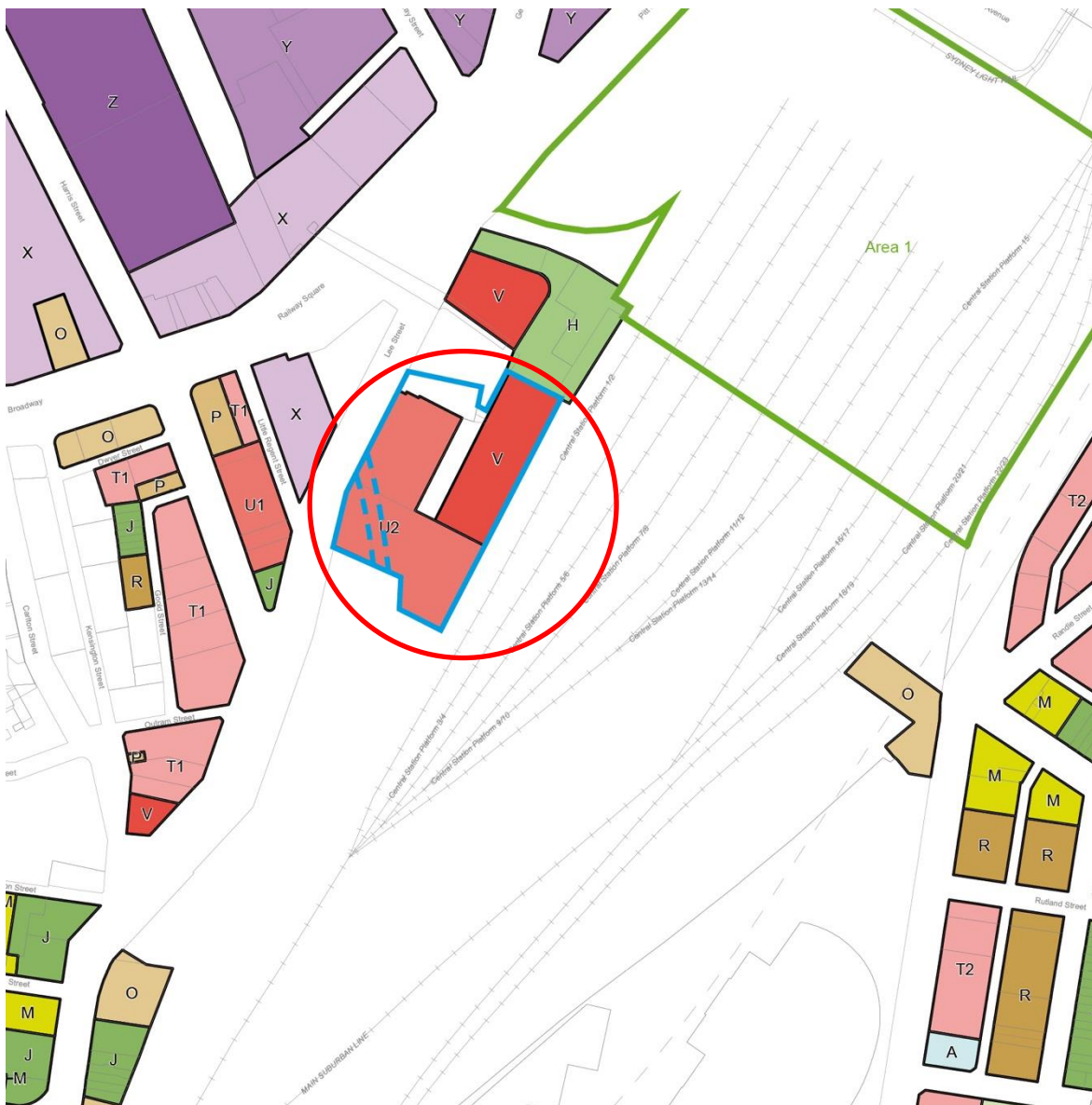
#### Sydney Local Environmental Plan 2012

The SLEP provides a framework for local development and planning. It outlines the requirements for managing heritage items and affords the consent authority discretion to require heritage assessments, conservation management plans and heritage impact assessments for proposed

developments at or near heritage items. The objectives of heritage conservation stated in clause 5.10 of the SLEP are as follows:

- (a) to conserve the environmental heritage of the City of Sydney,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- (c) to conserve archaeological sites,
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance

The SLEP also sets controls on maximum building heights and density. The maximum permissible building height over the Site set by the SLEP varies between 33 metres and 35 metres. Refer to Figure 4.1. The floor space ratio for the Site is 3:1. The proposed rezoning seeks to amend the height and density controls and, accordingly, if approved would replace existing controls.



**Figure 4.1** Maximum permissible height—H is 7.5 metres, U2 is 33 metres, and V is 35 metres. Site circled in red. (Source: Sydney Local Environmental Plan 2012, Height of Buildings Map Sheet HOB\_016)



## Sydney Development Control Plan 2012

The *Sydney Development Control Plan 2012* (DCP) provides controls to guide development within the provisions of the SLEP. Section 3.9 provides the general guiding principles for development of heritage items, which are to:

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

The DCP provides that a Heritage Impact Statement (HIS) be prepared for development in, on or in the vicinity of a heritage item. As set out in clause 3.9.1 of the DCP, the HIS must address the following:

- (a) the heritage significance of the heritage item or the contribution which the building makes to the heritage significance of the heritage conservation area;*
- (b) the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;*
- (c) the impact of the proposed development on the heritage significance of the heritage item, heritage items within the vicinity, or the heritage conservation area; and*
- (d) the compatibility of the development with conservation policies contained within an applicable Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report.*

Railway Square and Central Station, together, are identified as a Special Character Area in Section 2 of the DCP—refer to Figure 4.3. The Site lies immediately adjacent to and not within the Special Character Area; however, the draft DCP amendment proposes the expansion of the area, which would include the Site (refer to Section 4.2.1 and Figure 4.4). The DCP provides that development in the Special Character Area should address the following principles:

- (a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.*
- (b) Recognise the role of Railway Square as the western and southern gateway to Central Sydney.*
- (c) Reinforce the significance of the existing heritage fabric and complement it with high quality contemporary fabric and contribute to the layers of meanings and content of the locality.*
- (d) Maintain a high level of daylight access to Railway Square and its associated open spaces by restricting building height.*
- (e) Maintain and enhance the visual prominence and landmark significance of the clock tower of Central Railway Station in the views and vistas from various points, particularly along Broadway and George Street, when approaching or departing the city.*
- (f) New development is to maintain and enhance vistas to Central Railway station.*
- (g) Reinforce the urban character and scale of Railway Square by requiring new buildings surrounding the Square to:*
  - i. be built to the street alignment;*

*ii. have street frontage heights consistent with the prevailing form of buildings adjacent to this Special Character Area; and*

*iii. have building setbacks above the street frontage heights.*

*(h) Ensure that any development associated with the important public transport interchange provided at Railway Square is consistent with enhancement of the public domain of Railway Square.*

*(i) Conserve and enhance the heritage significance and character of the nineteenth and twentieth century public and commercial buildings and their settings.*

*(j) Enhance the pedestrian amenity of Railway Square and environs.*

## **4.2 Draft and Anticipated Controls**

### **4.2.1 Draft Central Sydney Planning Strategy 2016–2036**

The Draft Central Sydney Planning Strategy (CSPS) is an urban planning strategy, prepared by the City of Sydney, which supports opportunities for additional height and density balanced with environmental sustainability and urban design excellence.

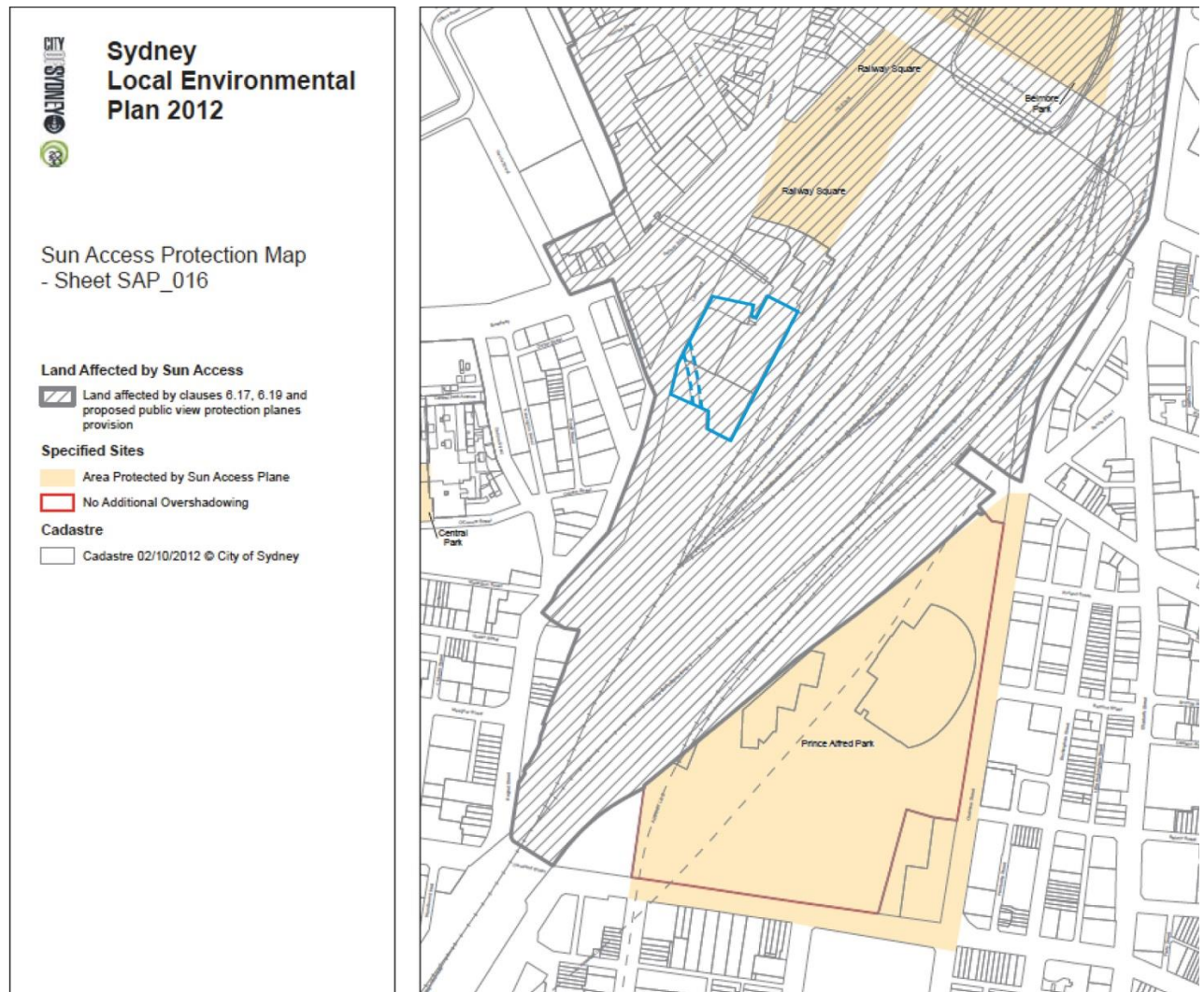
The strategy sets out 10 key moves, among which the most relevant to heritage are to:

- ensure development responds to context; and
- protect, enhance and expand Central Sydney's heritage, public places and spaces.

The draft CSPS and its associated Planning Proposal proposes amendments to both the SLEP and the DCP.

Height planes based on solar access to existing public spaces within Central Sydney has informed the draft CSPS, which indicates a future city form that includes clusters of towers including a southern cluster at and around Central Station.

The Central Sydney Planning Proposal proposes no amendment to the LEP to change the existing height limits over the Site nor to change the existing floor space ratio of 3:1. It does, however, provide for sun access year-round to Prince Alfred Park between the hours of 10am–12pm. This is shown in Figure 4.2 below.



**Figure 4.2** Draft Sun Access Protection Map showing hatched area where development would be limited to heights that protect sun access to the areas in buff. Site outlined in blue. (Source: Sydney Local Environmental Plan 2012, Height of Buildings Map Sheet HOB\_016)

As mentioned above, the draft DCP amendment also proposes the expansion of the Special Character Area which would include the Site. The amended principles are listed below with changes in bold:

- (a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.
- (b) Recognise the role of **Central Railway Station as the hub of public transports of Sydney and Railway Square as the western and southern gateway to Central Sydney.**
- (c) **Conserve heritage buildings including their fabric and features. The heritage buildings represent the historic layers and substance of the local area and are the character defining element of the special character area. Developments on heritage sites or adjacent to heritage sites must complement heritage buildings with high quality contemporary building form and design.**
- (d) **Maintain a high level of daylight access to Railway Square, Belmore Park and other open spaces associated with Central Station.**

(e) *Maintain and enhance the visual prominence and landmark significance of the clock tower **and terminus building** of Central Railway Station in the views and vistas **from surrounding streets**, particularly along Broadway, George Street **and Pitt Street**.*

(f) *New development is to maintain and enhance vistas to Central Railway Station, **including those from its concourse**.*

(g) *Reinforce the urban character and scale of **the Special Character Area** by requiring new buildings surrounding the **station and** square to:*

*i. be built to the street alignment;*

*ii. have street frontage heights consistent with the prevailing form of buildings adjacent to this Special Character Area;*

*iii. **adopting complimentary (sic) building form and solid high quality building materials;** and*

*iii. have building setbacks above the street frontage heights.*

(h) *Ensure that any development associated with the important public transport interchange provided at **Central Station and Railway Square** is consistent with enhancement of the public domain of **the area**. **The existing parkland and open spaces are to be conserved;***

(i) *Conserve and enhance the heritage significance and character of the **area by encouraging the retention and reuse of existing** nineteenth and twentieth century public and commercial buildings and their settings.*

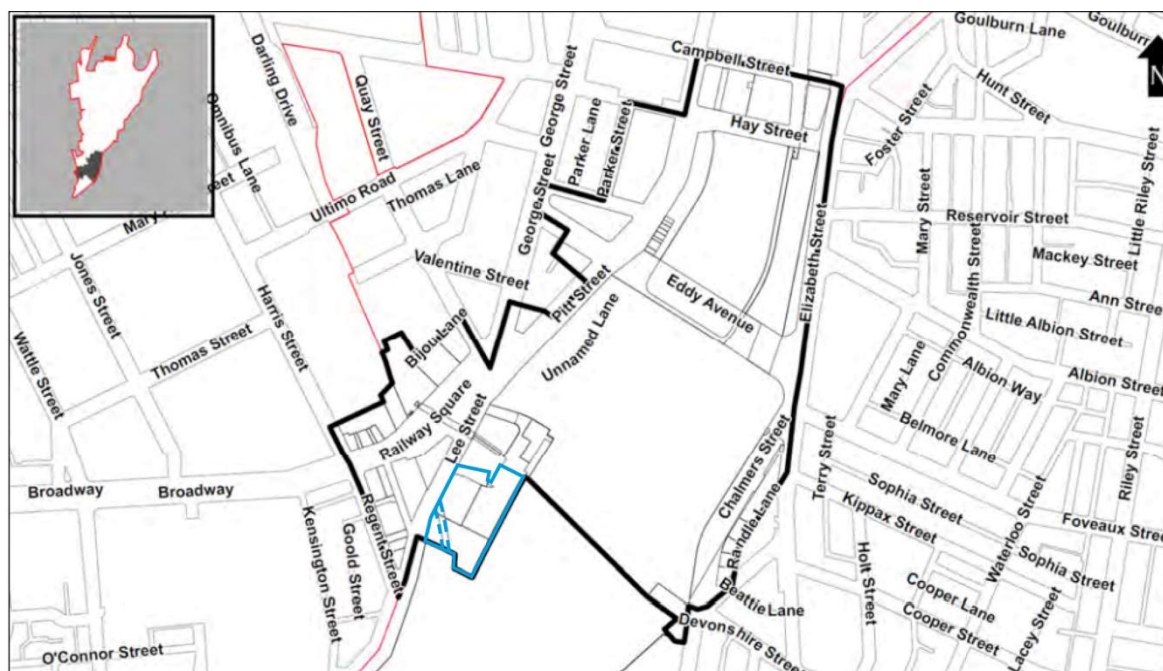
(j) *Enhance the pedestrian amenity of **Central Railway Station and Square** and environs.*

(k) ***Maintain visual connections of Central Station complex with the surrounding heritage buildings and with Haymarket Special Character area.***

The proposed rezoning and development arising from its provisions would need to respond to those principles above.



**Figure 4.3** The current boundaries of the Railway Square and Central Station Special Character Area. Site outlined in blue. (Source: Sydney DCP)



**Figure 4.4** The expanded boundaries of the Railway Square and Central Station Special Character Area as proposed in the Draft Sydney DCP amendment. Site outlined in blue. (Source: Draft Sydney DCP amendment)

## 5.0 Setting and Contextual Design

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### 5.1 The Burra Charter, Setting and New Work

The Burra Charter is a charter adopted by Australia ICOMOS for the identification, management and conservation of heritage places. Heritage places may have spaces, views and settings (the immediate and extended environment) that contribute to the place's cultural significance and distinctive character.

Article 8 of the Burra Charter provides for setting as follows:

*Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.*

*New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.*

Article 22 of the Burra Charter provides 'new work' at heritage places which may also be applicable to the settings of heritage places:

*New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.*

*New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.*

### 5.2 Contextual Design

In addition to the Burra Charter, the New South Wales Government has published guidelines for designing in context and provide identification of issues to be considered when designing in the context of heritage places. These are *Design in Context: Guidelines for Infill Development in the Historic Environment* and the more recent *Better Placed—Design Guide for Heritage*. Rather than providing proscriptive controls, these guidelines provide matters that designers should consider in changing existing places or designing new places within a heritage context.

#### **Design in Context—Design Criteria**

The Royal Australian Institute of Architects (RAIA) and NSW Heritage Office publication *Design in Context: Guidelines for Infill Development in the Historic Environment* has put forward design criteria for successful infill. Those criteria are:

- character;
- scale;
- form;
- siting;
- materials and colour; and
- detailing.

## Better Placed—Design Guide for Heritage

As part of the Better Placed suite of design guidelines, the *Design Guide for Heritage* gives guidance to a broad range of design work in heritage places in NSW. It elaborates on the principles that underpin the Burra Charter and is based on the design objectives outlined in *Better Placed: An integrated design policy for the built environment of NSW* (GANSW 2017).

*New work in heritage contexts or precincts concerns appropriate new development in sensitive historic contexts. The new work should respond to the historic context through an understanding and informed analysis of the area's character, quality, and heritage value.*

The Design Guide for Heritage's key criteria are:

- working with scale and grain;
- responding to form;
- considered siting; and
- planting and landscape.

Design considerations include understanding the specific character of the place and designing new work to respond to and, when appropriate, strengthen this character. General principles include:

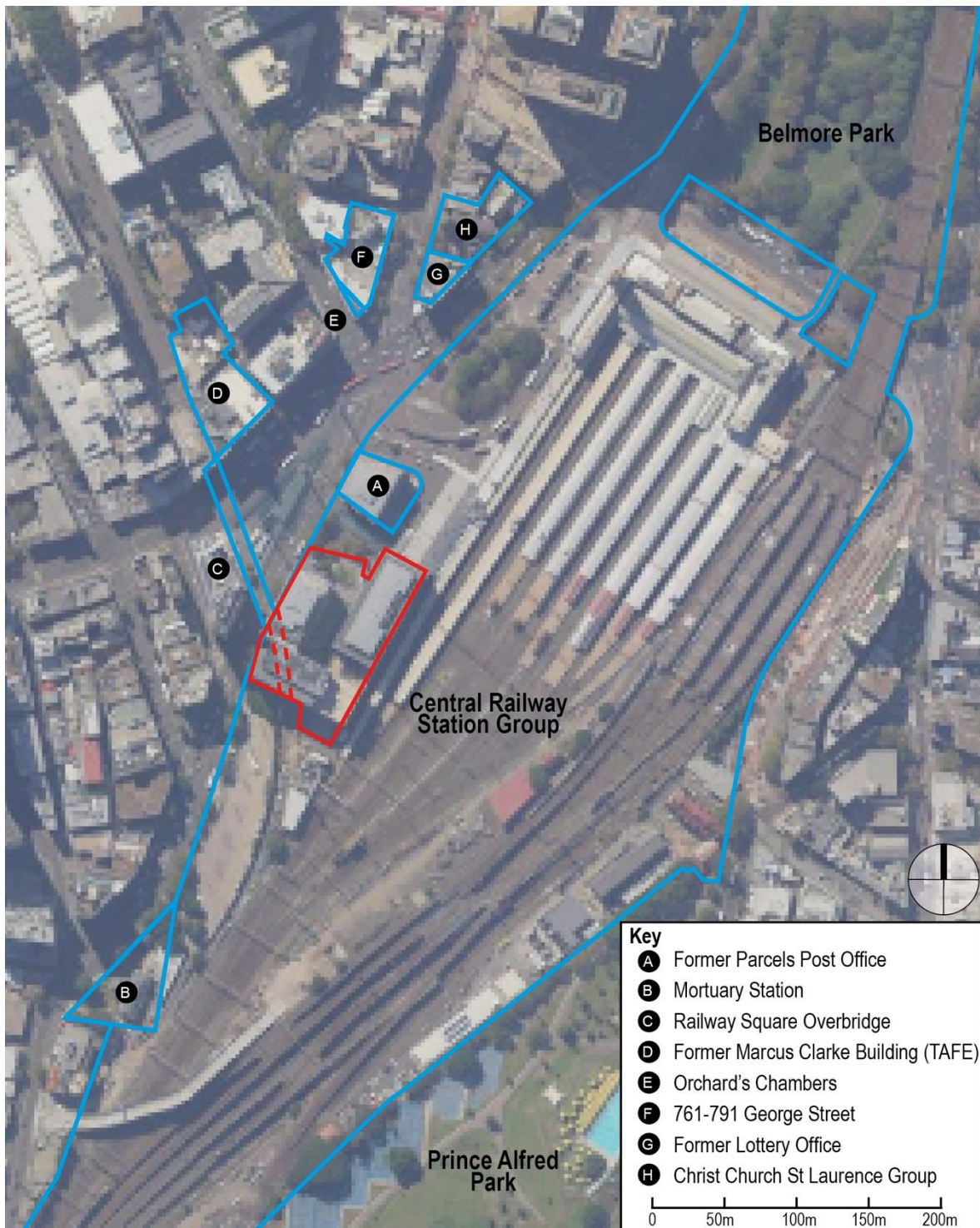
1. Design new work to positively relate to the style, materiality, scale, massing, and grain of existing buildings and structures.
2. Design new forms to respond to the predominant form of the streetscape.
3. Locate new structures on sites in ways that support existing urban patterns. Careful consideration of height and setback is crucial to designing for a better fit.
4. Where relevant, design new work to respond to and re-establish meaningful urban connections and views. Consider settlement patterns, tree canopy, and connections between places.
5. Retain heritage landscape elements and planting schemes and design new landscape to relate to the existing.

### 5.3 The Settings of Nearby Heritage Places

The Central Station Group is listed on several statutory and non-statutory registers, as outlined in Section 2.0. The curtilage of the listings covers much of what is generally considered Central Station, but it excludes key elements which can be considered part of the wider 'Central Station Complex'. They are interrelated listings and part of the same landscape, some being state significant.

Notwithstanding the Site is listed as part of the Central Railway Station group (at least on the SLEP and S170 Register), the existing buildings and plaza landscape are not of heritage significance but can be considered as part of the setting of the Central Railway Station group and, most immediately, the former Parcels Post Office. The Site, as developed now or redeveloped in the future, also has a relationship with several heritage items nearby. The locations of these is shown in Figure 2.3 (on page 11).





**Figure 5.1** Heritage items in the vicinity of the Site. (Source: GML overlay on SIX Maps aerial)

### State Heritage Listings

Items related to the Central Station group which are listed separately on the State Heritage Register are:

- Mortuary Railway Station and [its] site;
- Railways Institute Building; and



- Railway Square Road Overbridge—Darling Harbour goods railway.

Albeit separate listings, these items are closely related to the significance of Central Station. The Mortuary Railway Station and Railways Institute Building are included within the curtilage of the Central Railway Station group on RailCorp's S170 listing.

### **RailCorp S170 Register Listings**

As a NSW Government Agency and asset owner of Central Station, RailCorp is required to keep a register of heritage items under its control. Items not previously mentioned in Section 2.0 are:

- Mortuary Railway Station and Gardens; and
- Ultimo (Railway Square) Rail Overbridge.

### **Local Heritage Listings**

There are several items listed on Sydney's LEP which are near the Site. (Refer to Figure 2.3.) They include:

- Commercial Building group 767–791 George Street (c1875), LEP Item I844;
- Former commercial building "Orchard's Chambers" (1910), LEP Item I847;
- Former Lottery Office (1905), LEP Item I848;
- Christ Church St Laurence group (1845), LEP Item I849;
- Marcus Clarke Building (1910), LEP Item I850;
- Former Parcels Post Office (1912), LEP Item I855; and
- Prince Alfred Park including fence, tree planting, ground and coronation centre, LEP Item I1406.

Other than Christ Church and Prince Alfred Park, the State Heritage Inventory forms for these items contain no specific management recommendations for their settings.

### **Central Station**

The Central Station Conservation Management Plan 2013 (2013 CMP) by Rappoport Pty Ltd and the NSW Government Architect's Office is a review and update of the 1995 CMP, Heritage Group—NSW Department of Public Works & Services.

The 2013 CMP recommends the heritage curtilage of Central Station be expanded to include the Site, Henry Deane Place, part of the Goods Line, the Elizabeth Street viaduct and Belmore Park. Although Henry Deane Place is within the historic curtilage of Central Station, the removal of its railway structures—with the exception of the alignment of the Goods Line dive—leaves it with little ability to demonstrate the significance of the Central Railway Station group.

The CMP recommends a policy and strategies for setting, views and landscape as follows:

### *Policy: Setting, Views and Landscape*

5. *Ensure that the urban setting of Central Station is treated in an appropriate manner which recognises its outstanding heritage values and its listing as a major part of a Special Area in the Sydney LEP 2012.*

### *Strategies: Setting, Views and Landscape*

5.1 *Encourage new uses and developments adjacent to the Central Station CMP area that are compatible with the primary railway use of the site and provide opportunities to celebrate and interpret the heritage values of Central Station and minimise negative heritage impacts.*

5.2 *Retain and conserve existing significant relationships between retaining walls, trees, pavements, lighting, furnishings and other landscaping elements.*

5.3 *Prepare, implement and provide for the regular review of a:*

a) *Signage Strategy (including RailCorp, wayfinding, statutory, commercial and interpretative signage);*

b) *Public Domain Furniture Strategy (including RailCorp, and commercial furniture);*

c) *New Services Strategy (including consideration of sustainability, and the impacts of operational and telecommunication services);*

d) *Lighting Strategy (including general, operational, security, and commercial lighting);*

e) *Landscape maintenance Program (allow for replacement of dead and ageing trees. The former locations, and species, should be re-used).*

5.4 *Through this CMP request that the Sydney City Council and/or other approval authorities actively protect vistas of the approach walls, bridges, clock tower and main terminal building, from Surry Hills, Railway Square, Rawson Place and Pitt Street; and control the building and scale of development in the vicinity so that it respects the heritage values.*

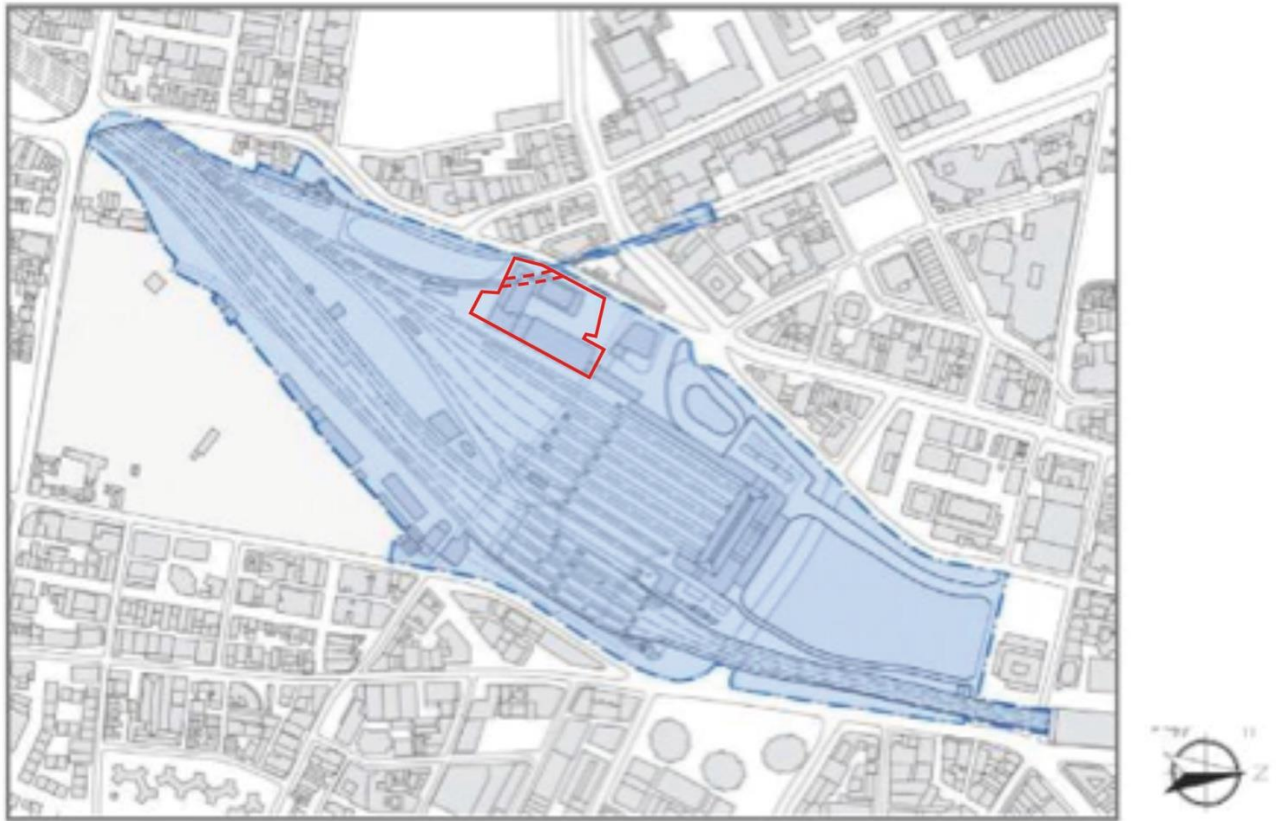
5.5 *Through this CMP request that the Sydney City Council base the design of public domain landscaping works, both hard and soft works, in the visiting and in Belmore park on an understanding of the heritage significance of Central Station.*

The CMP also maps significant views and vistas associated with the Central Railway Station group. This is shown at Figure 5.3. Inventory sheets to the CMP provide further detail on the Site. Elements in the CMP's Precinct 1 (the Western Yard) are assessed for relative significance. Elements within the site include Ultimo Railway Bridge and Darling Harbour Cut and Henry Deane Plaza (with Henry Deane Place within it). The former is assessed as being of 'high' significance. There is some discrepancy between the listing of the Plaza as a whole and the elements within it, so it is not clear whether the CMP's assessment of the plaza is 'little' or 'moderate'. One element adjacent to the Site that is clearly assessed is a small section of remnant palisade boundary fence to the south of the Site—this is assessed as having 'moderate' significance.

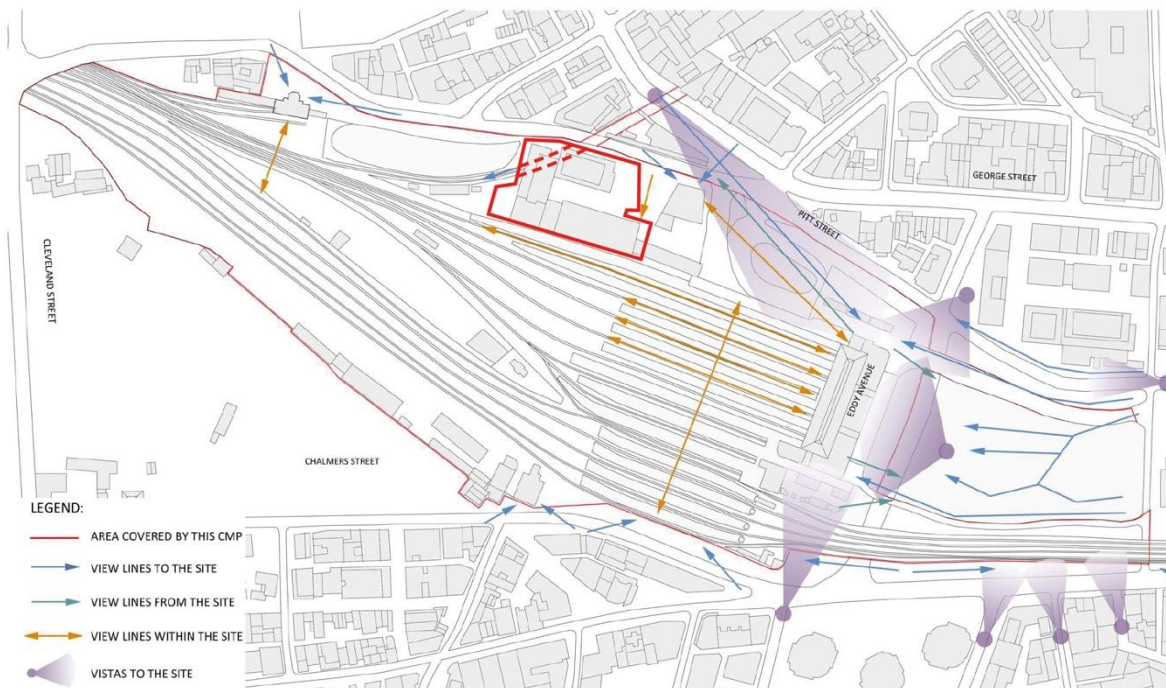
In spite of the assessed level of significance of the Site within Henry Deane Plaza and Precinct 1, item specific policies that are given include:

*New development on this site need to give careful consideration to: An overall masterplan approach for the Central Station site and the need for pedestrian movement and rail corridors; and the impacts on adjacent heritage items, particularly the Parcels Post Office (Hotel) and the Parcels Shed (YHA) [and]*

*Investigate opportunities to interpret former buildings on this site and their relationship to the working and changing Sydney Terminal complex.*



**Figure 5.2** The 2013 CMP recommended heritage curtilage. Best available image. Site circled in red. (Source: Rappoport Pty Ltd and NSW Government Architect's Office for RailCorp, NSW Transport 2013, Central Station Conservation Management Plan)



**Figure 5.3** Central Station Significant Views and Vistas. Best available image. Site circled in red. (Source: Rappoport Pty Ltd and NSW Government Architect's Office for RailCorp, NSW Transport 2013, Central Station Conservation Management Plan)

## **Former Parcels Post Office**

The Former Parcels Post Office Conservation Plan was prepared by the Heritage Group, NSW Department of Public Works & Services in 1997. It recommends policies for the conservation of context and vistas as follows:

### *Context*

*Policy 3.0 Ensure that the setting of the former Parcels Post Office is treated in an appropriate manner that recognizes its classification as an item of environmental heritage within an urban conservation area.*

### *Policy 3.1*

*Do not obscure the detail of the base of the former Parcels Post Office when viewed from Railway Square.*

### *Vistas*

#### *Policy 3.1.1*

*Retain and enhance vistas of the Parcels Post Office from: George Street; Broadway; Pitt Street; Railway Square; [and] Prince Alfred Park.*

#### *Policy 3.1.2*

*Retain and enhance vistas of the Sydney Terminal (Central Station) from: Railway Square; Prince Alfred Park; the Mortuary Station; [and] the upper yard (to the Parcels Shed).*

The existing development on the Site neither retained nor enhanced views from Prince Alfred Park to the former Parcels Post Office as recommended under the Plan's policy 3.1.1.

## **Mortuary Railway Station and Site**

The Mortuary Station is sufficiently distant from the Site to not have its setting significantly impacted by the Henry Deane Place redevelopment. While recognising that the Mortuary Station already has afternoon shadows cast upon it, very tall development on the Site could cast shadows onto the gardens additional to those which exist. Both the visual and aesthetic heritage impacts and the horticultural heritage impacts at Mortuary Station arising from shading should be assessed in any proposal for redevelopment of Henry Deane Place.

A conservation management plan for Mortuary Station was written by Paul Rappoport Architect Pty Ltd in 2000 but has not yet been located. Once located, its findings should be considered in assessing impacts on Mortuary Station and its site.

## **Railways Institute Building**

This building is located to the southwest on the opposite side of Central Station's railway yards. It is sufficiently distant from the Site to not be impacted by the rezoning and redevelopment of Henry Deane Place.

## **Railway Square Road Overbridge**

This structure includes a stone arched bridge under George Street over what was once the Darling Harbour goods line. The extent, nature and condition of the structure is not known. While the structure's fabric and the line it covers should be maintained and conserved, it is now subterranean and has no visual setting. It is associated with the former Goods Line dive to the immediate southeast

of the site. Opportunities to recover the openness of the dive and connect it with the Goods Line should be explored by parties with an interest in the land and its adjacent lands as opportunities arise.

### **Commercial Building Group, 767–791 George Street**

With Orchard's Chambers these buildings anchor the corner of Quay and George Streets and form the west 'gate' to George Street heading north.

#### **Former commercial building "Orchard's Chambers"**

At five–six storeys and predominantly of red brick, this building contributes to defining the scale and materiality of the northern and western edges of Railway Square.

#### **Former Lottery Office**

At eight storeys and faced predominantly in red brick, this building contributes to defining the scale and materiality of the northern edge of Railway Square and the gateway to George Street. It is of comparable scale and materiality to the Parcels Post Office.

#### **Christ Church St Laurence group**

The inventory form for Christ Church recommends that '[a]ny development in the vicinity of the St Laurence group must not impact upon important views to or from the group'. Henry Deane Place does not form part of the visual setting of Christ Church as the two buildings are distant from each other; the former Lottery Office stands between them.

#### **Marcus Clarke Building (1910)**

Of similar scale and materiality as the Former Lottery Office and the Former Parcels Post Office, the Marcus Clarke Building (TAFE Building) forms the central third of the western edge of Railway Square. Although adjacent infill to the north to Quay Street are of similar scale to the Marcus Clarke Building, their low podiums and setback together with their materiality and style mean they are intrusive to the setting of the TAFE Building and the established character of the square.

#### **Prince Alfred Park**

The inventory form for Prince Alfred Park recommends that 'the relationship of the park with surrounding streets, [sic] the main vistas to the city skyline should not be altered.' The streets that surround the park are to the south and east off Cleveland and Chalmers Streets away from Henry Deane Place. The city skyline from views within the park is largely contained to that triangle of development to the north between Elizabeth and Sussex Streets whose alignments converge in the park. Henry Deane Place lies at the western fringe of this triangle and development on it would not obscure the main vistas to the city skyline from the place of convergence in the park.



## 6.0 Heritage Design Guidelines

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### 6.1 Views

#### State Heritage Curtilages and Views

The Heritage Act does not expressly provide for the protection of views. The Act provides for heritage items to be listed on the SHR. Such a listing would include the item and its defined curtilage and delineate that on a gazetted plan. Various types of curtilage exist including an 'expanded curtilage' which may take in the broader setting and views, though this is rarely used. The listed curtilages of State Heritage items identified in this report do not include wider visual settings or views.

#### Current LEP and DCP Provisions for Views

Land over which significant views exist could in principle be listed as items of environmental heritage if the land satisfied criteria for cultural significance. No such listings exist in the area covered by the Sydney LEP. Control over views is principally provided for under clause 5.10(5). That clause provides that the consent authority may require an assessment of the heritage impacts of a development on heritage items or conservation areas within the vicinity. This requirement can capture view impacts on heritage items.

The DCP's section 3.2.1.2 provides development controls for the protection of public views as follows:

- (1) Buildings are not to impede views from the public domain to highly utilised public places, parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments including public statues, sculptures and art.*
- (2) Development is to improve public views to parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments by using buildings to frame views. Low level views of the sky along streets and from locations in parks are to be maintained.*

In relation to development in the vicinity of heritage items specifically, the DCP's provision 3.9.5(4) states:

*Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:*

- (a) providing an adequate area around the building to allow interpretation of the heritage item;*
- (b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);*
- (c) protecting, where possible and allowing the interpretation of archaeological features; and*
- (d) Retaining and respecting significant views to and from the heritage item.*

#### Planning Proposal and Draft DCP Amendments

The July 2016 Planning Proposal for Central Sydney progresses key planning controls proposed in the CSPS. Proposed amendments that manage the height of buildings include, among others, the identification and mapping of significant views from public places and the construction of view planes to preserve and protect these views. Four views are proposed to be preserved and protected from obstruction of tall buildings, the most relevant of which is the view from Broadway towards George Street and the Central Clock tower.

The view proposed to be protected in the Planning Proposal LEP amendments that is associated with the Central Station clock tower has the centre of the view at a point in Broadway with the view radiating towards the object of the view, the clock tower; the view is contained by the northwest corner of the Former Parcels Post Office and the southeastern corner of the Former Lottery Office. The viewpoint represents the extreme southwest view to the clock tower from Broadway. Other views to the clock tower are not proposed to be protected in the draft LEP.

Provisions in the draft LEP amendments for the public view protection plane associated with Central Station clock tower are extracted below:

*6.XX Public View Protection Planes*

*The consent authority must not grant development consent to development on land if the development will result in any building on the land projecting higher than any part of a public view protection plane.*

*For the purposes of this clause a public view protection plane is a triangular plane that is taken to extend over land to the horizon from a view point (A), through 2 control points (B and C), with each point described by [among others elsewhere]:*

*a. Central Station Clock Tower Public View Protection Plane*

<i>Point</i>	<i>X</i>	<i>Y</i>	<i>Z (RL)</i>
<i>A (View Point)</i>	<i>333731.1</i>	<i>6249246.8</i>	<i>17.5</i>
<i>B</i>	<i>334066.7</i>	<i>6249477.8</i>	<i>38.1</i>
<i>C</i>	<i>334105.7</i>	<i>6249407.2</i>	<i>38.1</i>

These points have been mapped in two dimensions by GML in Figure 6.1. The view point is approximately the western edge of the junction of George and Harris Streets. The view to the northeast is centred on the clock tower of Central Station.

The land to the southwest of the clock tower to the point of origin of the view is largely undevelopable roadway and the western forecourt of Central Station. It is not clear whether this view plane extends farther northwest from the line between B and C: a) down to the horizon; b) flat at the level of the line; or c) continues the plane at the same angular altitude. Given the Draft CSPS covers an area limited in this direction by Elizabeth Street, the only areas affected by this view plane would be the northern part of Central Station and Belmore Park.

Views of landmarks can be considered to radiate from the landmark out to its context where it may be curtailed by topography, built form or plantings intentionally or otherwise. The radial views of the clock tower have been progressively closed off to the southwest in particular. Although over a kilometre away a view of the clock tower can still be observed from Redfern Station's Lawson Street overbridge.

Both the clock tower and the former Parcels Post Office were intended to be viewed in the round and had distant radial views.

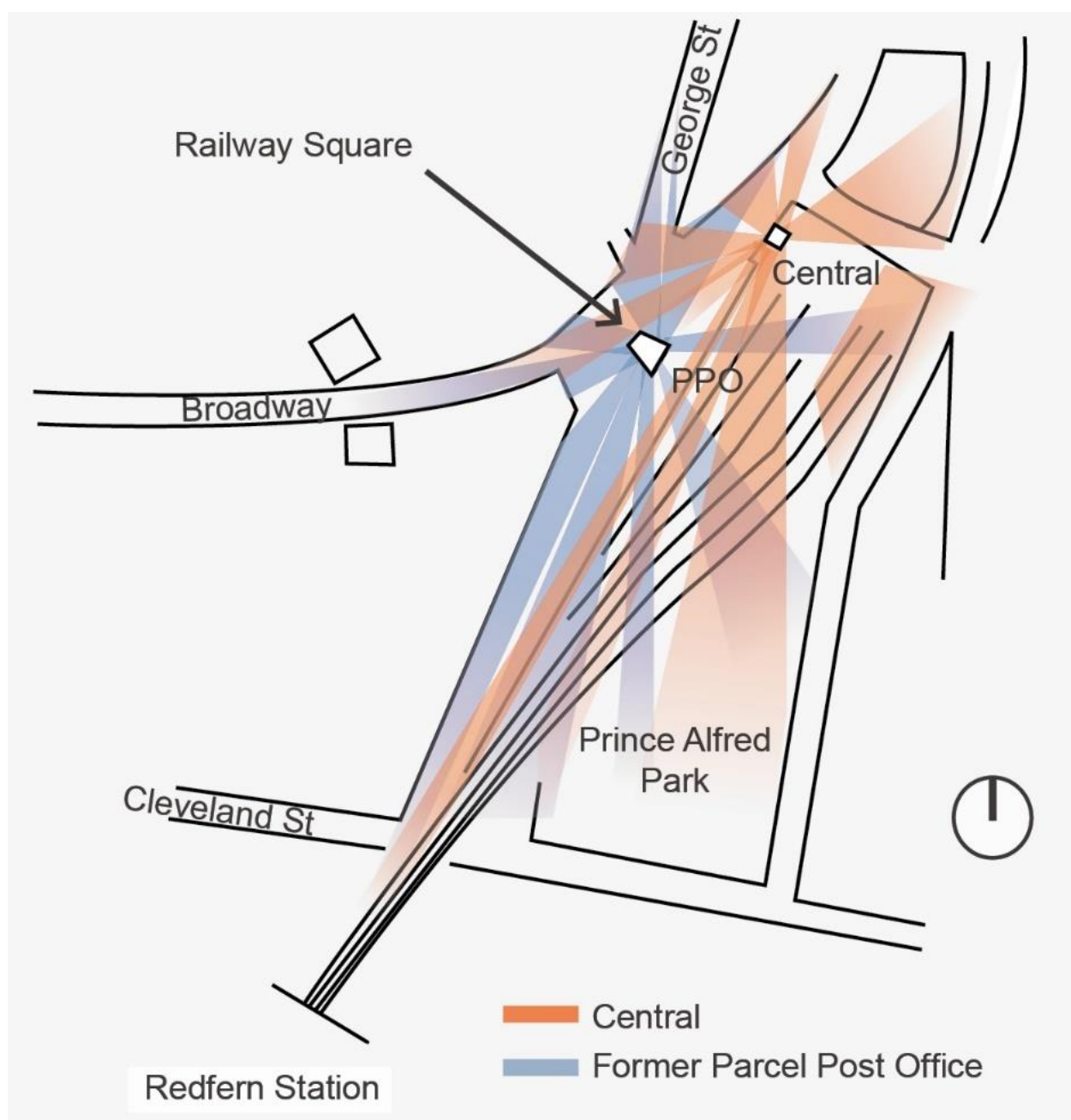
Historically, the clock tower (and indeed the former Parcels Post Office and Railway Square) was visible from more points and farther away than is now the case. They have included road, rail and public domain approaches (see Figure 6.2). These have been progressively interrupted by subsequent development including the buildings at Henry Deane Place.

The view from the north on George Street to the former Parcels Post Office is one remnant, significant view.

As well as protecting existing identified and documented views, consideration should be given in any redevelopment of the Site and Central Railway Station to wider views and the restoration of now lost views particularly the approach from the south along Lee and Regent Streets. In particular, the view from Redfern Station to the clock tower of Central Station should be retained.



**Figure 6.1** Proposed Central Station clock tower public view protection plane. (Source: GML 2019)



Indicative radial view catchment of principal landmarks at Railway Square

**Figure 6.2** Diagram showing historic view catchments for Central clock tower and former Parcels Post Office. Some of these views remain. (Source: GML 2019)





**Figure 6.3** View to clock tower from south corner of Harris Street/Regent Street and Broadway. (Source: GML 2019)



**Figure 6.4** View to clock tower from northeast on Wentworth Avenue. (Source: GML 2019)



**Figure 6.5** Distant view from Foveaux Street to clock tower—trees not in leaf. (Source: GML 2019)



**Figure 6.6** Distant view from Cleveland Street to clock tower. (Source: GML 2019)





**Figure 6.7** Distant view from Lawson Street at Redfern Station to clock tower. (Source: GML 2019)

## 6.2 Light

Until the development of the existing buildings on the Site, more morning and midday sun would have penetrated down Lee and Regent Streets. Opportunities for development that allows deeper penetration of sunlight down Lee Street and to the south of the Site should be explored. This could include through the Site or site edges.

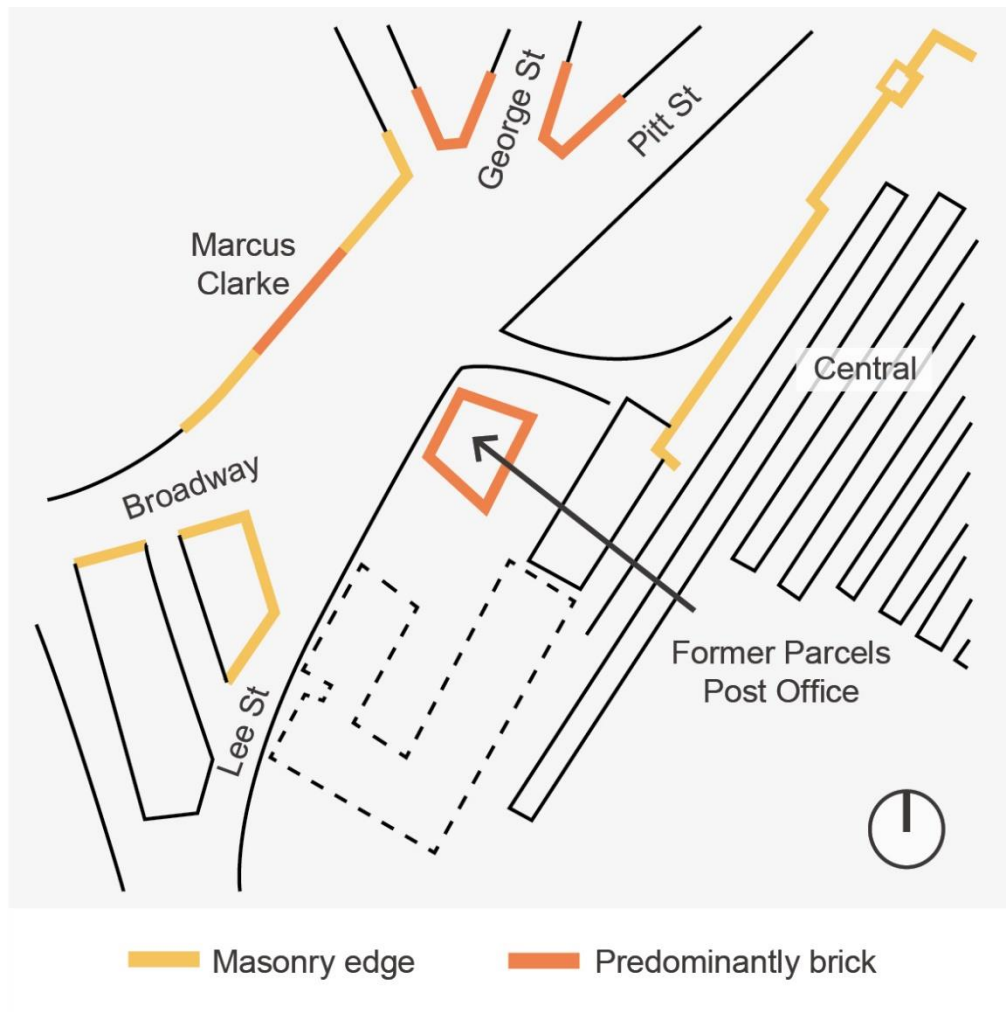
## 6.3 Edges

The enclosure and scale of Railway Square was set by development in the period 1905–1912. That edge was set at the northwestern and northern edge by brick buildings built to the street boundary of a scale of approximately eight storeys. That brick edge is shown in Figure 6.8. The former Parcels Post Office shared that scale but was in the round at the centre of the open space of Railway Square. Continuation of the edges of Railway Square at this scale has progressively enclosed and reduced the apparent size of the square. The existing development on the Site continued this edge in the southern part of the square.

Although the heights of the characteristic buildings vary, in continuing the edge of the square on the Site, the street-wall should be taken to be the top cornice of the former Parcels Post Office rather than higher datums. Buildings with long street-walls should be articulated to respond to the scale of the former Parcels Post Office and former Marcus Clarke building.

It should also be recognised that completion of the edges to the street boundaries at the established scale is not the only appropriate response. Restoration of an in-the-round setting for the Former Parcels Post Office is an alternative, albeit one seemingly incapable of being realised due to the various landholdings.





**Figure 6.8** Diagram showing built form edges of Railway Square. (Source: GML 2019)

## 6.4 Proximity to the Former Parcels Post Office

The Former Parcels Post Office was designed as a squat tower to be viewed in the round and was able to be viewed in the round until the existing buildings on the Site were completed. The existing development on the Site has retained some of this quality by the significant setback from the heritage item. This should not be reduced.

Opportunities to restore lost openness around the former Parcels Post Office should be explored.

## 6.5 Ground Plane

The millennial redevelopment of Railway Square, including its bus shelters, hard landscaping and public art towers, has some aesthetic value for its deconstructivist architectural style together with some historical association with public works leading up to the Sydney Olympics. However, the redevelopment together with Henry Deane Place has further cluttered the open space of Railway Square and ruptured the ground plane of the square and the Site.

The Site once had a stone retaining wall which presumably brought the level of the Western Carriage Shed close to the same level as the main yards. Billboard hoardings and what appear to be lamp stands were added to the top of this retaining wall.

Redevelopment of the Site and Railway Square should seek to restore the ground plane at, or close to, the existing levels of Railway Square and Lee Street. Interpretation, to varying degrees, of the stone retaining wall along Lee Street could also be considered.

## **6.6 Character and Materiality**

The character of the heritage items, which have established much of the character of Railway Square, draws from their common scale and their red brick with secondary stone/render dressings. This was established in the first two decades of the twentieth century. The requirement for the use of brick on the Lottery Office building was due to then City Council requirements to disguise the concrete structure.

While a reasonable response is to continue to use the materials that have been established at Railway Square, the Site has historically been open and to close the edge with heavy masonry entirely may not be the most appropriate response. The existing buildings reference brick in their use of terracotta cladding but this has been mixed with glazing.

The use of face brick and sandstone dressings for street-facing masonry walls together with the scale of the 1900–1920 square should be respected: however, use of masonry should be kept below the scale datum set by the cornice of the former Parcels Post Office.

## **6.7 Protection and Adaptive Re-use of the Goods Line**

The Goods Line runs adjacent to the southwest corner of the Site. Development should protect the Goods Line and explore opportunities to integrate it into the existing pedestrian network while retaining its utility as an open way.

## **6.8 Cumulative Impacts and Erection of Tall Buildings**

Although this study is confined to Henry Deane Place and anticipates tall buildings beyond the currently permissible heights will be proposed, it does not deal with adjacent sites and the cumulative impacts that a tower or towers on those sites might have on the heritage significance of heritage items. For adjacent sites, the issues may be similar to those considered for Henry Deane Place.

Public domain appreciation of the heritage buildings and Railway Square is that of the established scale. Tall buildings behind this street-wall would have less impact on the heritage values of the building and square if they are designed as towers emphatically set back from the enclosing street-wall/podium. Incrementally setting back additional height above and parallel to the street-wall can lead to a loss of appreciation of the established scale and definition of the square.

In principle, the fewer and slenderer the towers, the lesser the impact.

## **6.9 Stories and Interpretation**

Various themes can be understood from the Site and could be integrated into architecture, public domain works, public art and dedicated interpretive devices. An Interpretation Strategy should be prepared to identify interpretive themes, audiences and devices for integration into redevelopment of the Site.

## 6.10 Design Guidelines

Heritage design guidelines for the Site drawn from the analysis in this section can be summarised as follows:

1. Set back development on the Site from the former Parcels Post Office to respect the heritage item's setting, mindful that the former Parcels Post Office was designed to be viewed in the round.
2. Reference the principal datums and relative scale of the former Parcels Post Office and its components and, particularly, its upper cornice. Development above the datum of the upper cornice should be either set back or have a vertical separation (for example through a recess). Built form on the Site from ground to this datum should be expressed solidly, with that above being more lightly expressed.
3. Retain principal public domain views to the clock tower of Central Station from the south and west and consider longer views to the clock tower including those from Redfern Station on Lawson Street, from the intersection of Regent and Cleveland Streets, from Foveaux Street and from Wentworth Avenue.
4. Use high-quality materials that are sympathetic to the historic setting of Railway Square Precinct should be used in new development of contemporary design. These may include materials characteristic of the Railway Square Precinct, such as brick and limited use of sandstone and steel, but may also include contemporary materials.
5. Assess the additional shading on Mortuary Station and its gardens and Prince Alfred Park to ensure the heritage impacts upon them are minimised.
6. Respect the continuity of the ground plane, existing levels and transitions of Lee St and connections to Railway Square and the Precinct.
7. Protect the alignment and spatial envelope of the former Goods Line and explore opportunities to reintegrate it into movement networks.
8. Develop an Interpretation Strategy and incorporate interpretation into redevelopment of the Site.
9. Integrate these guidelines into site-specific development controls whether by amendment to the Sydney Development Control Plan 2012 or a discrete development control plan for the Site and/or its wider Railway Square/Central Station precinct.



## 7.0 The Proposal

### 7.1 Proposed Rezoning of Height and Density Provisions

The proposed rezoning includes amending the current controls of the *Sydney Local Environmental Plan 2012* in relation to height and density. The proposed zoning changes are to amend: the permissible maximum floor space ratio from 3:1 to 17:1; and the maximum height of buildings from between 33m and 35m to 186.8m (RL 205.8m).

The proposed maximum height has been determined to provide year-round sun access to Prince Alfred Park between the hours of 10am–12pm as proposed in the draft CSPS.

### 7.2 Indicative Scheme

To demonstrate the feasibility of development arising from the proposed changes in controls, an Indicative Scheme for a podium and towers has been developed by architects in association Woods Bagot and SOM. The Indicative Scheme includes:

- three basement levels;
- a marketplace at lower ground level;
- an articulated podium rising to 10 storeys above ground level; and
- two towers rising another 27 storeys above the podium.

Artist's impressions of the Indicative Scheme are shown in Figure 7.1 and Figure 7.2. Those impressions include the inferred form of a mooted scheme by Atlassian Corporation for the adjacent YHA site. The indicative scheme has been developed with consideration of the heritage design guidelines. However, the specific heritage impacts of the scheme have not yet been assessed.



**Figure 7.1** The Indicative Scheme—the two towers and podiums at the right of the former Parcels Post Office, viewed from the west in Railway Square. The potential Atlassian YHA development is delineated as the faded tower behind the former Parcels Post Office. (Source: Woods Bagot and SOM, 2019)



**Figure 7.2** The Indicative Scheme—the two towers behind and podium to the right of the former Parcels Post Office, viewed from the north on George Street. The potential Atlassian YHA development is delineated as the slab tower to the left of the former Parcels Post Office. (Source: Woods Bagot and SOM, 2019)

## 8.0 Assessment of Heritage Impacts

### 8.1 Overview

This section assesses the potential impacts of the proposed development described in Section 7.0 on the heritage significance of the Site and, more particularly, heritage items in the vicinity and their settings.

Principal potential impacts are on these nearby heritage items—Central Station group and the former Parcels Post Office. Potential heritage impacts of the proposal have been assessed against the relevant recommendations and conservation policy set out in available documentation on heritage items.

The assessment is consistent with the relevant principles and guidelines of the Burra Charter and has been prepared in general accordance with the methodology of *Statements of Heritage Impact* (published by the NSW Heritage Office and Department of Urban Affairs and Planning 1996, revised 2002).

**Table 8.1** NSW Heritage Manual *Statements of Heritage Impact* 'New Development' Questions—Compliance Matrix.

NSW Heritage Manual New Development adjacent to a Heritage Item	Compliance of Proposal
How is the impact of the new development on the heritage significance of the item or area to be minimised?	Impacts on heritage items in the vicinity arising from the revised controls for height and density are to be minimised by implementation of the heritage design guidelines for development.
Why is the new development required to be adjacent to a heritage item?	<p>Although within the (local heritage) curtilage of Central Station, the land and existing structures have little significance and the location is preferred over other locations where development would have a greater impact.</p> <p>The development would increase the density and intensity of use of Central Station/Railway Square and reinforce the role of the Station as the principal railway station of New South Wales and as a key public square in—and gateway to—Sydney.</p> <p>The land is near other heritage items. Refer to Section 8.2.</p>
How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?	The setback of the land—and development on it—from the former Parcels Post Office minimises potential impacts on its heritage significance. Further guidance to mitigate impacts is provided in the heritage design guidelines.
How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?	Development arising from the proposed controls has the potential to affect views to heritage items. The view access plane to the clock tower of Central Station provided in the draft CSPA would not be affected. Mitigation measures are provided in the heritage design guidelines.



NSW Heritage Manual New Development adjacent to a Heritage Item	Compliance of Proposal
Is the development sited on any known, or potentially significant, archaeological deposits? If so, have alternative sites been considered? Why were they rejected?	Initial archaeological assessment has found that the Site is unlikely to contain Aboriginal sites and/or objects and has nil–low potential for non-Aboriginal archaeology.  Refer to GML's Archaeological and Aboriginal Due Diligence Assessment.
Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?	Potential development within the envelope of the proposed controls could reduce the prominence or dominance of Central Station and its clock tower, the former Parcels Post Office, the former Lottery Office and the former Marcus Clarke Building.  Heritage design guidelines have been developed to guide sympathetic development and mitigate the impacts of tall and large buildings on the heritage items nearby.
Will the additions visually dominate the heritage item? How has this been minimised?	Any significantly larger and taller development on the site would tend to dominate lower scale neighbouring built form. Design guidelines have been recommended to mitigate potential impacts.
Will the public, and users of the item, still be able to view and appreciate its significance?	Public access and use of nearby heritage items would not be affected by development arising from the controls. View impacts would be mitigated by implementation of the heritage design guidelines.

## 8.2 Nearby Heritage Items

Heritage items in the vicinity are shown on Figure 5.1 on page 32 and include the following heritage items:

- Central Station (SHR 01255, SLEP Heritage item I824);
- Former Parcels Post Office (SHR 01255, SLEP Heritage item I855);
- Mortuary Railway Station and Site (SHR 00157, SLEP Heritage item I194);
- Railways Institute Building (SHR 01257, SLEP Heritage item I1472);
- Railway Square Road Overbridge (SHR 01232, SLEP Heritage item I180);
- Commercial Building Group, 767–791 George Street (SLEP Heritage Item I844);
- Former commercial building “Orchard’s Chambers” (SLEP Heritage Item I847);
- Former Lottery Office (SLEP Heritage Item I848);
- Christ Church St Laurence group (SLEP Heritage Item I849);
- Marcus Clarke Building (SLEP Heritage Item I850); and

- Prince Alfred Park (SLEP Heritage Item I1406).

### 8.2.1 Central Station



**Figure 8.1** View from Pitt Street to Central Station and its clock tower. (Source: GML 2019)

**Table 8.2** Assessment of Impacts on Significance of Heritage Item.

<b>Central Station</b>	
<b>Significance</b>	<b>Impact of Building within Proposed Envelope</b>
Central Station is the largest railway station and transport interchange in NSW and is of state significance for its historical, aesthetic and technical values and for its research potential. With its grand sandstone edifices and approaches it is a well-known landmark in Sydney.	Landmark quality of the station and clock tower would be reduced/lost in some views—however, the identified view from the draft CSPA would not be obscured.
The site contains the original Sydney Railway Company grant on which the first Sydney Station and yards were opened, in 1855, and so represents over 150 years of railway operations in the same place, making it the oldest and the longest continuously operating rail yard in Australia.	Grant and operation of yard unaffected.
The Sydney Terminal precinct has a high level of historic significance associated with its early government and institutional uses, as well as being the site of Sydney's second major burial ground, the Devonshire Street cemetery. Archaeological evidence of the government and institutional uses is rare and has high research potential.	Historical significance unaffected.

## Central Station

Significance	Impact of Building within Proposed Envelope
<p>Central Station site contains evidence of the first phase of railway construction in NSW and has been the major hub of rail transportation in NSW since the mid-nineteenth century and has the ability to demonstrate the evolution of changes in the NSW railways and in railway technology over the past 150 years, from steam to electric, reflected in the changes in yard layout and in signalling work practices. The Darling Harbour branch line and associated sandstone Ultimo Railway Overbridge is the only remaining example of railway infrastructure built for the Sydney Railway Company and is the oldest piece of railway infrastructure in NSW. The Prince Alfred Sidings contains some of the oldest remaining workshops in the NSW railway system. The Prince Alfred Substation is part of the Bradfield 1926 electrification works and was designed by Bradfield himself. The site has technical heritage value in such elements as: the Darling Harbour Dive; Central Electrics flyovers; the elliptical arch construction of the Elizabeth Street Viaduct; the western approach ramp underbridge the three pin truss roof of the porte-cochère; the Devonshire Street subway (probably the first of its type in Australia); the underground men's toilets; and the early mail, parcels and luggage subway system.</p>	<p>Evidence unaffected.</p> <p>Darling Harbour Dive potentially adversely impacted.</p>
<p>The main terminus building, accentuated by its clock tower and approach ramps, exemplifies the predominant use of sandstone at the site and it has been sited to dominate its surroundings and to mark the importance of the railway to both the city and the state. The construction of the Sydney Terminus was the largest planned intervention into the urban fabric of Sydney at the time and it was the only major complex of the period where the urban setting was consciously designed to enhance and provide views to and from the main structure. With its multilayered access modes and above ground level platforms, the development was not only extraordinarily innovative but also the largest incursion into the southern part of Sydney prior to World War I.</p>	<p>Fabric unaffected.</p> <p>Dominance of clock tower reduced.</p>
<p>Some of Sydney's most notable nineteenth and twentieth-century architects and engineers have worked on the Central Station site, including: James Wallace and William Randle who together designed and built the first railway from Sydney to Parramatta and the associated Darling Harbour Branch Line; the last serving Colonial Architect, James Barnet (Mortuary Station); the first NSW Government Architect, Walter Liberty Vernon (the main Terminus building and the Parcels Post Office); and the Chief Engineer for the City Underground and Sydney Harbour Bridge, Dr John Jacob Crew Bradfield (Central Electric). Mortuary Station,</p>	<p>Associational values unaffected.</p>



**Central Station**

Significance	Impact of Building within Proposed Envelope
the main terminus building and the Parcels Post Office were the only designs undertaken for the NSW Railways by the Colonial Architect and the Government Architect within the Department of Public Works.	
The main terminus building is enhanced by its neo-classical architectural features together with the high quality workmanship and materials it contains, from carved sandstone, marble and terrazzo to cedar joinery, acid etched glazing and metalwork balustrades.	Main terminus building fabric unaffected.
The same fine quality in design, materials and workmanship is seen in Mortuary Station, the Railways Institute and also in the neo-classical Chalmers Street Entrance, the Central Electric Station main façade and the Parcels Post Office, all of which tends to unify these buildings with the main terminus.	Design, materials and workmanship of elements unaffected.
The Mortuary Station is a fine and rare example by James Barnet of the Gothic Revival architectural style and is the only remaining example of a mortuary station in NSW. The exemplary Federation Anglo-Dutch architectural style of the Railways Institute is significant and it was the first institute of its type in Australia, demonstrating nineteenth-century initiatives in railway workers' educational and recreational facilities. The Parcels Post Office contains fine brickwork and sandstone detailed façades and documents the association of the site with railway postal services.	Mortuary Station fabric and rarity unaffected. Additional shadow may be cast upon it and its gardens.  Parcels Post office façades unaffected.
The significance of Central Station is widely appreciated by the broad community for its sense of place and theatre; as an extraordinary place of work for employees past and present and their families; and by many specialist transport and heritage community groups.	Social and associational values generally unaffected. Sense of place of Railway Square would be modified.

**Summary of Impacts and Mitigation**

Landmark quality of the station and clock tower would be reduced/lost in some views—however, identified view from draft CSPA would not be obscured.

Darling Harbour Dive potentially adversely impacted—refer to Section 0

Dominance of clock tower in landscape reduced.

Mortuary Station fabric and rarity unaffected. Additional shadow may be cast upon it and its gardens—refer to Section 8.2.3

Mitigate impacts of development by siting, massing, materials and articulation in accordance with the heritage design guidelines.

## 8.2.2 Former Parcels Post Office



**Figure 8.2** View of former Parcels Post Office from the north with the Site in the background. (Source: GML 2019)

**Table 8.3** Assessment of Impacts on Significance of Heritage Item.

### Former Parcels Post Office

Significance	Impact of Building within Proposed Envelope
Parcels Post Office is a six-storey concrete encased steel structure institutional building constructed in the Federation Academic Classical style and occupies a prominent position within Railway Square.	Building fabric unaffected. Prominence of building would be reduced by larger taller buildings adjacent to it.
The building has high historic significance as the only purpose-built building of its type and scale which reflects the importance of the rail location, the Postmasters General Office and the Government Architect's Office in shaping the city at that time.	Historic value unaltered.
The building has high aesthetic significance as an outstanding example of an institutional building with outstanding potential to be restored/reconstructed, and which continues to form a significant contribution to the Railway Square precinct and city town planning.	Building fabric unaffected. Prominence of building would be reduced by larger taller buildings adjacent to it.
<b>Summary of Impacts and Mitigation</b>	
Prominence of building would be reduced by larger taller buildings adjacent to it.	
Mitigate impacts of development by siting, massing, materials and articulation in accordance with the heritage design guidelines.	

### 8.2.3 Mortuary Railway Station and Site



**Figure 8.3** Mortuary Station viewed from Regent Street. (Source: GML 2019)

**Table 8.4** Assessment of Impacts on Significance of Heritage Item.

#### Mortuary Station

Significance	Impact of Building within Proposed Envelope
The former Mortuary Station has state significance as a rare surviving example of this building type, a physical reminder of former funeral customs in nineteenth-century Sydney, and of the central role in funeral services played by the railway.	Mortuary Station fabric and rarity unaffected.
It serves as an example of the role of government in the provision of burial services to the expanding nineteenth-century city of Sydney.	Ability to demonstrate unaffected.
The building is aesthetically significant as a fine example of Gothic inspired design attributed to James Barnet, a style adopted for its religious associations in the construction of a funeral station.	Aesthetic value of building unaffected. Additional shadow may be cast upon it and its gardens.
It is a rare surviving example of this building type remaining in situ, and is understood to be unique in Australia.	Rarity unaffected.
<b>Summary of Impacts and Mitigation</b>	
Additional shadow may be cast upon it and its gardens.	
Review overshadowing impacts of development and verify with arboricultural/horticultural advice.	



### Mortuary Station

The Indicative Scheme would cast additional shadows over Mortuary Station and gardens. On the shortest day of the year, the new shadows would pass over the heritage item between about 9:30am and 11:00am. Sunlight would be retained over the Station between about 11:00am until about 1:00pm when the shadows of the buildings on the western side of Lee Street fall. At days close to the winter solstice, the vegetation would likely be dormant.

## 8.2.4 Railways Institute Building



**Figure 8.4** View of Railways Institute Building from the north on Chalmers Street. (Source: GML 2019)

**Table 8.5** Assessment of Impacts on Significance of Heritage Item.

### Railways Institute Building

Significance	Impact of Building within Proposed Envelope
It is historically significant as the first railway institute building to be erected in Australia, and an important educational facility at the end of the nineteenth century and throughout the twentieth.	Historical values unaffected.
The 1891 section of the building is a rare and fine example of the Federation Anglo Dutch style, demonstrating a high degree of architectural quality and detail, particularly on its exterior. Later additions complement this original portion in scale and quality of materials.	Rarity and architectural aesthetic values unaffected.
The building is an important and rare known example of the work of architect Henry Robinson.	Associational values, rarity and ability to demonstrate unaffected.

**Railways Institute Building**

Significance	Impact of Building within Proposed Envelope
The building has rare technical significance because it is an outstanding and relatively intact example of a railway institute building and demonstrates the activities which were carried out in association with adult education in the late nineteenth and early twentieth centuries.	Technical significance unaffected.
The building has representative social significance arising out of its seminal role as a railway institute and is still valued by a section of the community.	Social values unaffected.
<b>Summary of Impacts and Mitigation</b>	
No significant impact.	

**8.2.5 Railway Square Road Overbridge**

**Figure 8.5** View through Railway Square Road Overbridge. (Source: Central CMP, Rappoport 2011)

**Table 8.6** Assessment of Impacts on Significance of Heritage Item.

**Railway Square Road Overbridge**

Significance	Impact of Building within Proposed Envelope
It is also the oldest railway bridge to be constructed and still in use in NSW.	No longer in use; however, use could be restored. Potential adverse impacts on alignment/dive or ability to restore use.



**Railway Square Road Overbridge**

It has a strong connection to the first railway construction and the original Redfern Station.

Potential adverse impacts on connection.  
Historical connection unaffected.

**Summary of Impacts and Mitigation**

Potential adverse impacts on alignment/dive or ability to restore use.

Retain volume of dive and alignment and do not remove option of future restoration of use in accordance with the heritage design guidelines.

**8.2.6 Commercial Building Group, 767–791 George Street**

**Figure 8.6** View of Commercial Building Group, 767–791 George Street. (Source: GML 2019)

**Table 8.7** Assessment of Impacts on Significance of Heritage Item.

**Commercial Building Group, 767–791 George Street**

<b>Significance</b>	<b>Impact of Building within Proposed Envelope</b>
The buildings at 767–791 George Street contribute significantly to the streetscape, and generally reflect the processes of urban redevelopment current in the city during the later decades of the nineteenth century. Nos 775–777 George Street is a prominent group of terrace buildings in two distinct styles with ornate façade detailing in applied stucco. The buildings are of significance as part of a largely intact streetscape that covers a complete block, of which	Aesthetic, historic and social values unaffected.



**Commercial Building Group, 767–791 George Street**

Significance	Impact of Building within Proposed Envelope
<p>these buildings are the most dominant. It is a good example of the architectural and aesthetic quality of façade detailing. The buildings are significant for their historic value in the range of businesses that operated within them, and which have changed as the character of the area has changed—initially reflecting the key location of the site at the entrance to the city, and later reflecting the decline of the Central and Haymarket areas. They are also significant for their social value, demonstrating the occupation of the area in the mid to late Victorian period with retail businesses on the ground floor and substantial residences above, in this case over two and three levels. The construction of the Crystal Palace Hotel in the 1920s is indicative of the importance of this area at that time, as well as the relationship between this precinct and Central Railway. The occupants of the buildings are representative of the small scale commercial premises which were typical of the area during the later nineteenth century.</p>	
<p>The exteriors of 767–791 George Street are representative of a range of interpretations of the Victorian Italianate style, whilst the Crystal Palace Hotel at 789–791 is typical of the Federation Free Classical style. Individually the terraces are not aesthetically exceptional; however, the combined scale and form of the terraces forms a cohesive 'wall' along George Street in the historic Haymarket precinct. Substantial alterations to the building interiors and shopfronts detract from the original cohesive composition of these terraces.</p> <p>High Significance: Overall building scale and form including skyline created by parapets, external rendered façades, stucco decoration and timber windows, ship motif (791).</p> <p>Medium Significance: Original loadbearing brick interior walls (generally), piers (771) and encased hardwood framing (767–769). Low Significance: Awnings.</p>	<p>Aesthetic values and fabric unaffected.</p>
<b>Summary of Impacts and Mitigation</b>	
No adverse impacts.	

### 8.2.7 Former Commercial Building, ‘Orchard’s Chambers’



Figure 8.7 View of Orchard's Chambers. (Source: GML 2019)

Table 8.8 Assessment of Impacts on Significance of Heritage Item.

#### Former Commercial Building, Orchard's Chambers

Significance	Impact of Building within Proposed Envelope
The former Orchard's Chambers a six-storey masonry, steel and timber commercial building constructed in the Federation Free Style. It has a prominent corner address closely integrated with the early twentieth-century character of Railway Square.	Prominence of corner unaffected.
The building has high aesthetic significance for its highly intact interior and exterior with outstanding potential to be restored.	Fabric and aesthetic values unaffected.
It is a fine example of a small scale retail building of the style.	Aesthetic value unaffected.
<b>Summary of Impacts and Mitigation</b>	
No significant impacts.	

### 8.2.8 Former Lottery Office



**Figure 8.8** Former Lottery Office from Pitt Street. (Source: GML 2019)

**Table 8.9** Assessment of Impacts on Significance of Heritage Item.

#### Former Lottery Office from Pitt Street

Significance	Impact of Building within Proposed Envelope
Lottery Office Building (formerly Marcus Clarke) is an eight-storey brick and reinforced concrete building constructed in the Federation Free Classical style. It occupies a prominent position within the Railway Square precinct.	Prominence would not be significantly reduced if development is undertaken in accordance with heritage design guidelines.
The building has high historic significance as it reflects the emergence of Marcus Clarke as one of the big stores and retail emporium foci of twentieth-century Sydney.	Historic values unaffected.
It is also historically significant as an important work in the professional career of noted architect James Nangle.	Historic values and ability to demonstrate unaffected.



**Former Lottery Office from Pitt Street**

Significance	Impact of Building within Proposed Envelope
The building has high aesthetic significance for the quality of the exterior façade and its contribution to the streetscape, and as a fine and externally largely intact example of the style, with outstanding potential to be restored by the reinstatement of the upper parapet domes and awnings.	Aesthetic values unaffected.  Prominence would not be significantly reduced if development is undertaken in accordance with heritage design guidelines.

**Summary of Impacts and Mitigation**

Prominence of the heritage item would not be significantly reduced if development is undertaken in accordance with heritage design guidelines.

**8.2.9 Christ Church St Laurence Group**

**Figure 8.9** View of Christ Church St Laurence from George Street looking south to the Site. (Source: GML 2019)

**Table 8.10** Assessment of Impacts on Significance of Heritage Item.

<b>Christ Church St Laurence</b>	
<b>Significance</b>	<b>Impact of Building within Proposed Envelope</b>
<i>Principal Significance: Christ Church St Laurence, completed in 1845, has a distinctive place in the history of the Australian Anglican Church as a parish church characterised by its Anglo-Catholic identity at times to the point of acquiring national iconic status within the church.</i>	Historic significance unaffected.
<i>Christ Church St Laurence group including the church, church hall and rectory is architecturally nationally significant as an ancient church group.</i>	Architectural and aesthetic values unaffected.
<i>The church [is] a landmark, [as] a building which carried/brought in the Victorian Gothic Revival style, the early work of Edmund Blacket, [and for] the rectory and church development. [It is] one of the best quality Edwardian city developments also intact and part of one of the two earliest city blocks intact.</i>	Due to distance from the church group, its landmark value would not be adversely impacted.
<i>Other Significance: The church group has strong associations with important clergy and architects among many others including William Horatio Walsh, Charles Frederick Garnsey, Frederick John Albery and John Hope.</i>	Associational values unaffected.
<i>Christ Church St Laurence is a rare first-generation building in the city and as such has archaeological potential to reveal evidence of Sydney's original landform and pre-European culture. The church retains the majority of all its important liturgical fittings from the original work and its major changes.</i>	Archaeological potential and intactness unaffected.
<i>Christ Church St Laurence, due to its prominent history and strong support of social causes, maintains a high level of social significance. (Christ Church St Laurence Conservation Management Plan, Clive Lucas Stapleton, 2001)</i>	Historic and social values unaffected.
<b>Summary of Impacts and Mitigation</b>	
No adverse impacts.	

### 8.2.10 Marcus Clarke Building



**Figure 8.10** Marcus Clarke building viewed from the eastern side of Railway Square. (Source: GML 2019)

**Table 8.11** Assessment of Impacts on Significance of Heritage Item.

#### Marcus Clarke Building

Significance	Impact of Building within Proposed Envelope
The Sydney Institute of Technology, Ultimo, is part of an ongoing tradition of centralised commercial, financial and professional dealings within the CBD, particularly of emporia. The choice of site reflects the pre-eminence of this precinct for retail in the 1920s–1930s.	Historic values unaffected.
The building is historically significant for its associations with the influential Australian retailing firm Marcus Clarke, with Spain & Cosh architects, and with James Nangle, architect, teacher of architects and later superintendent of technical education in NSW.	Historic and associational values unaffected.
It is one of the largest Free Classical buildings of the interwar period, distinguished from its peers by the ‘skyscraper’ effect of the central tower.	Fabric unaffected.
The former Marcus Clarke building is one of the major contributors to the spatial quality and townscape character of Railway Square and a rare record of the development of Railway Square and Broadway as a transportation node.	Townscape contribution and landmark value would not be significantly affected if development is undertaken in accordance with heritage design guidelines.



**Marcus Clarke Building**

Significance	Impact of Building within Proposed Envelope
The twelve-storey-tall central tower defines the building as a landmark on the southern edge of the CBD.	
Its social significance is as a reminder of the former role of Broadway as a retail shopping area and more recently for its functions within the Sydney Institute of Technology.	Social significance unaffected.
<b>Summary of Impacts and Mitigation</b>	
Townscape contribution and landmark value would not be significantly affected if development is undertaken in accordance with heritage design guidelines.	

### 8.2.11 Prince Alfred Park



**Figure 8.11** Prince Alfred Park looking towards city with clock tower circled. (Source: GML 2019)

**Table 8.12** Assessment of Impacts on Significance of Heritage Item.

**Prince Alfred Park**

Significance	Impact of Building within Proposed Envelope
Historically significant as the first park in Australia laid out for the purpose of holding an Agricultural Society Intercolonial Exhibition in 1870.	Historic values unaffected.

**Prince Alfred Park**

<b>Significance</b>	<b>Impact of Building within Proposed Envelope</b>
The layout and mature vegetation are extremely important historical items.	Layout and vegetation materially unaltered.  Acknowledging midday sun access is protected, additional shade impacts of development at other times may impact on vegetation.
The park has immense historical and aesthetic significance, and is also of social significance.	Historic significance unaffected.  Social values may be affected by changes in amenity such as shading or reflectivity.  Acknowledging midday sun access is protected, additional shade impacts of development at other times may impact on vegetation.
The park has historical associations with the NSW Agricultural Society and with Benjamin Backhouse, Architect.	Historic associational values unaffected.
<b>Summary of Impacts and Mitigation</b>	
Acknowledging midday sun access is protected, additional shade impacts of development at other times may impact on vegetation.	
Assess shade impacts of proposed developments and verify with arboricultural/horticultural advice.	
Review amenity impacts on social values.	

## 8.3 Summary of Impacts

The following aspects of the proposal respect or enhance the heritage significance of the heritage items for the following reasons:

- Development within the proposed envelope would increase the density and intensity of use of Central Station/Railway Square and reinforce the role of the Station as the principal railway station of New South Wales and as a key public square in—and gateway to—Sydney.

The following aspects of the proposal could detrimentally impact the heritage values of certain heritage items:

- If not mitigated by design in accordance with the heritage design guidelines, potential development within the envelope allowed by the proposed controls could reduce the prominence or dominance of Central Station and its clock tower, the former Parcels Post Office, the former Lottery Office and the former Marcus Clarke Building.
- Development within the proposed envelope may result in additional shading on or changes to the amenity to Mortuary Station and its garden and Prince Alfred Park. This should be mitigated by review of shade impacts and verification with arboricultural/horticultural advice.
- Development within the proposed envelope may impact on the Darling Harbour Dive (former Goods Line) alignment's potential to have its use restored or be reintegrated into movement networks.

The following options/alternatives have been considered and discounted for the following reasons:

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The existing height and density controls represent an alternative to the proposed revisions. Less dense and tall options have been considered but were discounted as the optimal intensity of use could not be achieved. Taller options have been considered but these would have greater impacts on sun access to Prince Alfred Park in particular.



## 9.0 Conclusion

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This HIS has identified and assessed the heritage impacts of the proposed changes to permissible maximum height of buildings and density on the Site.

Development within the envelope for which the proposed controls provide:

- would increase the density and intensity of use of Central Station/Railway Square and reinforce the role of the station as the principal railway station of New South Wales and as a key public square in—and gateway to—Sydney;
- has potential to reduce the prominence or dominance of Central Station and its clock tower, the former Parcels Post Office, the former Lottery Office and the former Marcus Clarke Building;
- may not otherwise be sympathetic to nearby heritage items;
- may result in additional shading on or changes to amenity to Mortuary Station and its garden and Prince Alfred Park; and
- may impact on the Darling Harbour Dive (former Goods Line) alignment's potential to have its use restored or be reintegrated into movement networks.

To mitigate those potential adverse heritage impacts above, development arising from the proposed controls should be in accordance with the heritage design guidelines set out in Section 6.10. The object of those principles is to ensure development is as sympathetic as possible to the nearby heritage items and their settings. In accordance with clause 5.10(5) of the SLEP, specific heritage impacts on those nearby heritage items identified in this report and impacts on their settings should be assessed when a development is proposed.

1. Set back development on the Site from the former Parcels Post Office to respect the heritage item's setting, mindful that the former Parcels Post Office was designed to be viewed in the round.
2. Reference the principal datums and relative scale of the former Parcels Post Office and its components and, particularly, its upper cornice. Development above the datum of the upper cornice should be either set back or have a vertical separation (for example through a recess). Built form on the Site from ground to this datum should be expressed solidly, with that above being more lightly expressed.
3. Retain principal public domain views to the clock tower of Central Station from the south and west and consider longer views to the clock tower including those from Redfern Station on Lawson Street, from the intersection of Regent and Cleveland Streets, from Foveaux Street and from Wentworth Avenue.
4. Use high-quality materials that are sympathetic to the historic setting of Railway Square Precinct should be used in new development of contemporary design. These may include materials characteristic of the Railway Square Precinct, such as brick and limited use of sandstone and steel, but may also include contemporary materials.

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5. Assess the additional shading on Mortuary Station and its gardens and Prince Alfred Park to ensure the heritage impacts upon them are minimised.
6. Respect the continuity of the ground plane, existing levels and transitions of Lee St and connections to Railway Square and the Precinct.
7. Protect the alignment and spatial envelope of the former Goods Line and explore opportunities to reintegrate it into movement networks.
8. Develop an Interpretation Strategy and incorporate interpretation into redevelopment of the Site.
9. Integrate these guidelines into site-specific development controls whether by amendment to the Sydney Development Control Plan 2012 or a discrete development control plan for the Site and/or its wider Railway Square/Central Station precinct.

## 10.0 Endnotes

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- <sup>1</sup> Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC.
- <sup>2</sup> Kerr, JS, *The Conservation Plan*, Seventh Edition 2013, National Trust of Australia (NSW), Sydney.