



Heritage Impact Statement

AMP Circular Quay Precinct

December 2012

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TABLE OF CONTENTS

1	Introduction.....	3
1.1	Background	3
1.2	Site Location and Legal Description	3
1.3	Methodology.....	4
1.4	Author Identification.....	4
1.5	The Master Plan Concept	4
1.6	Commitments of the Proponent.....	5
2	Site Description.....	6
3	Historical Overview.....	12
3.1	Area History.....	12
3.2	Site History	13
3.3	Property Ownership	22
3.4	Date of Construction	22
3.5	Alterations and Additions	22
4	Significance.....	23
4.1	What is Heritage Significance?	23
4.2	Significance Assessment	23
4.2.1	Statement of Significance, 33 Alfred Street	23
4.2.2	Statement of Significance, 12-14 Loftus Street (The Gallipoli Club)	24
4.2.3	Statement of Significance, 5-7 young Street (The Former Hinchcliff Wool Store)	24
4.2.4	Statement of Significance, Bennelong Sewer Drain.....	25
5	Impact Assessment.....	26
5.1	Heritage Listing.....	26
5.2	Statutory Controls.....	27
5.2.1	Draft Sydney Local Environmental Plan 2012.....	27
5.2.2	Development Control Plan	29
5.2.3	Policies.....	33
6	Conclusion and Recommendations	36
7	Bibliography and References	37
7.1	Bibliography.....	37
7.2	References.....	37

FIGURES:

Figure 1 – Site location	3
Figure 2 – Broader Site location	6
Figure 3 – Site location	7
Figure 4 – AMP Circular Quay Precinct: Bridge and Alfred Street Block	8
Figure 5 – AMP Circular Quay Precinct: Young and Loftus Street Block.....	9
Figure 6 – Images of the Precinct	9
Figure 7 – Plan of the Governor’s Domain 1816 showing the site as part of the pleasure grounds	12
Figure 8 – 1858 photograph showing store buildings along Alfred Street from Blackwood’s panorama of Sydney & harbour from Government House.....	13
Figure 9 – Engraving showing Customs House and buildings along Loftus Street, c 1862	14
Figure 10 – 1855 plan of the subject site.....	15
Figure 11 – Store buildings fronting Loftus Street in 1876.....	15

Figure 12 – Hinchcliff's Wool Stores, pre-1882	16
Figure 13 – 1865 plan of Precinct according to Trigonometrical survey of Sydney 1855-1865, Block B1.....	16
Figure 14 – Mort and Co Wool Store, Photographed by Charles Pickering 1872 (Phillip Street on left)	17
Figure 15 – Wool and produce stores fronting Alfred Street in c. 1880s	17
Figure 16 – Plan of Precinct from Doves Plans of Sydney Blocks 1-4 1880	18
Figure 17 – Extended Mort and Co Wool Store after 1886, photography by H King.....	19
Figure 18 – Kilmarnock House at 15-17 Young Street 1928, photography by John Walker & Sons.....	19
Figure 19 – 1911 office building at 10 Loftus Street, surrounded by earlier buildings.....	20
Figure 20 – Fire Underwriters' Plans c. 1917-1919, Block 111-113.....	21
Figure 21 – Aerial survey of the City of Sydney 1949, AO013	21
Figure 22 – Heritage Map	26

PICTURES:

No table of figures entries found.

TABLES:

TABLE 1 – AMP Circular Quay Precinct: Legal description of properties.	4
Table 2 – Heritage items and locations within the Precinct	8
Table 3 – Relevant LEP Clauses	27
Table 4 – Development Control Plan.....	29
Table 5 – Conservation policies	33

1 Introduction

1.1 BACKGROUND

Urbis has been engaged by AMP Capital to prepare the following Heritage Impact Statement.

This report has been prepared in support of a formal request to the City of Sydney for an amendment to the Draft Sydney Local Environmental Plan 2012 (LEP) and Sydney Development Control Plan 2012 (DCP) and forms part of the Planning Justification Report submission. The ensuing report illustrates the site's capability to realise the proposed future redevelopment of the AMP Circular Quay Precinct in relation to heritage impacts.

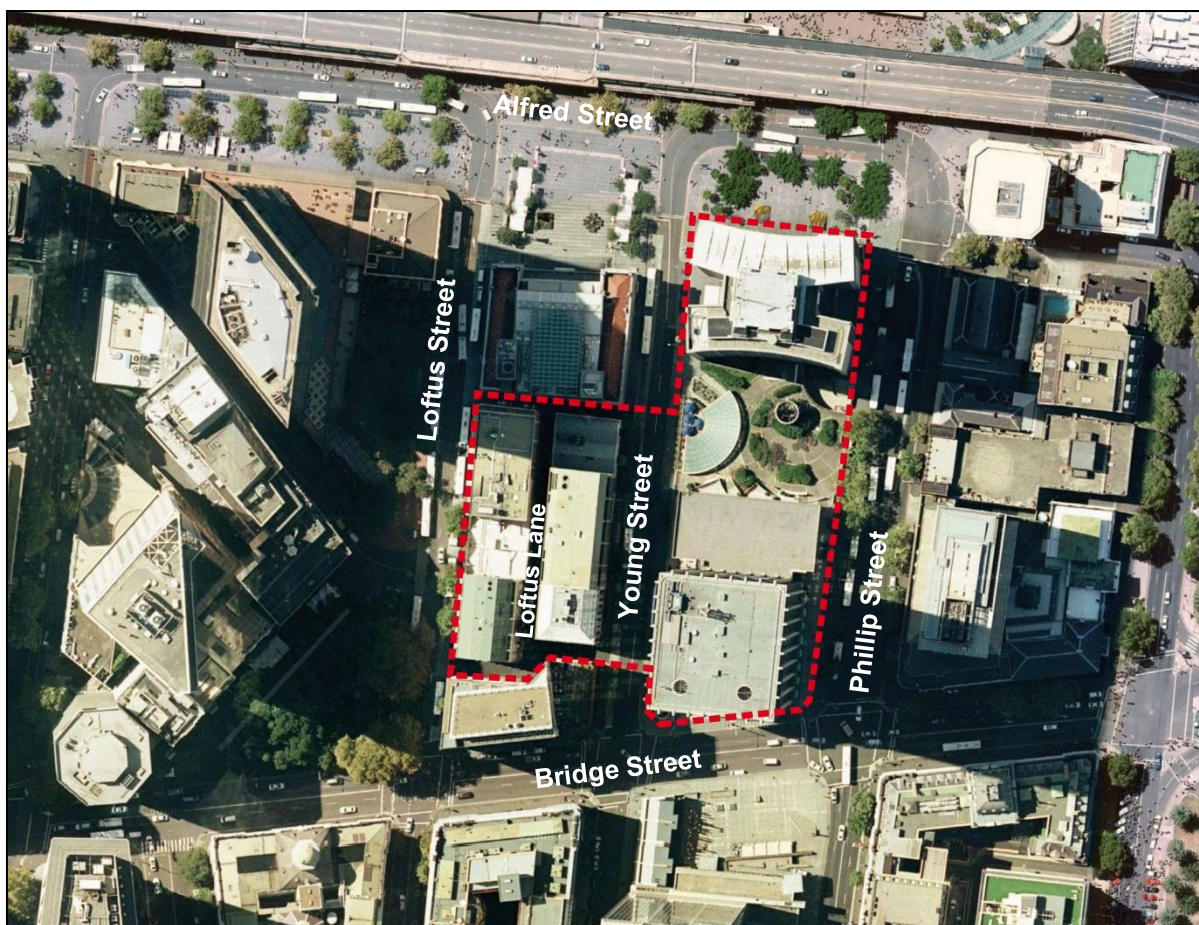
The proposed amendments to the LEP and DCP seek to facilitate a significant redevelopment of the AMP Circular Precinct by enabling a reduction of achievable development density on the Young and Loftus block and a corresponding increase in achievable development density on the Bridge Street and Alfred Street block. The project will enable a significant transformation, reinforcing the economic viability and functionality of one of the key precincts of the City.

The site comprises four heritage items, being the former FL barkers Wool Store (12-14 Loftus Street), the former Hinchcliff Wool Store (5-7 Young Street) which is also listed on the State Heritage Register, 33 Alfred Street and the Bennelong Sewer Drain (S170 Register).

1.2 SITE LOCATION AND LEGAL DESCRIPTION

The AMP Circular Quay Precinct is located within an area of the City bounded by Alfred, Loftus, Bridge and Phillip Streets, but excluding land to the north of Customs House Lane and south of the east/west leg of Loftus Lane, as illustrated in the figure below.

FIGURE 1 – SITE LOCATION



[Source: Urbis 2012]

The following table sets out the legal description pertaining to each parcel of land within the Precinct:

TABLE 1 – AMP CIRCULAR QUAY PRECINCT: LEGAL DESCRIPTION OF PROPERTIES.

SITE ADDRESS	LEGAL DESCRIPTION	OWNER	SITE AREA
50 Bridge Street	Lot 2 DP1073376	AMP Capital Investors Ltd	5,837m ²
33 Alfred Street	Lot 1 DP1073376	AMP Capital Investors Ltd	2,360m ²
5-7 Young Street	Lot 1 DP104784, Pt 1 DP723381	Kent Street Pty Ltd	357.5m ²
9-13 Young Street	Lot 1,2,3,4 DP1374760	Kent Street Pty Ltd	699.1m ²
15-17 Young Street	Lot 1 DP810463	Kent Street Pty Ltd	327m ²
2-10 Loftus Street	Lot 501 DP709624	Kent Street Pty Ltd	674.1m ²
12 Loftus Street	Lot 1 DP87960	Gallipoli Club Ltd	359m ²
20 Loftus Street	Lot 1 DP134861	Kent Street Pty Ltd	507.2m ²

1.3 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Manual 'Statements of Heritage Impact' (2002) and 'Assessing Heritage Significance' (2001) guidelines. The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999.

The subject proposal has been assessed in relation to the relevant controls and provisions contained within the Draft Sydney Local Environmental Plan 2012 and the Draft Sydney Development Control Plan 2012. It has also been assessed with reference to relevant policies in Conservation Management Plans.

1.4 AUTHOR IDENTIFICATION

The following report has been prepared by Fiona Binns (Senior Heritage Consultant) and Joseph Heng (Heritage Consultant). Stephen Davies (Director) has reviewed and endorsed its content.

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

1.5 THE MASTER PLAN CONCEPT

The Master Plan Concept seeks to redistribute the built form within the Precinct from the Young and Loftus block to the Bridge & Alfred Street block in order to provide an enhanced urban outcome and provide an overall net public benefit.

The design of the Young & Loftus block will comprise development with diversity in form, scale and materiality, with a mix of uses potentially comprising residential, commercial, education, retail, bars and restaurants. The existing heritage items being the Former Hinchcliff Wool Store and the Gallipoli Club will be retained and enhanced. Loftus Lane will be retained and ideally pedestrianised with activated frontages.

The existing overall floor area within the Young & Loftus block will be reduced as a result of reducing the current built form. The reduced built form on the 2-10 Loftus Street site will create a material public benefit by improving sunlight access to Macquarie Place across the winter months as well as enhancing the juxtaposition with Customs House to the immediate north.

It is proposed to redevelop the Bridge and Alfred block with an extension to the existing 50 Bridge Street tower and improved integration with the original AMP Tower at 33 Alfred Street. The existing tower would be retained but substantially altered to create a landmark tower in the Sydney CBD. AMP Tower at 33

Alfred Street as a heritage item would be refurbished and enhanced with improved connections through to 50 Bridge Street. Improved loading and vehicle access arrangements are also proposed.

The proposal involves the transfer of all unrealised floor space within the Young & Loftus block (approximately 22,000sqm GFA) for development within the Bridge & Alfred block. This transferred floor space will be accommodated within the proposed tower extension and new built form connections through to 33 Alfred Street.

The regeneration project will cement the precinct as a corporate headquarters and will assist in the global competitiveness and identity of Sydney.

The Master Plan Concept for the Precinct has been guided by a number of key principles relating to mixed use; massing and built form; public domain improvements; heritage conservation and improvements, and sustainability.

“The AMP Circular Quay Precinct Master Plan provides a once-in-a-generation opportunity to redevelop both the Bridge and Alfred and Young & Loftus blocks to create a major city making project and act as a catalyst for the renewal of Circular Quay.” (Hassell, 2012)

1.6 COMMITMENTS OF THE PROPONENT

Project Staging

The Master Plan Concept for the Precinct is expected to be delivered over a series of stages, in response to the scale and complexity of the project, as well as market conditions. It is anticipated that detailed commitments associated with the staging of the project will be confirmed at the time of the Stage 1 Development Application.

Further, two key considerations associated with the staging of the Master Plan Concept include;

- the need to reduce the physical bulk of the Young and Loftus Street block, prior to realising additional floor space, by way of transfer, on the Bridge and Alfred Street block, and
- the commitment to the upgrade of the heritage buildings in accordance with Draft Conservation Management Plans, as prepared for each heritage item located within the Precinct.

Design Excellence

AMPC is committed to achieving design excellence in the delivery of the Master Plan Concept for the Precinct. A strategy has been prepared that outlines how design excellence will be achieved throughout the redevelopment of the Precinct.

Property Considerations

In order to realise the Master Plan Concept for the Precinct, consideration must be given to a number of property related matters. Discussions have taken place with Council during the preparation of this report, and these remain ongoing. The key considerations include;

- the opportunity to acquire a sub-terrain stratum of part of Loftus Lane;
- the potential to offer Council, by way of a voluntary planning agreement (VPA), a stratum of the air space above the completed Young and Loftus Street block; and
- the need to obtain agreement on proposed changes to floor space across the Bridge and Alfred Street block, which is currently restricted under the existing covenants on both lots that form the block.

It is envisaged that the above commitments will be further discussed with Council through the process of its formal consideration of this Planning Proposal request.

2 Site Description

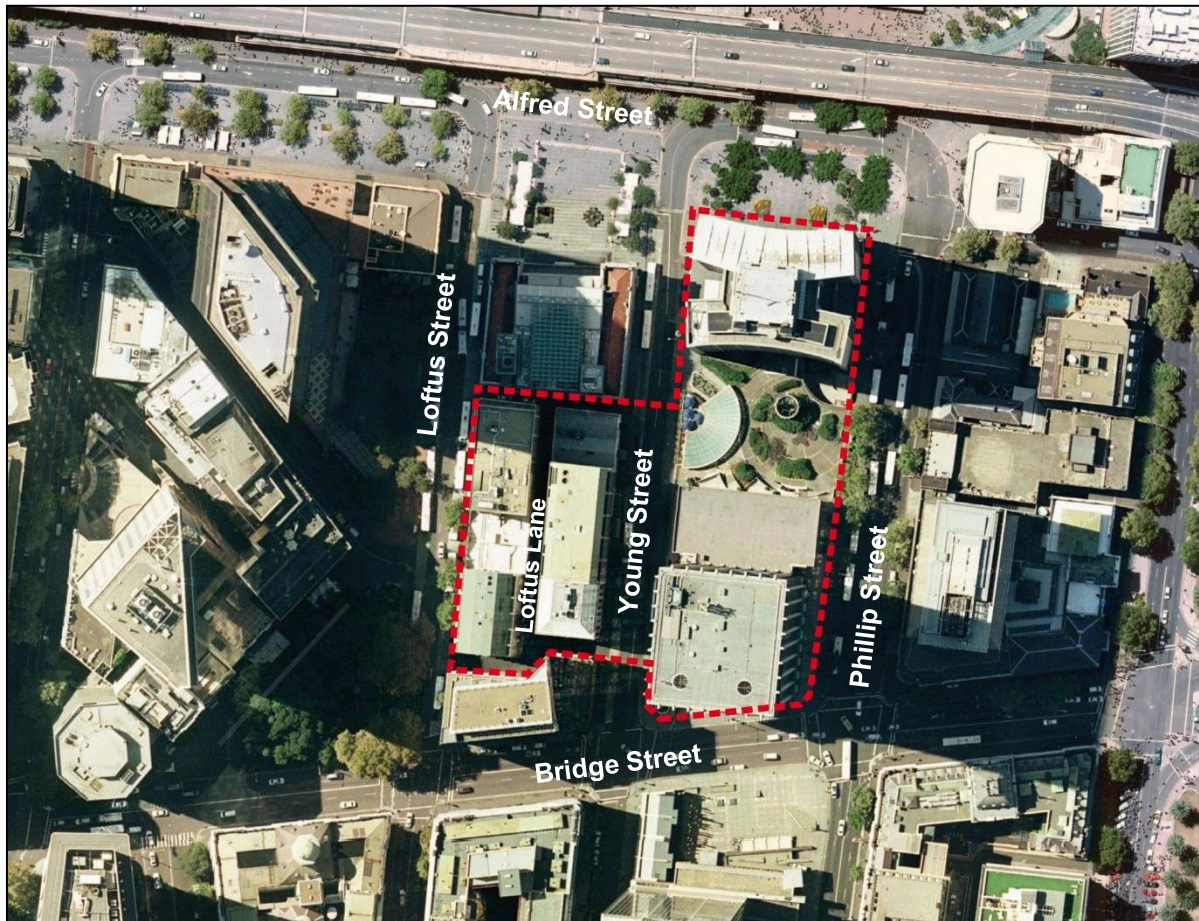
The Precinct is located within an area of the City bounded by Alfred, Loftus, Bridge and Phillip Streets, but excluding land to the north of Customs House Lane and south of the east/west leg of Loftus Lane.

FIGURE 2 – BROADER SITE LOCATION



[Source: Google Maps 2012]

FIGURE 3 – SITE LOCATION



[Source: Urbis 2012]

The Precinct includes the properties listed below:

- 33 Alfred Street
- 50 Bridge Street
- 5-7 Young Street (Former Hinchcliff Wool Store)
- 9-13 Young Street
- 15-17 Young Street
- 2-10 Loftus Street
- 12 Loftus Street (Gallipoli Club)
- 16-20 Loftus Street

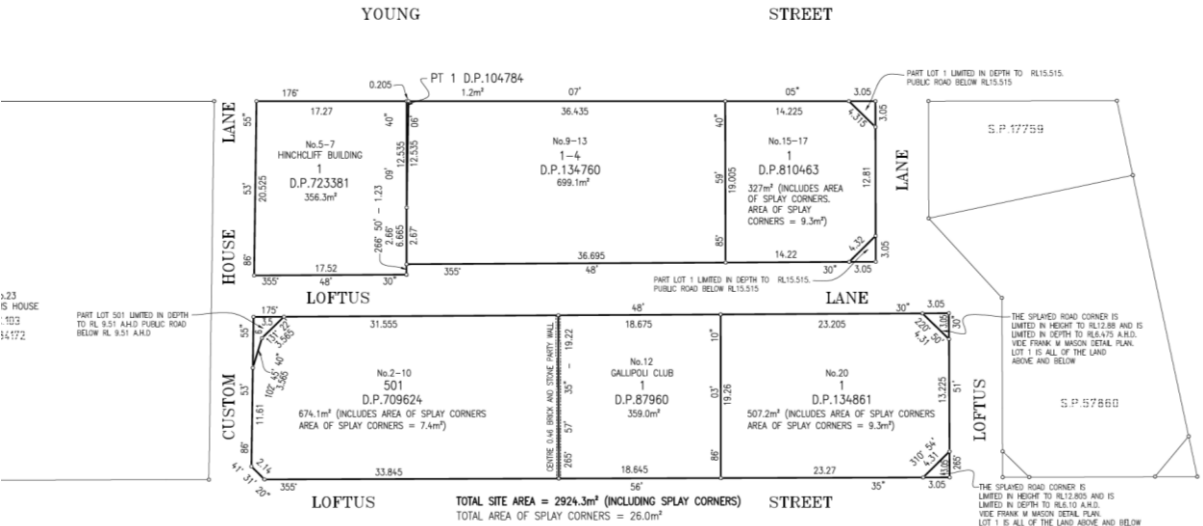
In addition, the precinct contains within it some streets and laneways which are intended to be retained and enhanced.

The Precinct is divided into two blocks, Young and Loftus Block (the western block in Figure 3), and Bridge and Alfred Block (the eastern block in Figure 3).

Young and Loftus Block has a site area of 2,923.9m² and includes 1980's style commercial buildings of secondary quality. The block (defined by Customs House Lane to the north and Loftus Lane to the south), currently comprises the following properties:

- 5-7 Young Street (Former Hinchcliff Wool Store)

FIGURE 5 – AMP CIRCULAR QUAY PRECINCT: YOUNG AND LOFTUS STREET BLOCK



The following images provide an overview of the physical precinct location, boundaries and development as outlined above.

FIGURE 6 – IMAGES OF THE PRECINCT



THE AMP CENTRE TOWER AT 50 BRIDGE STREET



THE SOUTHERN PLAZA, LINKING 33 ALFRED STREET AND THE AMP CENTRE TOWER IN THE CENTRE OF THE BRIDGE AND ALFRED BLOCK



YOUNG STREET FROM 33 ALFRED STREET, LOOKING TOWARDS YOUNG AND LOFTUS BLOCK. THE PRECINCT EXCLUDES CUSTOMS HOUSE



LOOKING SOUTH DOWN PHILLIP STREET. THE PRECINCT EXCLUDES BUILDINGS ON THE EASTERN SIDE



LOOKING SOUTH DOWN YOUNG STREET



LOOKING WEST DOWN BRIDGE STREET FROM THE INTERSECTION OF BRIDGE AND PHILLIP STREETS, INCLUDING 50 BRIDGE STREET



33 ALFRED STREET AND 50 BRIDGE STREET FROM CIRCULAR QUAY



LOOKING NORTH ALONG YOUNG STREET



VIEW NORTH ALONG LOFTUS STREET IN THE YOUNG AND LOFTUS BLOCK. PRECINCT EXCLUDES CUSTOMS HOUSE TO THE NORTH



LOOKING SOUTH DOWN LOFTUS STREET. PRECINCT INCLUDES THE GALLIPOLI CLUB AND ADJACENT BUILDINGS TO THE RIGHT AND REAR

3 Historical Overview

This section provides a general historical overview of the Precinct. Note that more detailed history of 33 Alfred Street, the Gallipoli Club (12-14 Loftus Street) and the Former Hinchcliff Wool Store (5-7 Young Street) is included in their respective Conservation Management Plans.

Unless otherwise noted, the information from this historical overview has been informed by the following documents:

- Artefact Heritage 2012, *AMP Circular Quay Precinct: DRAFT Assessment of Aboriginal and Historical Archaeological Potential*, Sydney.
- Urbis 2012, *Draft Conservation Management Plan, AMP Building / 33 Alfred Street, Circular Quay, Sydney*.
- Urbis 2012, *Draft Conservation Management Plan, Gallipoli Club, 12-14 Loftus Street, Sydney, Sydney*.
- Urbis 2012, *Draft Conservation Management Plan, The Former Hinchcliff Wool Store, 5-7 Young Street, Sydney, Sydney*.

3.1 AREA HISTORY

The subject site was formerly part of the grounds of the First Government House which was built soon after the arrival of the First Fleet. In a plan of the Governor's Domain dating to 1816, the area of the subject site is shown within a "Pleasure Ground" located between First Government House and the shore (Figure 7). As part of the Governor's Domain, the subject site remained largely undeveloped until after the completion of the new government house in the early 1840s. The former grounds were subdivided by the colonial administration by proclamation of 6 January 1845 and the First Government House was dismantled the same year.

FIGURE 7 – PLAN OF THE GOVERNOR'S DOMAIN 1816 SHOWING THE SITE AS PART OF THE PLEASURE GROUNDS



PLAN OF GOVERNORS DEMESNE LAND / SURVEYED IN THE YEAR 1816 BY C. CARTWRIGHT.

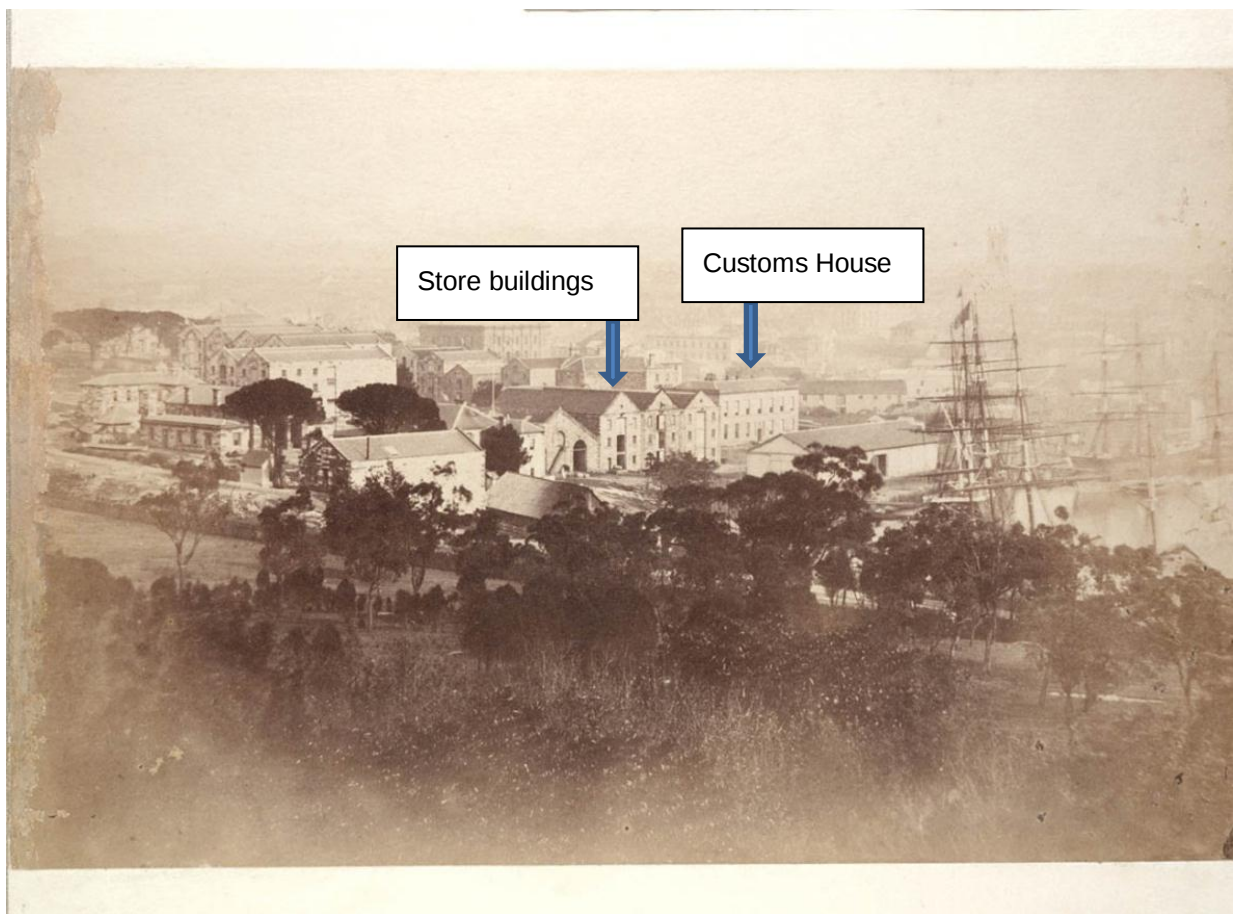
SOURCE: MITCHELL LIBRARY ML M3 811.172/1816/1

The creation of Semi-Circular Quay between 1839 and 1847 enabled the construction of many new buildings, most of which were related to the role of the quay in the transport of goods by ship. The Customs House was built immediately north and west of the subject site between 1843 and 1845, and several structures were present on the subject site by 1855, when they were recorded in the City Detail Sheets. Documentary research indicates that most of these structures were store buildings, generally associated with the sale of wool.

3.2 SITE HISTORY

The first permanent structures erected within the subject site appear to have been built in around 1850. These included five stone buildings fronting Alfred (then Albert) Street between Phillip Street and Young (then Elizabeth) Street (Figure 8). Also by 1851, five stone buildings had been constructed along Loftus (then Castlereagh) Street (Figure 9). These were a hotel on the corner of Loftus Street and Customs House Lane (which ran along the rear of Customs House, linking Young and Loftus Streets), two warehouses, an unoccupied store, and a house.

FIGURE 8 – 1858 PHOTOGRAPH SHOWING STORE BUILDINGS ALONG ALFRED STREET FROM BLACKWOOD'S PANORAMA OF SYDNEY & HARBOUR FROM GOVERNMENT HOUSE



SOURCE: MITCHELL LIBRARY A853002

FIGURE 9 – ENGRAVING SHOWING CUSTOMS HOUSE AND BUILDINGS ALONG LOFTUS STREET, C 1862



SOURCE: NATIONAL LIBRARY OF AUSTRALIA

A plan of the area from the City Detail Sheets 1855 (sheets 4 and 28, Figure 10) shows that by this time a number of small brick buildings had been constructed to the rear of the stone stores that fronted Alfred Street (then Albert Street). One of the buildings was unoccupied in 1858, while the remainder were occupied by general merchants who stored and sold a range of goods from the stores.¹

The 1855 plan shows that an iron structure had been erected on the corner of Young Street and Customs House Lane by this time, with a stone building located beside it to the south. The remainder of land along the western side of Young Street was vacant, and a lane ran from Customs House Lane to Bridge Street, located mid-way between Young Street and Loftus Street (Figure 10). By 1858, the stone building had either been converted for use as a store, or replaced by a new stone store building.²

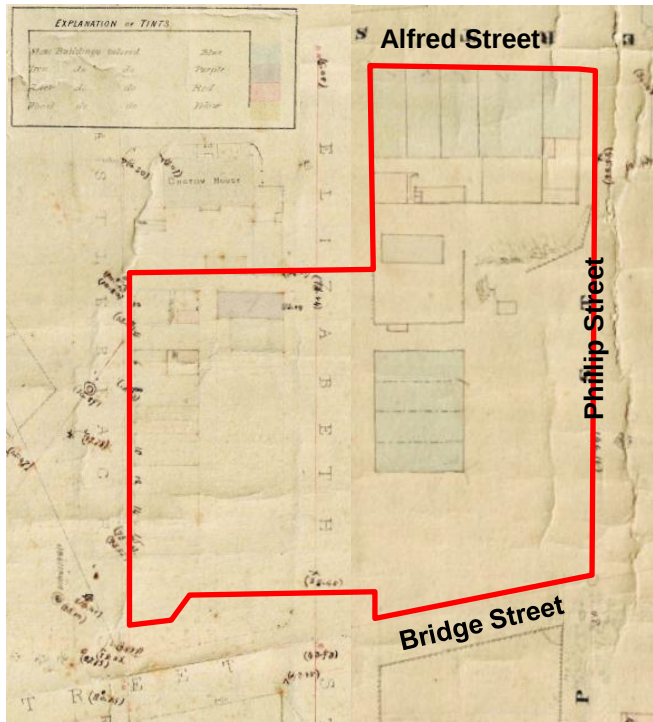
By 1858, two further stone store buildings had been constructed fronting Phillip Street opposite the Water Police Court (now the Justice and Police Museum).³

¹ City Assessment Book, Bourke, 1858.

² (ibid).

³ (ibid).

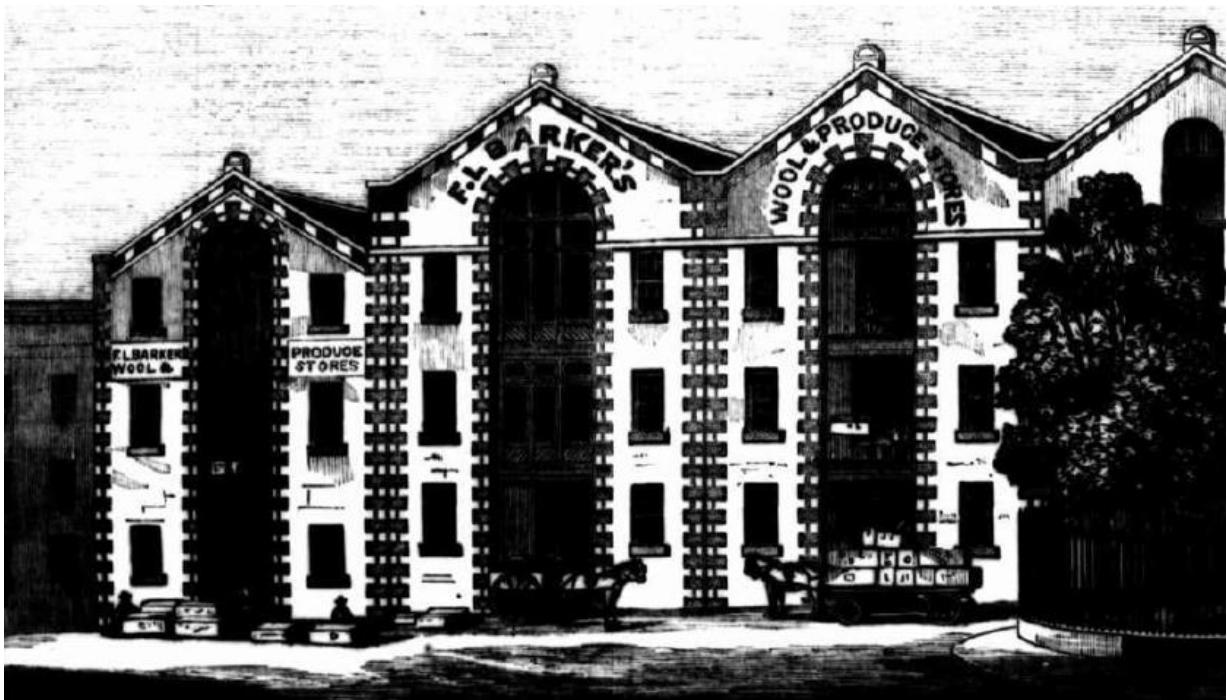
FIGURE 10 – 1855 PLAN OF THE SUBJECT SITE



SOURCE: CITY OF SYDNEY HISTORICAL ATLAS

Between 1858 and 1861, three additional stone buildings were constructed fronting Loftus Street (Figure 11). By 1867, the iron and stone store buildings on the corner of Young Street and Customs House Lane were occupied by Andrew Hinchcliff and functioned specifically as wool stores (Figure 12).

FIGURE 11 – STORE BUILDINGS FRONTING LOFTUS STREET IN 1876



SOURCE: AUSTRALIAN TOWN AND COUNTRY JOURNAL 1876

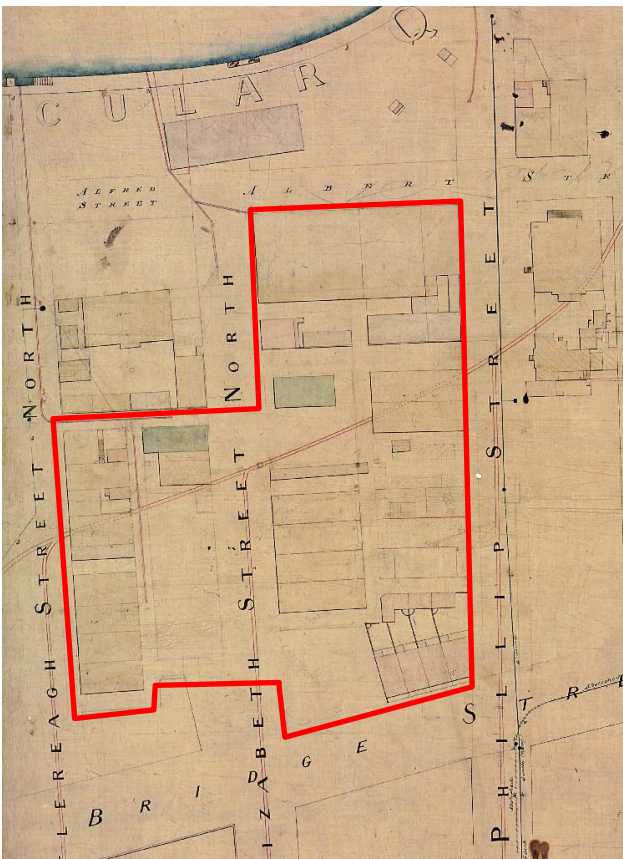
FIGURE 12 – HINCHCLIFF'S WOOL STORES, PRE-1882



SOURCE: MITCHELL LIBRARY A6072001

A blacksmith's shop and cooperage had been established on the eastern side of Young Street, and four brick houses with associated brick stables had been constructed on the north-west corner of Bridge and Phillip streets (Figure 13).⁴

FIGURE 13 – 1865 PLAN OF PRECINCT ACCORDING TO TRIGONOMETRICAL SURVEY OF SYDNEY 1855-1865, BLOCK B1



SOURCE: CITY OF SYDNEY HISTORICAL ATLAS

⁴ City Assessment Book, Bourke, 1867.

In 1870, the prominent wool dealers Mort and Co constructed their new five storey wool store on the corner of Phillip and Alfred Street (Figure 14). The new store occupied the sites of the two easternmost store buildings that had been constructed in approximately 1850, and was a reflection of the need for larger, purpose-built wool stores as a result of the expansion of the wool industry. At the time of its construction, the Mort and Co Wool Store was described as “a striking monument of the rapid increase which has taken place in the production and export of our principal staple [wool]”.⁵

FIGURE 14 – MORT AND CO WOOL STORE, PHOTOGRAPHED BY CHARLES PICKERING 1872 (PHILLIP STREET ON LEFT)



SOURCE: MITCHELL LIBRARY A1107048

In the same year, the two original store buildings still standing to the west of the new Mort and Co Wool Store (also seen in Figure 14) were occupied by Harrison, Jones and Devlin, who used them as a wool store. In 1874, Harrison, Jones and Devlin added a new building to the rear, which was connected to the existing buildings. By 1876, the original store building on the corner of Alfred and Young Streets was occupied by Maiden, Hill and Clarke and was also used as a wool store. Figure 15 shows the c. 1850 stores in relation to the Mort and Co Wool Store.

FIGURE 15 – WOOL AND PRODUCE STORES FRONTING ALFRED STREET IN C. 1880S



SOURCE: NATIONAL LIBRARY OF AUSTRALIA

⁵ *Australian Town and Country Journal*, 27 August 1870:16.

FIGURE 17 – EXTENDED MORT AND CO WOOL STORE AFTER 1886, PHOTOGRAPHY BY H KING



SOURCE: MITCHELL LIBRARY A089764

By 1891, three new brick store buildings and a brick house had been constructed along Phillip Street, in the locations that had previously been occupied by the cooperage, sheds and stables. New brick stores (known as Kilmarnock House by approximately 1917) were also built by the Government on the north-east corner of Bridge and Young streets (Figure 18).⁸

FIGURE 18 – KILMARNOCK HOUSE AT 15-17 YOUNG STREET 1928, PHOTOGRAPHY BY JOHN WALKER & SONS



SOURCE: MITCHELL LIBRARY HALL 34995

⁸ City Assessment Book, Bourke, 1891.

By 1907, a new two-storey brick store had been constructed between Hinchcliff's Wool Store and Kilmarnock House.⁹ In 1911, number 10 Loftus Street (occupied by J. Burns on the 1880 plan in Figure 16) was demolished and replaced with a five-storey brick office block (Figure 22), and by 1914 a four storey brick building had been constructed on the north-eastern corner of Bridge and Young streets to house the offices and stores of Winchcombe Carson Ltd. In 1925, 18 Loftus Street was demolished and replaced by "Wall House", an eight storey brick building.¹⁰

FIGURE 19 – 1911 OFFICE BUILDING AT 10 LOFTUS STREET, SURROUNDED BY EARLIER BUILDINGS



SOURCE: MITCHELL LIBRARY HALL 38422

While various changes in ownership and occupation occurred during the ensuing years, aside from some minor alterations the structures within the subject site remained unchanged between 1925 and 1958 (Figure 20 and Figure 21 overleaf).

⁹ City Assessment Book, Bourke, 1907.

¹⁰ City Assessment Books, Bourke, 1911 and 1914; City of Sydney Archives, Planning Street Cards 1929-1994, Loftus Street.

[illegible]

FIGURE 21 – AERIAL SURVEY OF THE CITY OF SYDNEY 1949, AO013



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HIS PROJECT YELLOW

In 1959, the Mort and Co Wool Store (then called the 'Farmers and Graziers Building') and 5 Phillip Street were demolished to make way for construction of the AMP Building. The AMP Building is 25 storeys high and was completed in 1962. The other buildings within the Bridge and Alfred Block were demolished c. 1969, to accommodate the remainder of the AMP development, including AMP Centre Tower and AMP plaza.

The buildings at 9-13 and 15-17 Young Street were demolished c. 1968, to make way for new multistorey buildings; while the buildings occupying 16-20 Loftus Street were demolished and replaced in 1972. Numbers 2-6, 8 and 10 Loftus Street were also demolished in 1983 and replaced with a multistorey building.

Today, the only buildings surviving from the 19th century are 12-14 Loftus Street (the Gallipoli Club) and 5-7 Young Street (Hinchcliff House).

3.3 PROPERTY OWNERSHIP

Full and detailed property ownership of each of the three built heritage items (33 Alfred Street, 12-14 Loftus Street and 5-7 Young Street) is outlined in the respective Conservation Management Plan of each property.

3.4 DATE OF CONSTRUCTION

The AMP building at 33 Alfred Street was constructed between 1959-1961. The Former Hinchcliff Wool Store at 5-7 Young Street was constructed in two stages (late 1870s and 1880), and Gallipoli Club at 12-14 Loftus Street was also constructed in 1880.

Further details of dates of construction for these properties are included in their respective Conservation Management Plans.

3.5 ALTERATIONS AND ADDITIONS

Details of alterations and additions to listed heritage items at 33 Alfred Street, 12-14 Loftus Street and 5-7 Young Street are outlined in their respective Conservation Management Plans.

4 Significance

4.1 WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, it is important to understand its values. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise a place's heritage values – why it is important, why a statutory listing was made to protect these values.

4.2 SIGNIFICANCE ASSESSMENT

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

The following statements of heritage significance have been prepared in accordance with the 'Assessing Heritage Significance' (2001) guides. Statements of significance are included for:

- 33 Alfred Street
- The Gallipoli Club (12-14 Loftus Street)
- The Former Hinchcliff Wool Store (5-7 Young Street)
- Bennelong Sewer Drain.

4.2.1 STATEMENT OF SIGNIFICANCE, 33 ALFRED STREET

33 Alfred Street is of heritage significance for its historic, aesthetic and representative values and for its rarity and research potential.

The AMP Building, designed by Graham Thorp of the prominent architectural firm Peddle Thorp & Walker in the Post-War International style, and completed in 1962, is historically and aesthetically significant as the first "skyscraper" in Sydney and the tallest building in Sydney for six years. By challenging the existing height limit of 150 feet, the Australian Mutual Provident Society (AMP) initiated legislative changes which paved the way for the development of Sydney with tall office towers. The building also has high historical and technical significance arising from the use of curved glass curtain walling, which was inspired by the use of the technique in American skyscrapers, and the desire to make a similar modern statement about the image and prosperity of AMP in Australia.

33 Alfred Street demonstrates innovative technology and design as the first freestanding skyscraper to be built in Sydney. It was the first to utilise sea water in the air conditioning plant, and incorporated an innovative cellular steel floor design and the longest span beams ever installed in an Australian office building and materials such as heat toughened window glass, with spandrel panels impregnated with gold dust. The curtain wall construction and dual crescent shape is architecturally distinctive and accomplished and was considered unique at the time of construction as a specific response to the environmental and planning constraints of the site.

The building is an important early work of Peddle Thorp & Walker Architects with Graham M Thorp the partner-in-charge. The AMP Building was Peddle Thorp & Walker's first major high-rise office development and arguably one of their best works. Their association with the site has continued, with various ongoing alterations and additions to the building since its completion in 1962. The site is also associated with consulting architects including Kahn and Jacobs of New York, who advised on technical matters and Slocum Fuller, also of New York, who consulted as reference mechanical and electrical engineers.

The position of the building at "Sydney's front door" provides a landmark entry to the city from the north and/ or from the Harbour.

It is a rare example of a relatively intact 1960s office tower displaying the international style and retaining its symbolic intentions, including the Tom Bass sculpture.

The AMP building is a representative building of the post war International style and provides an excellent example of curtain wall construction, which was relatively new at the time of construction. The building further represents what was a relatively short-lived application of the method, given problems experienced with cracked glazing, heat load etc and is considered rare.

It is also of local significance for its association with the Australian Mutual Provident (AMP) Society. AMP was founded in the 19th century and remains a pre-eminent provider of financial services. The AMP Building has had a continuous association with the company since 1962, and retains its use as an office tower.

4.2.2 STATEMENT OF SIGNIFICANCE, 12-14 LOFTUS STREET (THE GALLIPOLI CLUB)

The former FL Barkers Wool Store at 12-14 Loftus Street is of local heritage significance for its historic and aesthetic values and for its rarity.

The store demonstrates the former use and function of Circular Quay as the principal trading port of the colony of NSW and as such, contributes to the interpretation of the adjacent Customs House and the nearby Hinchcliff wool store. It reflects the shift in the market centre for wool to the colonies over London and reflects the significance and expansion of the Australian wool industry, and the economic importance of wool as Australia's chief export. The construction of the stores circa 1880 reflects the boom period in the wool industry circa 1870-1880. The store is associated with noted wool merchants and brokers F.L Barker's although its use in this capacity was relatively short lived. The early twentieth century conversion reflects the move away from goods handling and the commercialisation of Circular Quay.

The former wool and produce store is of aesthetic significance for its form and design which although altered is able to be interpreted as one of the first generation wool stores which dominated Circular Quay in the mid-19th century. The store features characteristic masonry brick and sandstone facades, with gables over loading bays (on the rear Loftus Lane elevation), remnant internal timber post and beam construction with king post truss roof and remnant timber floors. The remnant jib hoist interprets its utilitarian origins.

The store is one of only two surviving stores within the vicinity of the Quay and one of only a small group of surviving smaller stores in the broader LGA and is considered rare.

The archaeological potential of the store and associated Loftus Lane has been assessed as moderate however archaeological deposits associated with the First Government House garden, or Aboriginal burials are potentially of National heritage significance.

The former store has been associated with the Gallipoli legion Club for 65 years however the likely social significance of the club to its membership community is associated with its function rather than a specific association with 12-14 Loftus Street.

4.2.3 STATEMENT OF SIGNIFICANCE, 5-7 YOUNG STREET (THE FORMER HINCHCLIFF WOOL STORE)

The former Hinchcliff Wool Store at 5-7 Young Street is of State heritage significance for its historic, aesthetic and representative values, and as a rare example of a largely intact vernacular wool store of the mid-19th century.

The store demonstrates the former use and function of Circular Quay as the principal trading port of the colony of NSW and as such, contributes to the interpretation of the adjacent Customs House. It reflects the shift in the market centre for wool to the colonies over London and reflects the significance and expansion of the Australian wool industry, and the economic importance of wool as Australia's chief export. The extension of the wool store circa 1882 with the construction of the northern store reflects the boom period in the wool industry circa 1870-1880. The store is associated with noted wool broker Thomas Holt junior and John and Andrew Hinchcliff, (wool merchants) and the firm of Hinchcliff, Son and

Co. which was widely and favourably known as one of the oldest and largest firms connected with the wool trade of New South Wales.

Hinchcliff is of aesthetic and representative significance for its form, materials and design which typifies the first generation of wool stores which dominated Circular Quay in the mid-19th century. The store features characteristic masonry brick and sandstone facades, with gables over loading bays and original cathead pulleys, internal timber post and beam construction with king post truss roof and exposed timber floors.

The store is one of only two surviving stores within the vicinity of the Quay and one of only a small group of surviving smaller stores in the broader LGA and is considered rare. The store is of moderate to high integrity and extant equipment associated with the store use (such as the cathead beam and pulleys) are also rare.

The archaeological potential of the store and associated Customs House Lane and Loftus Lane has been assessed as moderate however archaeological deposits associated with the First Government House garden, or Aboriginal burials are potentially of National heritage significance.

The former store is also of local significance for its association with the St Vincent's De Paul Society serving variously as the Offices of the Secretariat and housing the Matthew Talbot Hostel for destitute men and the Maternal Heart of Mary Marist Chapel over the period of its approximately 40 year occupancy.

4.2.4 STATEMENT OF SIGNIFICANCE, BENNELONG SEWER DRAIN¹¹

The Bennelong Stormwater Channel is of high historical and technical significance as it was one of the five original combined sewers built in Sydney around 1857. The other four sewers were; Blackwattle Bay, Hay Street, Tank Stream and Woolloomooloo. These five sewers were responsible for greatly improving public health, hygiene and living standards for the city's residents. This was done by diverting stormwater and sewerage from the streets and discharging it out into the Harbour currents. The introduction of Bondi Ocean Outfall Sewer (BOOS) in 1889 diverted sewer flow to the ocean and eventually led to the drain being used predominantly for stormwater, hence further improving public health. Of the five combined sewers Bennelong is probably the most significant, as it is the most intact and was originally known as the "main sewer" because it serviced the CBD area. It was also the first oviform sewer to be built in Australia. Furthermore, the Margaret Street Sewer, which was once attached to the Bennelong system, contains the first sewer aqueduct to be built in Australia. This aqueduct runs along Hunter Street, which is part of the Bennelong catchment.

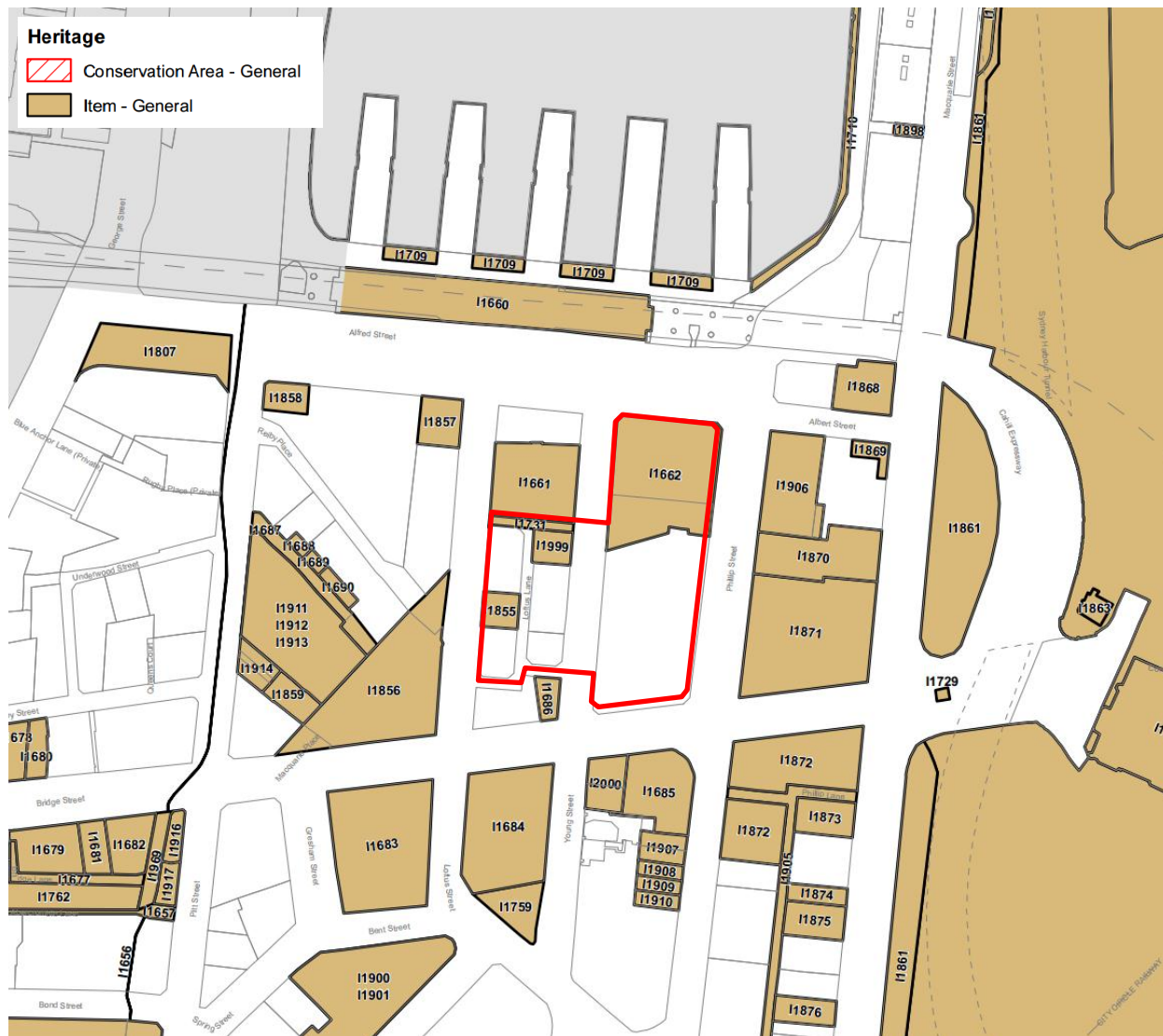
¹¹ Sydney Water 2010

5 Impact Assessment

5.1 HERITAGE LISTING

The Precinct includes heritage items listed under the Draft Sydney Local Environmental Plan 2012, as shown on the heritage map below.

FIGURE 22 – HERITAGE MAP



[Source: Draft Sydney Local Environmental Plan 2012]

It is also in the vicinity of a number of heritage listed items as listed below (along with their level of significance):

- Circular Quay Railway station group (state + S.170 register)
- Justice and Police Museum (state)
- Macquarie Place Precinct (state)
- Customs House and Forecourt (state)
- Customs House Lane (local)
- Paragon Hotel – 1 Macquarie Place (local)
- Department of Lands Building -23 Bridge Street (state)
- Department of Education Building – 35 Bridge Street (state)
- Former Commercial Building (Booth House) 44 Bridge Street (local)

- First Government House site – 41 Bridge Street/ Museum of Sydney (state + national heritage lists)
- Young Street terraces – 36-42 Young Street (state)
- Transport House – 99 -113 Macquarie Street (local)
- Former Treasury Building -115 -119 Macquarie street (state)
- Chief Secretary's building -121 Macquarie street (state)
- Royal Automobile Club -89-91 Macquarie Street (state)

5.2 STATUTORY CONTROLS

5.2.1 DRAFT SYDNEY LOCAL ENVIRONMENTAL PLAN 2012

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

TABLE 3 – RELEVANT LEP CLAUSES

CLAUSE	DISCUSSION
Part 5 Miscellaneous Provisions 5.10 Heritage conservation (2) Requirement for consent Development consent is required for any of the following: (b) altering a heritage item or a building, work, relic, tree or place within a heritage conservation area, including (in the case of a building) making changes to the detail, fabric, finish or appearance of its exterior, (c) altering a heritage item that is a building by making structural changes to its interior,	b) The concept master plan is to redistribute the built form within the Precinct from the Young and Loftus block to the Bridge & Alfred Street block in order to provide an enhanced urban outcome. In conjunction with the concept plan, the proponent has committed to the upgrade of the heritage buildings in accordance with Draft Conservation Management Plans. The CMPs detailed required conservation and maintenance works which will be implemented and policies to provide for the conservation of the heritage items in perpetuity. Detailed proposals for other alterations or additions or building uses have not yet been determined and are not subject to the concept plan, however will be subject to further Impact Assessment. c) Only conservation works are proposed as part of the concept plan application and any works will be consistent with the recommendations of the Draft Conservation Management plans for each of the heritage items.
(4) Effect on heritage significance The consent authority must, before granting consent under this clause, consider the effect of the proposed development on the heritage significance of the heritage item or heritage conservation area concerned. This subclause applies regardless of whether a heritage impact statement is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).	The concept master plan seeks to redistribute the built form within the Precinct from the Young and Loftus block to the Bridge & Alfred Street block in order to provide an enhanced urban outcome and provide an overall net public benefit. It is also proposed to redevelop the Bridge and Alfred block with an extension to the existing 50 Bridge Street tower and improved integration with the original AMP Tower at 33 Alfred Street. Conservation works are proposed to the listed heritage items. The proposal thus retains the heritage items and provides for their conservation in line with the recommendations and

	policies of the relevant CMPs. The concept plan also provides for the enhancement of the setting of the Young and Loftus block heritage items (i.e. the former FL Barkers and Hinchcliff stores) and items in the vicinity (e.g. Customs House) by reducing the scale and massing of development in their immediate vicinity. The proposed intensification of development in the Bridge and Alfred Block will not impact on the heritage listed AMP building (33 Alfred Street) as it will retain its landmark status in views from the Quay and proposed extension of 50 Bridge Street will form part of the back-drop of extant multi-storeyed commercial development. The concept plan has been informed by conservation management plans for the heritage items and the precinct archaeological assessment. Further detailed development will be undertaken in consultation with heritage advice and the relevant policies in the CMP and recommendations of the archaeological report.
(5) Heritage impact assessment The consent authority may, before granting consent to any development on land: (a) on which a heritage item is situated, or (c) within the vicinity of land referred to in paragraph (a), require a heritage impact statement to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.	This report satisfies this clause.
(7) Archaeological sites The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies): (a) notify the Heritage Council of its intention to grant consent, and (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.	The site includes the heritage listed Bennelong Sewer Drain. No excavation works are proposed as part of the concept plan however any future detailed design proposals will consider the drain and archaeological potential as outlined in the Artefact Heritage archaeological assessment.
(8) Places of Aboriginal heritage significance The consent authority must, before granting consent under this clause to the carrying out of development in a place of Aboriginal heritage significance: (a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place, and (b) notify the local Aboriginal communities (in such way as it thinks appropriate) about the application and take into consideration any response received within 28 days after the notice is sent.	If relics that are of Aboriginal significance are found in this area of the site during proposed works, works should cease and further information should be sought regarding the nature of the relics from the appropriate consent authority: ▪ National Parks and Wildlife Division of Department of Environment Climate Change and Water for Aboriginal objects; Department of Environment and Heritage for historical relics.

5.2.2 DEVELOPMENT CONTROL PLAN

The proposed works are addressed in the table below in relation to the relevant provisions in the DCP.

TABLE 4 – DEVELOPMENT CONTROL PLAN

PROVISION	DISCUSSION
2.12 Heritage and pre-1950 buildings 2.12.1 Heritage Provisions 2.12.1.1 Heritage Impact Statements (1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting: (a) heritage items identified in the Sydney Local Environmental Plan 2011; (c) buildings older than 50 years. (2) The Heritage Impact Statement is to address: (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.	1) This report satisfies this provision. 2) a) Statements of significance have been provided in sections 4.2.1 to 4.2.4 above. b) The concept plan allow for the redevelopment of the Bridge and Alfred Street block while enhancing the setting of the Young and Loftus Block items, items in the vicinity and mitigating impacts to 33 Alfred Street. c) The concept plan includes conservation of the heritage items in conjunction with the recommendations of the Conservation Management Plans. The concept also seeks to improve impacts to the setting of the lower scale heritage items and items in the vicinity by reducing the density/ scale of development in their immediate vicinity and also by improving streetscape connections and activity. d) Refer relevant policies considered in section 5.2.3 below. The CMP also considers the recommendations of the Heritage Inventories for the sites.
2.12.1.2 Conservation Management Plans (1) The consent authority will require a conservation management plan prepared by a suitably qualified heritage practitioner for development applications that propose: (a) a change of use of a heritage item of State heritage significance; (b) any alteration to the fabric or setting of a heritage	Urbis has prepared draft Conservation Management Plans for the following: ▪ 33 Alfred Street, Circular Quay, ▪ 5-7 Young Street, Circular Quay/ the Former Hinchcliff wool stores ▪ 12-14 Loftus Street, Circular Quay/ the former FL Barkers Wool Store These CMPs satisfy this criterion and have addresses the items in section 2.12.1.2 (part 2).

item of State heritage significance which requires consent; (c) an award of heritage floor space under Sydney Local Environmental Plan 2011; or (d) substantial alterations and or additions to a heritage item considered by the Council to be of high local significance, unless the consent authority determines that it is not required. (2) The conservation management plan is to include: (a) the investigation of the physical and documentary evidence of the heritage item; (b) a comparative analysis and curtilage assessment; (c) assessment of the significance of the heritage item; (d) the investigation of the constraints and opportunities for the item including the owner's needs and resources, and external constraints; (e) conservation policies which address the following: (i) conservation of the fabric and setting of the heritage item; (ii) appropriate uses of the heritage item; (iii) appropriate ways to interpret the significance of the heritage item; (iv) management of the heritage item; (v) guidelines for future development; and (f) priorities for instigation of conservation policies. (3) In certain cases, the consent authority may accept a conservation management strategy in place of a conservation management plan for heritage items of local significance. A conservation management strategy is to be prepared in accordance with the format prepared by the Heritage Branch, NSW Department of Planning.	
2.12.1.3 Archaeological assessments (1) An archaeological assessment must be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the Heritage Branch, NSW Department of Planning. (2) For development proposals in Central Sydney, refer to the Central Sydney Archaeological Zoning Plan to determine whether the development site has archaeological potential. (3) An archaeological assessment is to be submitted as part of the Statement of Environmental Effects for development applications affecting an archaeological	An Archaeological Assessment was prepared by Artefact Heritage and satisfies this criterion for the concept development stage. Further assessment may be undertaken in conjunction with further detailed development proposals.

site or a place of Aboriginal heritage significance. (4) An archaeological assessment is to include: (a) an assessment of the archaeological potential of the archaeological site or place of Aboriginal heritage significance; (b) the heritage significance of the archaeological site or place of Aboriginal heritage significance; (c) the probable impact of the proposed development on the heritage significance of the archaeological site or place of Aboriginal heritage significance; (d) the compatibility of the development with conservation policies contained within an applicable conservation management plan or conservation management strategy; and (e) a management strategy to conserve the heritage significance of the archaeological site or place of Aboriginal heritage significance.	
2.12.1.5 Heritage items (1) Development affecting a heritage item is to achieve the following: (a) minimise the extent of change to significant fabric; (b) use traditional techniques and materials unless contemporary techniques and materials will result in a better conservation outcome; (c) enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting; (d) the use of the item; (e) the provision of on-site interpretation, or a combination of each of these measures; (2) Where possible, development should enhance the heritage item by either removing unsympathetic alterations and additions; reinstating missing details, building and landscape elements, where physical or documentary evidence is available; or a combination of these measures.	1) a) The concept plan includes only refurbishment of the heritage items in line with the recommendations of the conservation management plans. b) Complies – as per the recommendations of the CMP(s) c) Proposed conservation works will enhance the interpretation of the heritage items. d) Not applicable at this stage of works. e) Not applicable at this stage of works (although interpretation is recommended in the policies of the CMP(s)) 2) Complies. Conservation works are as per the recommendations of the CMPs and include policies and recommendations to inform the treatment of significant and intrusive fabric.
2.12.1.10 Building materials for heritage items and buildings within heritage conservation areas (2) Existing face brickwork and stone walls are not to	The concept plan is consistent with these principles

be coated, rendered or painted. (3) Original materials are to be retained, unless it can be demonstrated that significant deterioration has occurred and repair is not practical. Any replacement should be with like materials. (4) New materials are to complement the colour, finishes and proportion of existing materials on the building and be identifiable as new on close inspection without detracting from the character and heritage significance of the building.	however will be guided by the CMPs in the treatment of fabric. Alterations and additions to the heritage items will be subject to further detailed assessment as part of subsequent Development Applications (DA).
2.12.2 Pre-1950 warehouses and industrial buildings and weatherboard buildings Provisions 2.12.2.1 Pre-1950 warehouse and industrial buildings (2) Alterations and additions are to maintain significant fabric and building elements. (11) Work to the façade is to: (a) retain original and significant elements and finishes (significant elements may include catheads, hoists and face brick detailing); (b) reinstate or restore missing original elements that contributed to the significance of the building; (c) remove detracting elements; (d) minimise new elements; and (e) not obscure original elements by new elements. (14) Face brick and sandstone are not to be rendered, painted or otherwise coated. (15) Existing floor levels are to be maintained with mezzanine or loft areas only acceptable where they have minimal heritage impact, including impact on any significant structure and significant views into the interior. (17) Significant original elements, fabric and features that are characteristic of the former use of the building are to be: (a) retained; (b) generally not obscured by new elements; and (c) where required, to be adapted to meet contemporary needs or safety standards, alterations should be reversible and minimal, where possible. (20) Where sites (either existing or amalgamated) contain significant buildings of different character, form, size and finish to reflect differing former uses, this	2) Complies. The concept stage provides only for the conservation and maintenance of the heritage items as per the conservation schedules in the CMPs. 11) Complies 14) Complies 15) Complies 17) Complies 20) Complies

difference is to be retained

5.2.3 POLICIES

The proposed works are addressed in the table below in relation to the relevant provisions and policies from The Draft Conservation Management Plans for 33 Alfred Street, 5-7 Young Street, and 12-14 Loftus Street. Further detailed design applications will be subject to further policy provisions and assessment.

TABLE 5 – CONSERVATION POLICIES

PROVISION	PROPERTY	DISCUSSION
Policy 2. All future decisions and works to the building must be guided by the Statement of Significance and the significant spaces, fabric and building elements identified in this CMP together with any additional detailed research and assessment.	All	Complies
Policy 3. Elements of high or exceptional significance should not be materially obstructed by new works, structures or services, and they should be clearly visible and interpreted as part of any new works;	All	Complies. This provision will be considered in the detailed design development of subsequent proposals
Policy 4. Where elements of high or exceptional significance have been damaged they should be repaired with sympathetic materials in preference to replacement. Significant elements should be repaired in-situ where-ever practicable;	All	Proposed conservation works will be as per the recommendations of the CMPs and relevant policies
Policy 9. The external appearance of the building as a commercial premises should be maintained although this does not preclude activation of the Alfred Street forecourt or street levels generally.	33 Alfred Street	Complies
Policy 11. No vertical additions to 33 Alfred Street should be permitted;	33 Alfred Street	Complies
Policy 12. Modifications to the existing altered roof level and terrace (Level 26) may be permitted subject to assessment;	33 Alfred Street	Not subject to the concept plan proposal
Policy 13. The double crescent shape of the building should be retained with no infill of the eastern and western voids. Additions or new works should not compromise the streamlined curtain wall facades or the definition of the podium base;	33 Alfred Street	Complies
Policy 14. Sympathetic additions are permitted to the southern elevation only, at or below the podium height (i.e. level 5) and subject to assessment;	33 Alfred Street	Complies
Policy 15. Any modifications to the external fabric, form or design of the elevations and/ or building entry (including the enclosed Phillip Street entry) should be cognisant of the original plans and the original design	33 Alfred Street	Complies

intent;		
Policy 32. Views to and from the site from Circular Quay, the Harbour and the Cahill Expressway should remain unimpeded;	33 Alfred Street	Complies
Policy 33. The significant façades, overall form and landmark quality of the building should be retained;	33 Alfred Street	Complies
Policy 34. Vehicular access must have regard to original and significant fabric and should not detract from significant elevations. No additional openings should be permitted on the Young, Alfred or Phillip Street elevations of the building. However access may form part of new extensions to the podium of the complex to the south on Young or Phillip streets;	33 Alfred Street	Complies
Policy 35. Any new works or addition to 50 Bridge Street should allow views of the southern elevation of 33 Alfred Street from Young and Phillip Streets to interpret its original form. Any proposed podium link should respect the original form of the AMP Building.	33 Alfred Street	Complies. This provision will be subject to further consideration in detailed design proposals.
Policy 7. The Hinchcliff wool store is of state significance for its historic, aesthetic and representative values and for its rarity and should be retained and conserved (this does not preclude sympathetic alterations in association with regulatory conditions and ongoing use of the building).	5-7 Young Street	Complies
Policy 15. New works should not diminish the interpretation of the former building use or the association with the wool broking firm of Hinchcliff and Son;	5-7 Young Street	Complies
Policy 19. Any proposal to alter the facades should respect the pattern of original fenestration	5-7 Young Street	Complies. Only conservation works are proposed as part of the concept stage
Policy 31. The significant façades and overall form of the building should be visible and not obscured by new development. There should be no additions cantilevering over the site;	5-7 Young Street	Complies.
Policy 32. The visual relationship between Hinchcliff and Customs House and the nearby Gallipoli Club (12-14 Loftus Street) should be retained	5-7 Young Street	Complies
Policy 33. All works to the rear Loftus Lane and Customs House Lane should enhance the setting of the site;	5-7 Young Street	Complies

Policy 34. Development in the vicinity of Hinchcliff should have regard to the heritage significance and setting of the place;	5-7 Young Street	Complies
Policy 35. No vehicular access should be permitted within or below the structure;	5-7 Young Street	Complies
Policy 7. The former FL Barkers Wool Store/ Gallipoli Club is of local heritage significance for its historic, aesthetic and representative values and for its rarity and should be retained and conserved (this does not preclude sympathetic alterations in association with regulatory conditions and ongoing use of the building and with consideration for the extent of existing modifications).	12-14 Loftus Street	Complies
Policy 13. New and future uses should not obscure significant fabric or impact on facades;	12-14 Loftus Street	Complies
Policy 15. New works should not further diminish the interpretation of the significant former building use;	12-14 Loftus Street	Complies. Conservation works will enhance the heritage significance of the item.
Policy 16. The form, scale and general configuration of the former wool store should be retained. There should be no vertical extension of the building, even if set back and no extension of the existing roof additions.	12-14 Loftus Street	Complies. Only conservation works are proposed as part of the concept stage
Policy 19. Any proposal to alter the facades should respect the pattern of original fenestration;	12-14 Loftus Street	Complies. Only conservation works are proposed as part of the concept stage
Policy 25. Exposed internal sandstone wall sections should remain exposed;	12-14 Loftus Street	Complies.
Policy 33. The significant façades and overall form of the building should be visible and not obscured by new development. There should be no additions cantilevering over the site;	12-14 Loftus Street	Complies
Policy 34. All works to the rear Loftus Lane should enhance the setting of the site and retain the visual relationship between Gallipoli and the nearby former Hinchcliff wool store;	12-14 Loftus Street	Complies
Policy 36. No vehicular access should be permitted within or below the structure;	12-14 Loftus Street	Complies

6 Conclusion and Recommendations

This report has been prepared in support of a formal request to the City of Sydney for an amendment to the Draft Sydney Local Environmental Plan 2012 (LEP) and Sydney Development Control Plan 2012 (DCP) and forms part of the Planning Justification Report submission.

The proposed amendments to the LEP and DCP seek to facilitate a significant redevelopment of the AMP Circular Precinct by enabling a reduction of achievable development density on the Young and Loftus block and a corresponding increase in achievable development density on the Bridge Street and Alfred Street block. The project will enable a significant transformation, reinforcing the economic viability and functionality of one of the key precincts of the City.

The proposed concept Masterplan retains the existing heritage items and enhances their setting through considered redevelopment of the precinct massing and activation of streetscapes and laneways. The proposed demolition of 1980's style commercial buildings of secondary quality in the Young and Loftus precinct and redevelopment with a reduced scale and density will improve the setting of the lower scaled heritage items (Gallipoli Club and Hinchcliff) as well as important items in the vicinity such as Customs House. The proposed pedestrianisation of Loftus Lane and other streetscape improvements and connectivity will enhance the setting, access to and interpretation of the heritage items and provide for activation of the streetscapes. The proposed intensification of development in the Bridge and Alfred Block will not impact on the heritage listed AMP building (33 Alfred Street) as it will retain its landmark status in views from the Quay and proposed extension of 50 Bridge Street will form part of the back-drop of extant multi-storeyed commercial development.

In conjunction with the concept plan, the proponent has committed to the upgrade of the heritage buildings in accordance with Draft Conservation Management Plans. The CMPs detailed required conservation and maintenance works which will be implemented and policies to provide for the conservation of the heritage items in perpetuity.

The proposed concept plan is consistent with the policy recommendations of the Conservation Management Plans.

Detailed proposals for other alterations or additions or building uses for the precinct heritage items have not yet been determined and are not subject to this concept plan, however will be subject to further detailed Heritage Impact Assessment and will consider the significance, policies and recommendations of the Draft CMPs.

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

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