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# **HERITAGE IMPACT STATEMENT**

2 Chifley Square, Sydney

Prepared for  
**CHARTER HALL**  
23 July 2021

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# EXECUTIVE SUMMARY

This Heritage Impact Statement has been prepared by Urbis in support of a Planning Proposal to amend the *Sydney Local Environmental Plan 2012* (Sydney LEP). This report has been prepared on behalf of Charter Hall Holdings (the Proponent) and it relates to a single development lot identified as Lot 10 in DP 777545 or 2 Chifley Square, Sydney (the site).

The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) and Maximum Building Height development standards to align with the Domain Sun Access Plane contained within the Central Sydney Planning Strategy (CSPS) and accompanying Planning Proposal: Central Sydney 2020. The subject Planning Proposal will facilitate the development of a new commercial tower on the southern portion of the existing Chifley site, up to a height of RL 214.2 (being a height above ground level of approximately 187m). When combined with the existing north tower and podium, the new, refurbished and existing floor space will total approximately 131,391m<sup>2</sup> of Gross Floor Area (GFA).

The Planning Proposal is accompanied by amendments to the Sydney Development Control Plan 2012 (Sydney DCP). The site specific DCP amendments reflect the proposed outcome to retain the existing tower on the northern portion of the site, with a new commercial office tower proposed on the southern portion of the podium. This is reflected in the accompanying reference design prepared by Architectus which serves as a baseline proof of concept for this Planning Proposal. This large strategic site presents a unique opportunity to deliver a landmark two tower site that will exhibit design excellence and offer significant employment opportunities for global Sydney.

None of the buildings within the subject site are listed on the State Heritage Register or on Schedule 5 of the Sydney LEP 2012. However, the site is located adjacent to the locally listed Chifley Square (item 1708) and in the vicinity of a number of other heritage items. It is also located within the Chifley Square Special Character Area and in the vicinity of the Macquarie Street Character Area (refer Section 2 of the Sydney DCP 2012).

The assessment in Section 5 of this report therefore assesses the potential heritage impact of the proposed change to the development standards, the site specific DCP and the concept scheme on the significance of the proximate heritage items and the Chifley Square special character area.

The increase is considered appropriate for the site and responds to the existing high density urban nature of the Sydney commercial core and the minor visual impacts compared with the allowable building envelope.

The increased density on the subject site as a result of the FSR uplift is acceptable given:

- The site conditions which continue to allow for the retention of a podium to Chifley Square (in line with the historic design intent for the Square).
- The envelope would maintain a setback from Chifley square of 4m to 6.3m. It should be noted that the of the western elevation is reduced through the curved form.
- There is no additional visual impact in addition to the case DCP envelope.

It should also be noted that the draft DCP requires that development maintain a minimum 10m setback behind principal facades to heritage items. This 10m required setback in principal would prohibit any viable development above the heritage items to Macquarie Street and it is appreciated that the proposed envelope would be setback 14m-17m from the significant facades to Macquarie Street.

In accordance with the above and this report it is concluded that the Planning Proposal would not have a detrimental impact on the significance of Chifley Square, the relevant character area and the proximate heritage items.

There are no physical works proposed under this application, as such there would be no physical impact on any early fabric. Any physical impacts proposed as part of a future development application will be assessed in detail in that application. However, this report also provides a preliminary assessment of the proposed concept envelope as a form which this Planning Proposal and Site Specific DCP has the potential to facilitate. The following points are summarised from the assessment in this report:

- As the podium of Chifley Tower follows the curve of Chifley Square, it respects the semi-circular form which was proposed for the northern side of the square in its original design of 1908. Therefore, retention of the element below a new tower is appropriate.
- The form of the western façade would through its orientation would gesture towards the curvilinear podium form however the façade would be orthogonal. Therefore, the curved podium remains the dominant feature and the new component is recognisably later.
- The new mass surmounting the podium is shown to be sympathetically set back a minimum of 4-6.3m from the curved façade of the podium. This would retain the relationship between the podium and the height of the heritage listed Qantas House opposite. It would further retain the existing sense of enclosure and scale within Chifley Square.
- The new mass would not obscure any significant views around Chifley Square or towards any significant items from Chifley Square.
- The form of the proposed building envelope is in keeping with those adjacent which are also of contemporary construction and are visible from the Domain and the Botanic Gardens. It is also only marginally different from the allowable or the DCP compliant envelope. The impact on the character of the outlook from the Domain or the Botanic Gardens would therefore be neutral.
- The form of the proposed envelope has an improved relationship of the proposal with Chifley T1 through the curved form which respond to the architectural form of the podium which is of identified significance for its relationship to Chifley Square.

The recommendations for Development Application stage set out in this document are to be considered in the detailed design development.

# 1. INTRODUCTION

## 1.1. BACKGROUND

This Heritage Impact Statement has been prepared by Urbis in support of a Planning Proposal to amend the *Sydney Local Environmental Plan 2012* (Sydney LEP). This report has been prepared on behalf of Charter Hall Holdings (the Proponent) and it relates to a single development lot identified as Lot 10 in DP 777545 or 2 Chifley Square, Sydney (the site).

The purpose of this Planning Proposal is to amend the site's Floor Space Ratio (FSR) and Maximum Building Height development standards to align with the Domain Sun Access Plane contained within the Central Sydney Planning Strategy (CSPS) and accompanying Planning Proposal: Central Sydney 2020. The subject Planning Proposal will facilitate the development of a new commercial tower on the southern portion of the existing Chifley site, up to a height of RL 214.2 (being a height above ground level of approximately 187m). When combined with the existing north tower and podium, the new, refurbished and existing floor space will total approximately 130,316m<sup>2</sup> of Gross Floor Area (GFA).

This Planning Proposal supports the City of Sydney Council's CSPS by unlocking additional employment generating floor space within a designated tower cluster. The proposed Sydney LEP amendment is part of the broader redevelopment plan for the site to facilitate a new commercial office tower. It will also facilitate significant public benefits through additional site activation of Chifley Square, improved pedestrian accessibility and a commitment to sustainable design.

The Planning Proposal is accompanied by amendments to the Sydney Development Control Plan 2012 (Sydney DCP). The site specific DCP amendments reflect the proposed building envelope and the extent of the site's redevelopment, as illustrated at Figure 1. Further detail is provided in the reference design prepared by Architectus which serves as a baseline proof of concept for this Planning Proposal.

The uplift being sought is consistent with the strategic intent of the CSPS, which contains the City's requirements and expectations for projects pursuing this pathway. Following the Planning Proposal, the planning approval pathway involves a competitive design process and a detailed Development Application. As such, this report reflects the concept stage of the proposal, and may be embellished as the detailed design and required works evolve.

None of the buildings within the subject site are listed on the State Heritage Register or on Schedule 5 of the Sydney LEP 2012. However, the site is located adjacent to the locally listed Chifley Square (item 1708) and in the vicinity of a number of other heritage items. It is also located within the Chifley Square Special Character Area (refer Section 2 of the Sydney DCP 2012).

The assessment in Section 5 of this report therefore assesses the potential heritage impact of the proposed change to the development standards, the site specific DCP and the concept scheme on the significance of the proximate heritage items and the Chifley Square special character area. The below points have been summarised from the detailed assessment:

## 1.2. METHODOLOGY

This report does not address potential archaeological deposits. It is not deemed necessary to undertake archaeological assessments at this stage. This documentation is more appropriately prepared at DA stage in response to a proposed design. Further Given there is existing sub surface disturbance due to carparks etc, it is reasonably assumed that there is limited potential for any deposits.

## 2. SITE DESCRIPTION

### 2.1. LOCATION

The subject site is located to the east of Chifley Square. It has frontages to Chifley Square, Phillip Street, Bent Street and a small frontage to Hunter Street. Wyoming and Horbury Terrace (not currently owned by Charter Hall but addressed in this report) are located to the east of the subject site and front Macquarie Street.

### 2.2. CHIFLEY SQUARE

Chifley Square is defined by Hunter Street (to the south), Qantas House (north west) and the podium of Chifley Tower (north east). Phillip Street extends north through Chifley Square.

The area surrounding Chifley Square is characterised by large-scale high-rise tower buildings interspersed with lower scale development. The majority of towers at the edges of the Square are seen as individual elements within the cityscape, however they follow the street alignment at lower levels, with a curved alignment to the north (with Qantas House) creating a distinct sense of enclosure for the Square.

Chifley Square incorporates a large public plaza featuring an imposing statue of Ben Chifley. The square is dominated by late 20<sup>th</sup> century fabric and palm trees.



Picture 1 – View north across Chifley Square.



Picture 2 – View north across Chifley Square.



Picture 3 – View north west across Chifley Square towards Qantas House.



Picture 4 – View east across plaza showing statue of Ben Chifley.





Picture 5 – View west across Chifley Square towards Qantas House.



Picture 6 – View south across Chifley Square towards statue of Ben Chifley.

## 2.3. CHIFLEY TOWER AND PODIUM

Chifley Tower is currently the tallest building in Sydney except Crown Sydney. The building has 50 storeys and was completed in 1992. The tower is used primarily for commercial uses and has broad views of the city given its height.

The Tower was constructed in the Post-Modern Art Deco style and is unique in the context of Sydney. It has an all steel frame with concrete floor slabs. The building has a curved façade to the east and a central irregular polygon shaped core. The building has multiple setbacks to the top typical of the Art Deco Style. The materials utilise are predominantly granite, glass and steel.

The podium is constructed in the same style to 5 storeys, to the north east side of the square. The podium shares the same materiality as the tower.

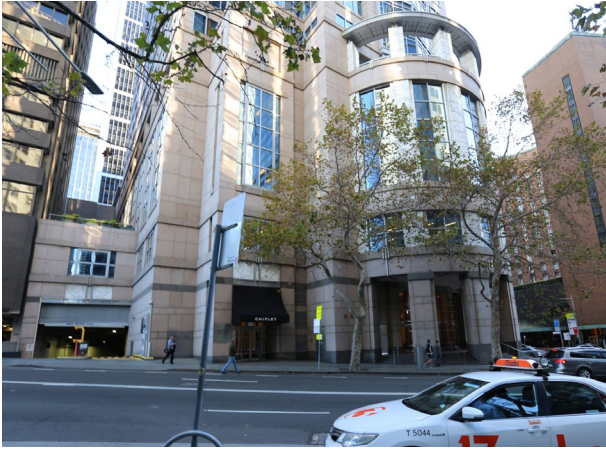


Picture 7 – View south west towards Chifley Tower.



Picture 8 – View of Chifley Tower from Chifley Square.





Picture 9 – View of north entrance to Chifley Tower.



Picture 10 – View of Chifley Tower from Chifley Square.



Picture 11 – View of Chifley Square from podium.



Picture 12 – View north east towards podium of Chifley Tower.



Picture 13 – View east along west façade of podium.



Picture 14 – View east towards podium.



Picture 15 – View along south façade of podium.



Picture 16 – View along south façade of podium.



## 3. HISTORICAL OVERVIEW

### 3.1. CHIFLEY SQUARE

The following concise history of Chifley Square is sourced from the Conservation Management Plan prepared by GML Heritage for Qantas House No. 1 Chifley Square, Sydney in July 2003:

The area at the junction of Hunter and Elizabeth Streets had been mentioned as early as 1908 by a Royal Commission concerned with planning issues arising from the growth of the Central Business District, as an area requiring a new planning approach, particularly in regard to traffic flow and public amenity. A scheme proposed by Sir John Sulman at that time is ... shown in Figure 1 below.

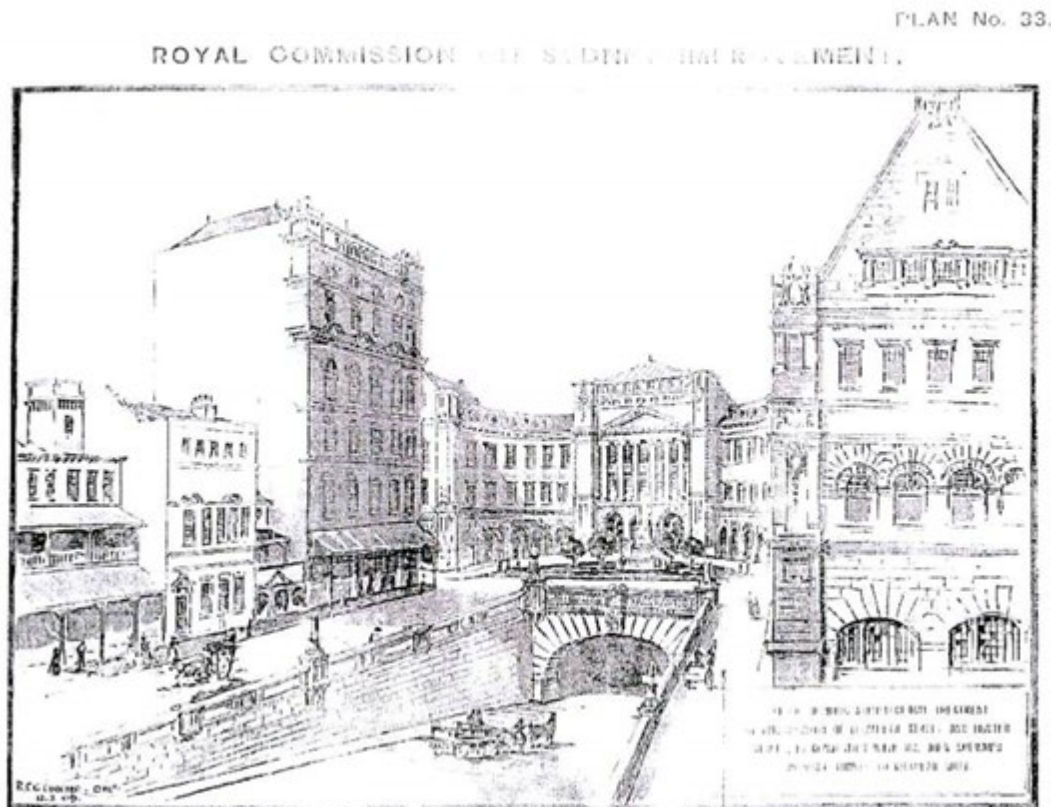


Figure 1 - Sketch showing the proposed architectural treatment of Elizabeth and Hunter Streets, showing Sulman's proposed tunnel to Circular Quay and the semi-circular building above it.

Source: *Royal Commission Plans 1908/09*, pp. 32-34.

As the rising popularity of the motor car altered traffic requirements and caused problems in the oldest parts of the city where early street patterns and narrow streets had survived, these concerns increased.

As a result, a number of plans were submitted to Council during the 1920s and 30s, including the Town and Country Planning Institute, detailing schemes for the remodelling of Elizabeth and Phillip Streets in the immediate vicinity of the study site. Included as an example are Figure 2 to Figure 4 which are reproductions of plans held by Sydney City Council Archives. Figure 2 shows a scheme approved by Council in 1924. Another of the proposals was to create a public square at the corner of Elizabeth Street, where the previous Goodsell Building was located (see Figure 4, while another was to widen Elizabeth Street and remodel Hunter Street, including a roadway and footway reconstruction. Figure 3 has a new street alignment that is very similar to that implemented. A popular theme in the plans was the extension of Elizabeth Street through to Bent Street.<sup>1</sup> In 1937 the City Engineer submitted a scheme that showed curved

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<sup>1</sup> Memo re: Chifley Square, 17 September 1997, compiled by Renato Perdon, Archivist, City of Sydney Archives.

building forms around an open space and obelisk (see Figure 5), similar to the Sulman scheme of 1908 (see Figure 1). The intervention of World War II meant that it was not until the 1940s that any of these plans resulted in action.



Figure 2 - Scheme for the extension of Elizabeth Street approved by the City Council in 1924.

Source: Sydney City Council Archives

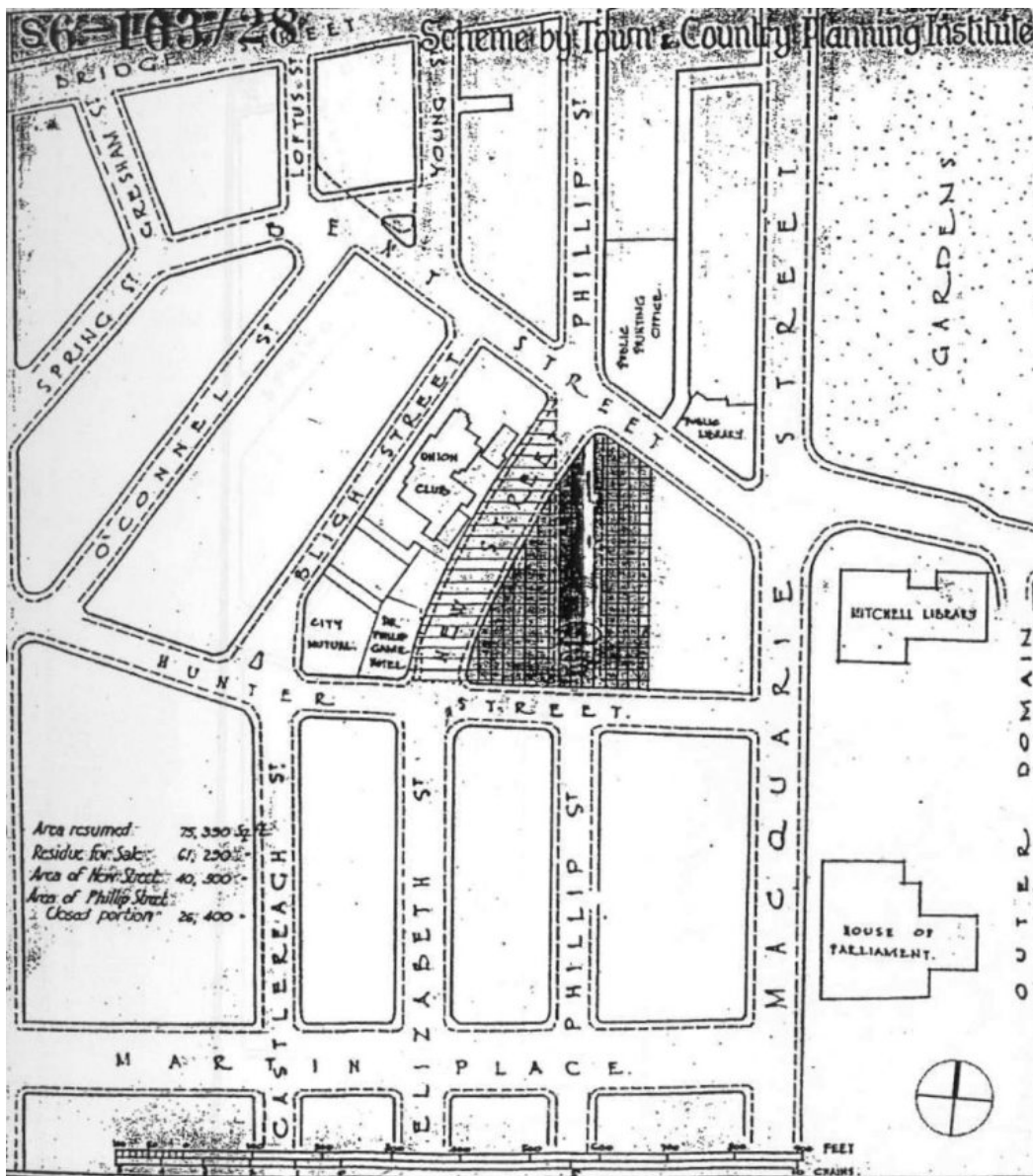


Figure 3 - Scheme prepared by the Town and Country Planning Institute c1937.

Source: Sydney City Council Archives

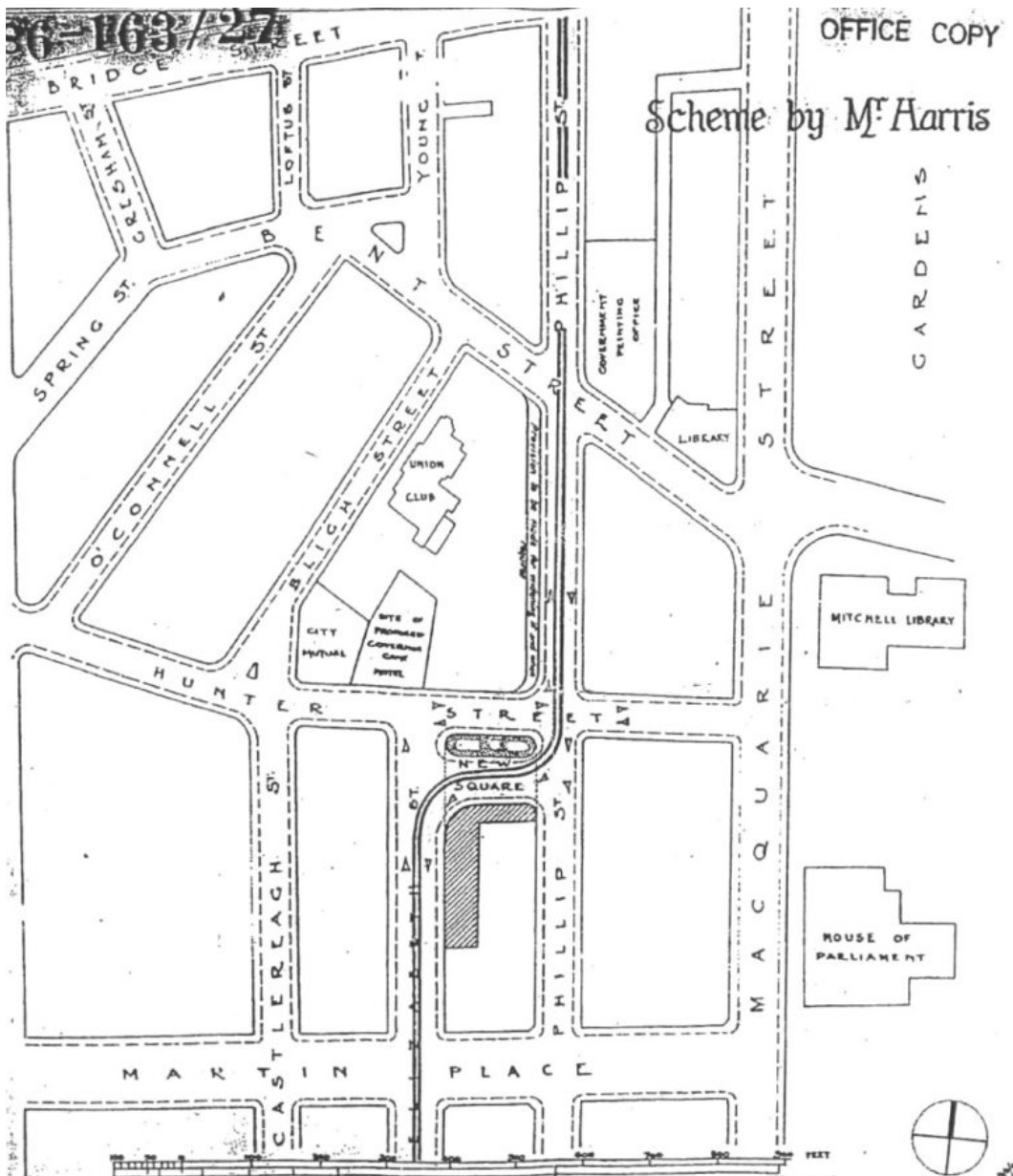


Figure 4 - Another c1937 scheme. Note the location of the Union Club, later demolished to construct the Wentworth Hotel, and Qantas House described as "Site of Proposed Governor Game Hotel."

Source: Sydney Council Archives.





Figure 5 - Drawing submitted by the City Engineer in 1937 showing the building forms which were visualised to complement the geometrical layout of the intersection of Hunter and Elizabeth Streets. To the left of the freestanding column is the Qantas House site.

Source: Peter Webber, *The Design of Sydney- Three Decades of Change in the City Centre*, 1988.

Building applications lodged with Sydney City Council show that demolition on the study site was carried out in 1936.<sup>2</sup> Figure 6 and Figure 7 show the buildings that were demolished in 1936. The captions for these

<sup>2</sup> Record of Building Applications lodged for Qantas House with City of Sydney Archives.



photographs state that the demolition was part of excavations undertaken to make way for the construction of the Temperance Hotel. As discussed below, this hotel was never constructed.

The Building Applications for the study site record that in 1938 further excavations were undertaken and in 1939 an office was erected for the Parking Station that had been occupying the site since it was made vacant in 1936.<sup>3</sup> From analysis of the Land Titles Documents for the site, it appears as though the Modern (non-licensed) Hotels Ltd leased the site to the company operating a Carpark, referred to as Grimes Car Park.<sup>4</sup> It is probable that the onset of World War II discouraged the Hotel company from following through with its original plans. Also, the war may have held Council back from applying any of the Elizabeth Street extension schemes submitted during the 1920s and 1930s.

Figure 8 is a 1947 survey plan detailing the scheme to extend Elizabeth Street adopted by Sydney City Council. In 1947, Sydney City Council resumed a slice of land from the block purchased by Modern (non-licensed) Hotels Ltd in 1936, in order to facilitate the extension of Elizabeth Street and create a public space around the intersection of Hunter and Elizabeth Streets. The resumption left the block of land upon which Qantas House was constructed. The shape of the resultant block is reflected in the final appearance of the structure.



Figure 6 - Photograph taken in 1936 showing the buildings which occupied the No. 1 Chifley Square's Hunter Street frontage at the onset of demolition. It would appear that the three terraces at the right of the picture are those indicated in Dove's 1880 plan, whilst the building to the left of these are post 1900 additions to the site. The twelve storey building on the left, is the City Mutual Life Assurance Society Limited building designed by Emil Sodersten.

Source: Mitchell Library Small Picture File

<sup>3</sup> Record of Building Applications lodged for Qantas House with City of Sydney Archives.

<sup>4</sup> Department of Lands, V 4857 F 157



Figure 7 - View of the site of No. Chifley Square, Sydney in 1936 with the demolition almost complete.

Source: Mitchell Library Small Picture File.

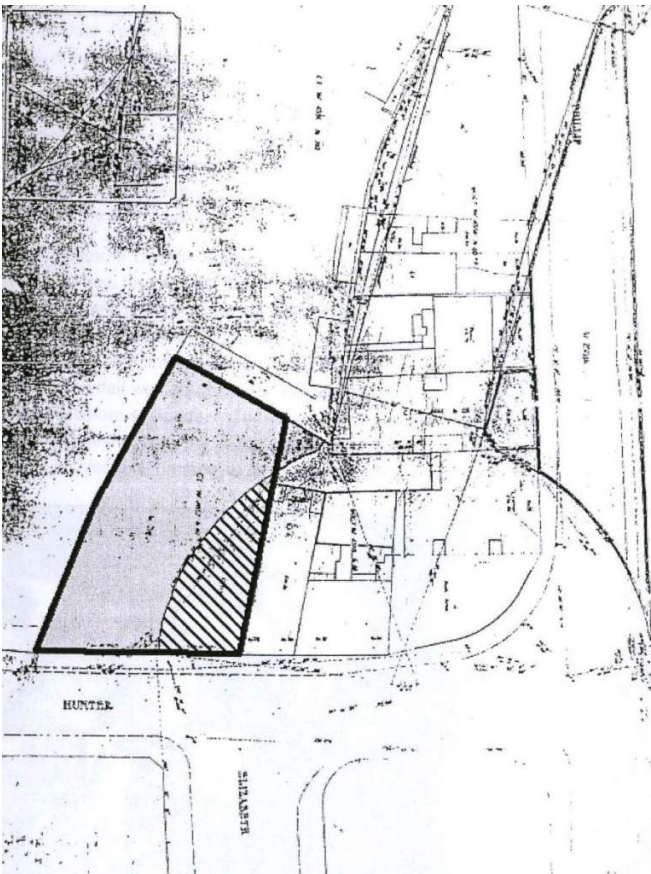


Figure 8 - Plan showing the area resumed by the Council in 1947 (hatched) which reduced the site purchased by Modern (non-licensed) Hotels Ltd in 1937 (outlined) forming the bulk of the block purchased by Qantas Empire Airways in 1949 (grey tone). The historical base plan, dated 1947, details the scheme which was adopted by Council for the extension of Elizabeth Street.

Source: Sydney City Council Archives.



Figure 9 - 1958. Looking west along Hunter Street towards Elizabeth Street from the corner of Phillip Street.

Source: <http://www.photosau.com.au/cos/scripts/ExtSearch.asp?SearchTerm=037705>



Figure 10 - 1963. View north at work in progress on the realignment of Phillip Street and the reconstruction of the area in front of the Commonwealth Office Block at the upper right.

Source: NSCA CRS 48/3295



While Qantas had their new head office constructed, Sydney City Council considered various options for the development of the open space at the junction of Hunter and Elizabeth Street, to be created by the extension of Elizabeth Street. Figure 7 is a design submitted as early as 1937 by the City Engineer which shows the building forms around a central obelisk that was visualised to complement the planned street layout at the intersection of Hunter and Elizabeth Streets. Although the building shown to the left of the obelisk is a Beaux-Arts form there is a strong similarity between the alignment and vertical emphasis of this building to that of the eventual No. 1 Chifley Square. Indeed, stepping back in time, there is even a similarity between the 1937 building form and the scheme for the site proposed by Sir John Sulman in 1908 ... shown in Figure 1.

The Qantas News of August 1954, when writing of the new head office currently under construction, states: 'with the completion of the Elizabeth Street extension and the island garden plot, the new offices will have an open, park-like setting which will enhance the scale and beauty of the building'<sup>5</sup> thus indicating what Qantas was either hoping or expecting Council to do with the space.

In reality, the creation of Chifley Square turned into a drawn-out tussle between the Commonwealth Government's ideas for their office building site, across the open square, and Council's view of the planning for the square. Figure 12 shows an early scheme for the square responding to the rectilinear nature of the Commonwealth building (later renamed the Australian Government Centre). The implemented scheme (see Figure 11) moved more closely to early Council schemes with an island square and fountain.

The new public square was officially authorised by a Resolution of Council on 15 May 1961 and the new site was named 'Chifley Square' in honour of the late Hon J.B. Chifley, former Prime Minister of Australia<sup>6</sup>. In the following month, the extent of the area comprising the square was defined in a site plan prepared by the City Engineer. Council approved the design of Chifley Square which incorporated a fountain in December 1961.<sup>7</sup> Elizabeth Street was finally extended through to Phillip Street in 1962, creating a public square, with a traffic island at the middle, adjacent to the planned Commonwealth Government Offices. The island was used for 'traffic channelisation.'<sup>8</sup>

Commentators have noted that this difference underlies the difficulty faced by Council's attempts to construct overall plans of a city when they do not have overriding jurisdiction concerning structures built on land owned by State or Commonwealth Governments.

A number of problems subsequently occurred over the design of the square, particularly the fountain. The Endeavour Fountain was designed by the influential post-war designer, Robert Woodward<sup>9</sup>, and began operation on 15 September 1970. It was described as a 'monolith approximately 30 feet high, located in the centre of the Square in front of a small pool.'<sup>10</sup>

However, problems with wind caused complaints about water escaping from the fountain which, coupled with maintenance problems that resulted in serious malfunctioning, led to the closure of the fountain in the 1970s. It was not in operation again until 1986, when Council tried to restore the civic works, including landscaping, hydraulic installation and sculpture at the site.<sup>11</sup> When Sydney City Council was split, maintenance of the site was passed to South Sydney Council which investigated ways to recommission the fountain and redevelop the square. However, the Bond Tower development proposal received in 1988 meant that further plans for the square were deferred.

In 1988, Council granted development consent to demolish the former Australian Government Centre and construct a thirty-nine-level tower building in its place. Included in the approval was the responsibility and improvement of the original Chifley Square concept. Work scheduled included the construction of a pavilion in the Square as a memorial to Chifley, brick paving, granite paving and steps, landscaping, a fountain, planters, drainage, flush lights granite seats and advanced trees.<sup>12</sup> However, when the authors of the Development Application, Bond Corp, collapsed, Sydney City Council reclaimed Chifley Square as public open space.

<sup>5</sup> *The Qantas News*, Vol. 2, August 1954, p. 2.

<sup>6</sup> *The Qantas News*, Vol. 2, August 1954, p. 2.

<sup>7</sup> *The Qantas News*, Vol. 2, August 1954, p. 2.

<sup>8</sup> *The Qantas News*, Vol. 2, August 1954, p. 2.

<sup>9</sup> *Art and Australia*, Vol. 22 No 3, Autumn 1985.

<sup>10</sup> *Art and Australia*, Vol. 22 No 3, Autumn 1985.

<sup>11</sup> P. Renato.

<sup>12</sup> P. Renato.

Since then more than three million dollars has been spent to level and landscape Chifley Square, build an indoor/outdoor restaurant and erect the statue of Ben Chifley which currently stands in the Square.<sup>13</sup> Recent landscaping works have included palm trees within the square and extending across Phillip Street to the forecourt of Qantas House.

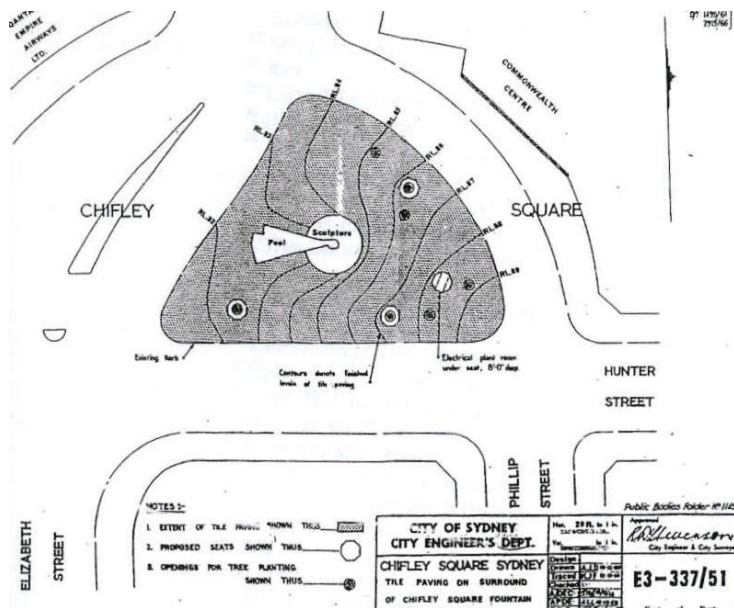


Figure 11 - Plan showing proposed layout of Chifley Square.

Source: Mitchell Library Small Picture File.



Figure 12 - View showing the proposed Commonwealth Government building and forecourt space that later became Chifley Square.

Source: Sydney City Council Archives.

<sup>13</sup> *The Australian*, 28 October 1997.

## 3.2. CHIFLEY TOWER

Chifley Tower was constructed between 1988 and 1993 and was designed by Kohn Pederson Fox, an American architectural firm in partnership with Travis Partners. The tower was known as Bond Tower during its construction, as the place was funded by the Bond Corporation. The Bond Corporation was owned by Alan Bond and in 1992 the company was declared bankrupt. Ownership of the building at that time was transferred to the Japanese construction company Kumagai Gumi. The first tenants moved into Chifley Tower in 1992.

Chifley Tower is named after Australian Prime Minister Ben Chifley. The tower was renamed in 1993. The tower was modelled on the Art Deco skyscrapers built in New York and Chicago during the 1930s. The tower was criticised at the time by some architects who did not feel that it fit in with the architectural landscape of Sydney given it did not utilise sandstone.

## 4. HERITAGE SIGNIFICANCE

### 4.1. WHAT IS HERITAGE SIGNIFICANCE?

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

### 4.2. SIGNIFICANCE ASSESSMENT

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

The following assessment of heritage significance (except that for Chifley Tower) have been sourced from the relevant heritage inventory sheets for the items available on the State Heritage Inventory.

### 4.3. STATEMENT OF SIGNIFICANCE – CHIFLEY SQUARE

The below statement of significance for Chifley Square has been sourced from the State Heritage Inventory Database for the item (database number: 2431190).

*Chifley Square is of historical and aesthetic significance as an early 20th exercise in city planning to create a new public open space, and for its naming to honour J.B. Chifley, Australia's prominent and well-loved wartime Prime Minister 1945-1949. The construction of the heritage-listed 1957 Qantas House (designed by Rudder Littlemore and Rudder) at 68-96 Hunter Street was integral to the creation of Chifley Square, and adds to the historical and aesthetic significance of the Square.<sup>14</sup>*

### 4.4. PRELIMINARY STATEMENT OF SIGNIFICANCE – CHIFLEY TOWER

The tower is an excellent example of a Post-Modern building in Sydney and is referential to Inter War Art Deco Chicagoesque style. It is constructed of high-quality materials and is the tallest building in Sydney (classifying Sydney Tower as a structure rather than a building). The tower and podium were designed by Kohn Pedersen Fox Associates (one of the largest architecture firms in New York City) and Travis Partners.

The base of Chifley Tower is largely dominated by the curved podium which defines the north east boundary of Chifley Square. The podium was constructed at the same time as the tower. The podium has value in its contribution to the definition of Chifley Square. In following the curve of Chifley Square, the building's plan respects the semi-circular form which was proposed for the northern side of the square in its original design of 1908.

- Chifley Tower is not considered to have the exceptional quality necessary to list a building under 50 years of age. However, the building is a high-quality building which is both of its period and has recognised aesthetic value because of its evocation of its period and referenced to Art Deco Chicagoesque style. There is recognised potential for the building to, in the future, reach the requisite threshold of significance warranting retention and heritage listing in the future. Therefore, it is recommended that the building is subject to further heritage assessment once it reaches 50 years of age.
- The facades and overall form of Chifley Tower is referential to American Art Deco buildings. The tower has recognised aesthetic value. The building is imposing on Chifley Square however is not detracting, partly given its stylistic relationship with the podium which moderates between the tower and the

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<sup>14</sup> <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2431190>

square. The building is listed on the RAlA list of significant 20th century architecture. Although it is not listed on any statutory instrument changes to its façade are likely to be high risk.

## **4.5. STATEMENT OF SIGNIFICANCE – WYOMING**

The below statement of significance for Wyoming has been sourced from the State Heritage Inventory Database for the item (database number: 2423821).

Wyoming is an eight-storey masonry reinforced concrete building constructed in the Federation Free Style. It has high historic significance as the earliest surviving 20th century example of high-rise professional chambers, reflecting the development of Macquarie Street as a prestige address for the medical profession. It is an important building in the professional work of the noted architect J B Clamp. The building facade has high aesthetic significance as a fine and largely externally intact example of the Federation Free Style with identifying elements such as the extensive stonework and florid Art Nouveau detailing.

## **4.6. STATEMENT OF SIGNIFICANCE – HORBURY TERRACE**

The below statement of significance for Horbury Terrace has been sourced from the State Heritage Inventory Database for the item (database number: 2423820).

171-173 Macquarie Street is of historic, aesthetic and social significance as a rare surviving colonial city terrace retaining its external form and indicating the type of development that characterised Macquarie Street in the mid-nineteenth century. The primary significance is now in the streetscape value as the interiors have been demolished and rebuilt and therefore have no heritage significance.





Picture 17 – 1998. Chifley Square and Plaza.

Source: 018/018338



Picture 18 – 1998. View north showing Chifley Tower.

Source: 018/018338



Picture 19 – View west showing Qantas House.

Source: 018/018365

## 5. IMPACT ASSESSMENT

### 5.1. HERITAGE LISTING

None of the buildings within the subject site are listed on the State Heritage Register or on Schedule 5 of the Sydney LEP 2012. However, the site is located adjacent to the locally listed Chifley Square (item 1708) and in the vicinity of a number of other heritage items as shown in the map below including the following:

- Chifley Square (SLEP Item 1708)
- Commercial Chambers “Wyoming” including interiors, 175-181 Macquarie Street (SLEP Item 1878)
- Terrace house “Horbury House” including interior, 171-173 Macquarie Street (SLEP Item 1877)
- Wentworth Hotel including interiors, 2 Bligh Street (SLEP Item 1674)
- Former Qantas House including Interiors, 68-96 Hunter Street (SLEP Item 1811 and SHR 01512)

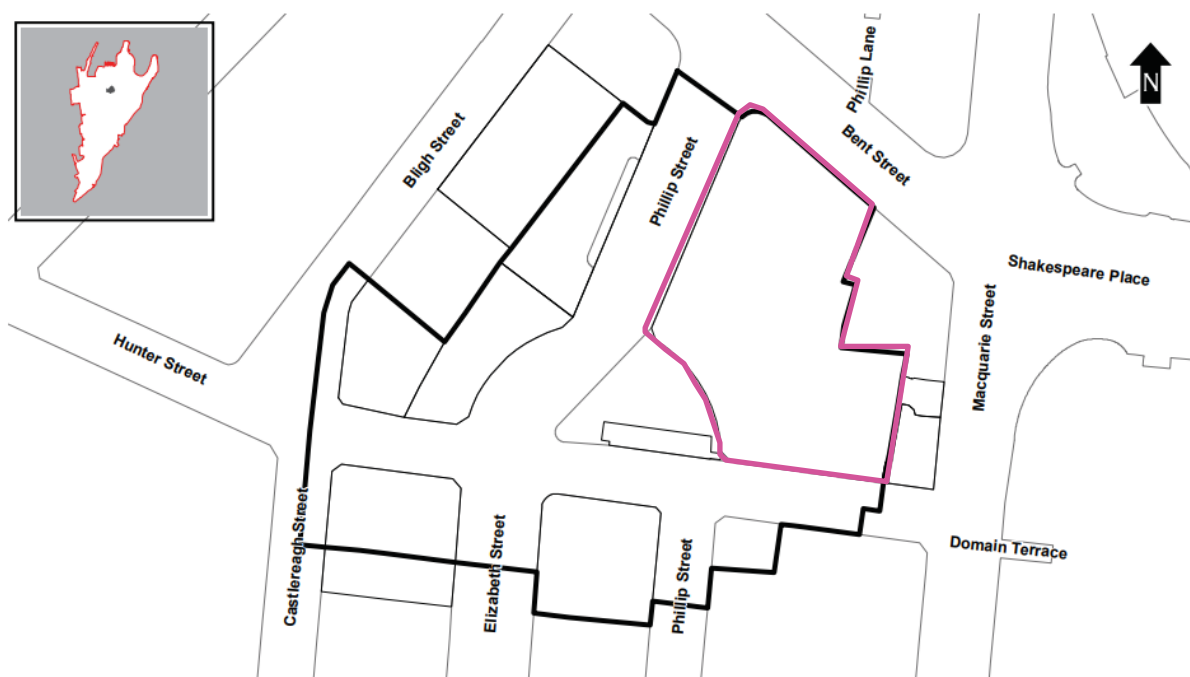
The site is also located within the Chifley Square Special Character Area and in the vicinity of the Macquarie Street Special Character Area (refer Section 2 of the Sydney DCP 2012).

There are no items on the subject site which are listed on the State Heritage Register. However, Qantas House at 1 Chifley Square is located opposite the subject site. It is listed on the State Heritage Register (01512).



Figure 13 - Heritage map indicating the heritage items located in the vicinity of the subject site (outlined blue).

Source: Sydney LEP 2012 HER\_014



Picture 20 –Chifley Square Special Character Area indicating extents of subject site (pink). .

Source: Sydney DCP 2012

## 5.2. ASSESSMENT OF HERITAGE IMPACT

### 5.2.1. Sydney LEP 2012

Provision	Discussion
<p>(2) Requirement for consent Development consent is required for any of the following—</p> <p>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance)—</p> <p>(i) a heritage item,</p> <p>(ii) an Aboriginal object,</p> <p>(iii) a building, work, relic or tree within a heritage conservation area,</p> <p>(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,</p>	<p>None of the buildings within the subject site are listed on the State Heritage Register or on Schedule 5 of the Sydney LEP 2012. However, the site is located adjacent to the locally listed Chifley Square (item 1708) and in the vicinity of a number of other heritage items as shown in the map above in this section. This report is therefore required to assess the potential heritage impact of the Planning Proposal on the proximate heritage items.</p>

Provision	Discussion
<p>(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,</p> <p>(d) disturbing or excavating an Aboriginal place of heritage significance,</p> <p>(e) erecting a building on land—</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</p> <p>(f) subdividing land—</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.</p>	
<p>(4) Effect of proposed development on heritage significance T</p> <p>he consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>It is considered that the Planning Proposal and site specific DCP are appropriate from a heritage perspective as detailed below in this section.</p>
<p>(5) Heritage assessment</p>	<p>The report has been prepared in response to this provision.</p>

Provision	Discussion
<p>The consent authority may, before granting consent to any development—</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	

### 5.2.2. Proposed FSR Increase

The purpose of this Planning Proposal is to introduce a maximum floor space ratio (FSR) control for the site and amend the height limit on the site to align with the updated Sun Access Plane for the Domain, as set out in the Central Sydney Planning Strategy.

The proposed envelope derives a maximum height of RL 214.2 (being a height above ground level of approximately 187m) and a GFA of 130,316m<sup>2</sup>.

The proposed LEP amendment requires Charter Hall to prepare a site specific DCP that defines an envelope for the site. This is accompanied by a reference design that is a baseline 'proof of concept'. The future detailed design will be informed by the planning envelope defined by the site specific DCP.

This Planning Proposal seeks approval for an amended FSR which would allow for the building envelope shown below (right). Note that the proposed envelope would be a similar height to the DCP compliant envelope however would have reduced setbacks to the east, west and south.

Notwithstanding that the Planning Proposal does not provide for any physical building works (including the demolition and construction of new buildings), the amended underlying FSR of this Planning Proposal will facilitate future development. Accordingly, our assessment has had regard to the potential heritage impact of the intended future-built form that would be facilitated by this Planning Proposal in contrast with the allowable building envelope sky view factor (shown in the image below, left).



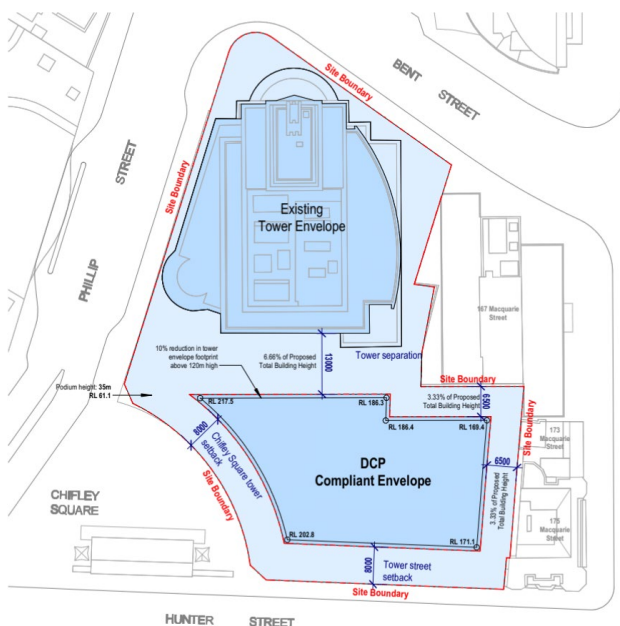


Figure 14 DCP compliant envelope foot print.

Source: Architectus Urban Design Report

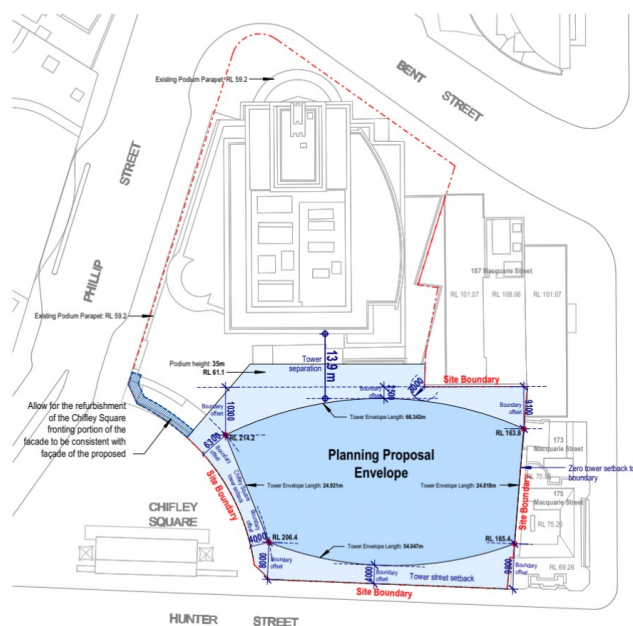


Figure 15 Planning Proposal building envelope.

Source: Architectus Urban Design Report

Overall, while the Planning Proposal provides for a significant uplift in FSR provisions for the subject site in line with the strategic intent of the draft Central Sydney Planning Strategy, this increase is considered appropriate for the site and responds to the existing high density urban nature of the Sydney commercial core and the minor visual impacts compared with the allowable building envelope. The Planning Proposal would facilitate development which is directly in line with the existing character of CBD blocks which are set back from the Domain and is appropriate from a heritage perspective.

Notwithstanding the above it is noted that the development exists in two smaller contexts including Chifley Square and Macquarie Street. Chifley Square is a locale which can currently be characterised as a public plaza with sense of enclosure and place created by the mid height podium. However, beyond the podium and to the block to the south of Chifley Square the building stock is high density including Chifley Tower and 6 Elizabeth Street Sydney. The permissible building envelope is therefore entirely in line with the existing character of the area. Further, the increased density on the subject site as a result of the FSR uplift is acceptable given:

- The site conditions which continue to allow for the retention of the podium to Chifley Square (in line with the historic design intent for the Square).
- The envelope would maintain a 4-6.3m setback from the curved façade of the podium.
- There is no additional visual impact in addition to the case DCP envelope.

It is anticipated that there would be no detrimental impacts on the immediate setting of Chifley Square and the impact on the wider setting as a result of the increased density and would be in line with the existing character of the context.

The increased density would be largely concentrated behind the heritage items which address Macquarie Street including 'Horbury House' and 'Wyoming' and from which the proposed development would have a 0 setback. Neither the City of Sydney CSPS or the Locality Statements (Macquarie Street or Chifley Square) indicate that there are any significant view corridors within the immediate vicinity of the site. However, the Visual Analysis prepared by Architectus identified several views deemed to be significant views including those along Macquarie Street.

The impact on views north along Macquarie Street are identified to be low to moderate. The Visual Analysis asserts that the building envelope would be viewed as part of the city skyline when viewed from Macquarie Street and that the views from the street are of low to moderate importance as public views. The difference in the visual impact generated by the allowable envelope and the envelope facilitated by the Planning Proposal and Site Specific DCP is marginal. It should also be noted that the draft DCP requires that

development maintain a minimum 10m setback behind principal facades to heritage items. This 10m required setback in principle would prohibit development above the heritage items to Macquarie Street and it is appreciated that the proposed envelope would be setback 14m-17m from the significant facades to Macquarie Street.



Figure 16 View north along Macquarie Street towards subject site.

Source: Architectus



Figure 17 View west from the Domain.

Source: Architectus

### 5.2.3. Preliminary Assessment of Proposed Concept Envelope

Although no physical works are proposed as part of this application the below concept envelope has been assessed at a preliminary level as a form which this Planning Proposal and Site Specific DCP has the potential to facilitate. This section provides a preliminary assessment of the impact on the fabric on the subject site, Chifley Square and the significant fabric to Macquarie Street.

The existing podium fabric dates from 1992, substantially later than the original design conceived by John Sulman. The fabric does not date from a period which is significant for any other reason than it was that in which the original design intent for the area was implemented. The original design principles related to Chifley Square are dominated by the idea of the curvilinear road and morphology surrounding to create a sense of enclosure around the square. As the podium of Chifley Tower follows the curve of Chifley Square, it respects the semi-circular form which was proposed for the northern side of the square in its original design of 1908. This element is proposed to be demolished and its demolition will be addressed as part of a future DA.

There are no changes proposed to the existing building (Chifley Tower) to the north of the site. The tower is not considered to be of exceptional design quality required to list a building under 50 years however the building is listed on the RAIA list of significant 20th century architecture. Therefore, retention of the existing tower and the 13-metre setback of new development is appropriate.

The concept has been developed specifically to respect Chifley Square (identified to be of State significance in the SLEP 2012) in the following ways:

- The form of the western façade would gesture towards the curvilinear podium form however the façade would be linear. Therefore, the curved podium remains the dominant feature and the new component is recognisably later.
- The new mass surmounting the podium is shown to be sympathetically set back a minimum of 4-6.3 metres from the façade of the podium. This would retain the relationship between the podium and the height of the heritage listed Qantas House opposite. It would further retain the existing sense of enclosure and scale within Chifley Square.

- The new mass would not obscure any significant views around Chifley Square or towards any significant items from Chifley Square.

It should be noted that much of Macquarie is within the National Heritage List curtilage for the Governor's Domain and Precinct. The tower would also be easily visible from the Botanic Gardens and the Domain. Therefore, the concept envelope has also been considered for its impact on the heritage items on Macquarie Street and the significant context to the east of the site generally.

The proposed building envelope shows a zero setback to the eastern boundary of the subject site. This is acceptable given many of the items along Macquarie Street exist in the immediate context of high density developments which define their backdrops as discussed in the section above. Refer to the section below which has been set out to guide the architectural treatment of the eastern façade as part of a future design competition brief to ensure there are no detrimental impacts on Macquarie Street and note that further investigation is required at the detailed design stage to show that the zero setback would not have a physical impact on the listed item adjacent.

The form of the proposed building envelope is in keeping with those adjacent which are also of contemporary construction and are visible from the Domain and the Botanic Gardens. It is also only marginally different from the allowable or the DCP compliant envelope. The impact on the character of the outlook from the Domain or the Botanic Gardens would therefore be neutral.

The introduction of a new tower above the existing podium is anticipated to be supported by additional structure. However, given this podium is of no identified significance there are no constraints against the introduction of new structure within the existing form.

## 5.2.4. Recommendations for Development Application Stage

The building is subject to a Design Excellence Competition and this will evaluate more subtle matters relating to context at that time. However, the following design recommendations are to be considered in the design development of any future proposed tower which is to be subject to ongoing heritage advice and review:

- The subject site is located in close proximity to a number of heritage listed items as identified in this report including a high concentration to the east. Future development on the subject site facilitated by this Planning Proposal must therefore have regard for the identified significance of each of these items and consider the provisions set down in the DCP relevant to development in the vicinity of a heritage item (Section 3.9.5). The heritage impact of the future Development Application on these items must be addressed in a Heritage Impact Statement as part of the Development Application.
- The demolition of the podium is supported in principle if required subject to ongoing heritage advice and provided that the height of the podium has a relationship with Qantas House and continues to directly contribute to the intentional sense of enclosure.
- There may be new requirements for the internal layout of the podium. There are no heritage constraints against the reorganisation of the internal spaces.
- The proposed tower is not to have any physical impact on the listed fabric adjacent. The proposal must demonstrate that sufficient separation is maintained to ensure there is no physical impact on the item. The construction management plan is further to specifically address the protection of the item during construction.
- The future proposed building is to be of a design quality befitting of its context. The Design Excellence Competition is to require in the submissions a specific response to the heritage context with reference to a heritage brief which is to be adapted from this section, the section below in this report and relevant heritage guidelines.
- The provisions as set out in 5.1.6 of the Sydney DCP 2012 and reproduced below are particularly relevant to the future Development Application as they guide appropriate external treatment of



building in Special Character Area. These provisions are to be considered in the design development.

*(1) Adjoining buildings, particularly heritage buildings must be considered in the design of new buildings in terms of:*

*(a) street alignment;*

*(b) street frontage heights;*

*(c) setbacks above street frontage heights; and*

*(d) facade proportions including horizontal or vertical emphasis and enclosed corners at street intersections.*

*(2) Building exteriors are to be designed so that:*

*(a) the predominant masonry character and articulation of Central Sydney is reinforced, particularly at the lower levels of buildings; and*

*(b) the materials used, including glass, are predominantly light in colour to reflect better quality light into the streets and respond to characteristic light colours of Central Sydney.*

*(3) Extensive expanses of blank glass or solid wall on the building facade are to be avoided.*

## 5.2.5. Local Character Design Principles

The significant design principles for the Chifley Square Local Character Area are set out in the Sydney Development Control Plan 2012. The significant design principles are summarised below.

- The principal elements that are comprised in the significant space includes the curvilinear street form, Qantas House and the Chifley Podium. Lower rise structures around the square have a relationship with the street alignment*
- Qantas House and Chifley Podium, despite their overall horizontality have a predominant vertical expression in the detailing of their facades. This expression emphasises the curve of the form and the relationship to the street layout.*
- A sense of enclosure is created by the façade treatments of Qantas House and Chifley Square. Enclosure is also created through their continuous forms including the relationship between the two buildings, separated only by Phillip Street and being of a similar height.*
- A public meeting place is adjacent to the podium. The plaza creates a destination amongst the circulation elements.*

Section 2 – Locality Statements of the Sydney DCP 2012 identifies a number of special character areas and principles for development within these areas. Sections 2.1.12 addresses the Chifley Square Special Character Area in which the subject site is located.

Provision	Discussion
<i>a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.</i>	The supporting principles focus on the retention of the public meeting place and a podium to achieve the former. Future replacement podium would be subject to design advice to ensure it satisfies the identified aims.

Provision	Discussion
<p>b) <i>Recognise and enhance Chifley Square as one of the important public open spaces in the heart of the financial centre of the city,</i></p>	<p>This Planning Proposal is resultant of extended investigations into the site constraints including from a heritage perspective which acknowledges the importance of the public open space. This Planning Proposal and the increase in density would enhance and encourage use of the important square through increased foot traffic and usage of the podium.</p>
<p>c) <i>Promote and encourage the use of the space as a destination and meeting place for people.</i></p>	
<p>d) <i>Interpret the history of the place and its evolution in the design of both public and private domain and create a distinct sense of place inherent in the character of Chifley Square.</i></p>	
<p>e) <i>Reinforce the urban character and distinct sense of enclosure of Chifley Square by:</i></p> <ul style="list-style-type: none"> <li>• Emphasising and reinforcing the semi-circular geometry of the space;</li> <li>• Requiring new buildings to be integrated with the form of existing buildings; and</li> <li>• Protect and extend sun access to Chifley Square during lunchtime hours from mid-April to the end of August.</li> </ul>	<p>This Planning Proposal does not propose any physical works. However, the reference design considers retention of the podium and therefore the existing geometry of the space at ground level.</p> <p>Refer to the Planning Proposal Justification Report and the Urban Design Statement for a discussion on the sun access.</p>

## 6. CONCLUSION

The purpose of this Planning Proposal is to introduce a maximum floor space ratio (FSR) control for the site and amend the height limit on the site to align with the updated Sun Access Plane for the Domain, as set out in the Central Sydney Planning Strategy.

The increase is considered appropriate for the site and responds to the existing high density urban nature of the Sydney commercial core and the minor visual impacts compared with the allowable building envelope.

The increased density on the subject site as a result of the FSR uplift is acceptable given:

- The site conditions which continue to allow for the retention of a podium to Chifley Square (in line with the historic design intent for the Square).
- The envelope would maintain a setback from Chifley square of 4m to 6.3m. It should be noted that the of the western elevation is reduced through the curved form.
- There is no additional visual impact in addition to the case DCP envelope.

It should also be noted that the DCP requires that development maintain a minimum 10m setback behind principal facades to heritage items. This 10m required setback in principal would prohibit development above the heritage items to Macquarie Street and it is appreciated that the proposed envelope would be setback 14m-17m from the significant facades to Macquarie Street.

In accordance with the above and this report it is concluded that the Planning Proposal would not have a detrimental impact on the significance of Chifley Square, the relevant character area and the proximate heritage items.

There are no physical works proposed under this application, as such there would be no physical impact on any early fabric. Any physical impacts proposed as part of a future development application will be assessed in detail in that application. However, this report also provides a preliminary assessment of the proposed concept envelope as a form which this Planning Proposal and Site Specific DCP has the potential to facilitate. The following points are summarised from the assessment in this report:

- As the podium of Chifley Tower follows the curve of Chifley Square, it respects the semi-circular form which was proposed for the northern side of the square in its original design of 1908. Therefore, retention of the element below a new tower is appropriate.
- The form of the western façade would gesture towards the curvilinear podium form however the façade would be orthogonal. Therefore, the curved podium remains the dominant feature and the new component is recognisably later.
- The new mass surmounting the podium is shown to be sympathetically set back a minimum of 4-6.3 metres from the façade of the podium. This would retain the relationship between the podium and the height of the heritage listed Qantas House opposite. It would further retain the existing sense of enclosure and scale within Chifley Square.
- The new mass would not obscure any significant views around Chifley Square or towards any significant items from Chifley Square.
- The form of the proposed building envelope is in keeping with those adjacent which are also of contemporary construction and are visible from the Domain and the Botanic Gardens. It is also only marginally different from the allowable or the DCP compliant envelope. The impact on the character of the outlook from the Domain or the Botanic Gardens would therefore be neutral.

The recommendations for Development Application stage set out in this document are to be considered in the detailed design development.



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