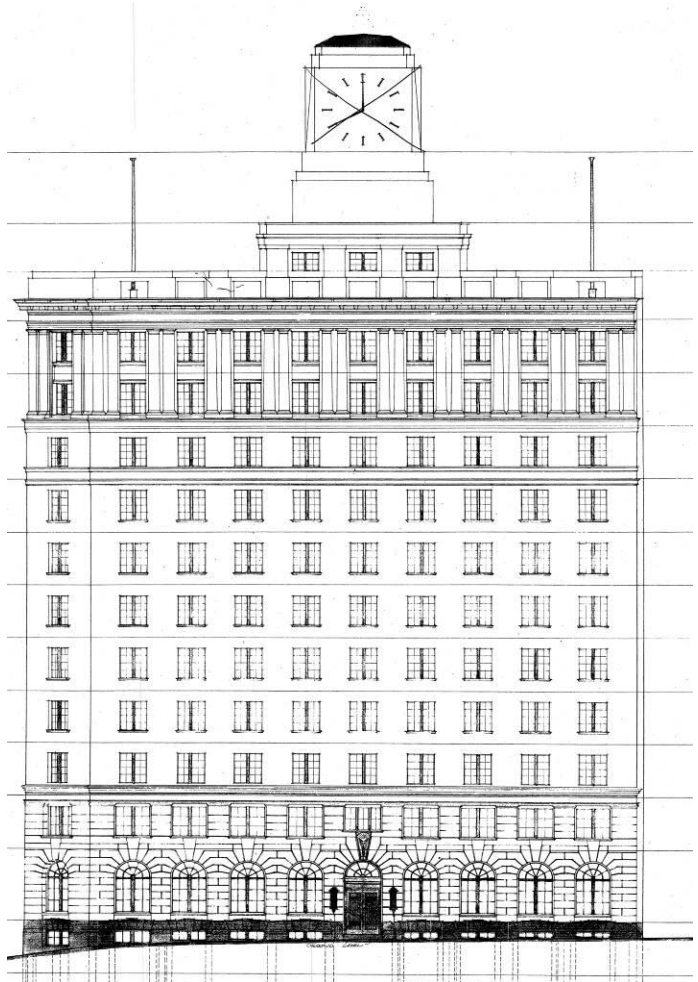


**CITY ONE WYNYARD  
PART 3A: CONCEPT PLAN  
HERITAGE IMPACT ASSESSMENT**



PREPARED BY  
**HBO+EMTB HERITAGE PTY LTD**  
FOR  
THAKRAL HOLDINGS GROUP PTY LTD

12 OCTOBER 2010

Project No. 280121

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## 1.0 INTRODUCTION

### 1.1 BACKGROUND

Thakral Holdings Group have engaged Hassell architects to prepare a Concept Plan for a 'major project' application under Part 3A of the Environmental Planning and Assessment Act, 1979 for an development identified as "City One", which is proposed to be located on sites comprising: former Shell House (No. 2-12 Carrington Street), Menzies Hotel (14-28 Carrington Street); Thakral House (289-307 George Street); the stratum lot above Wynyard Lane; and incorporating parts of stratum lots beneath Wynyard Park, Transport House (Railway House), Carrington Street and York Street that form the Wynyard Station concourse. The works will include the demolition and redevelopment of 289-307 George Street and 14-28 Carrington Street, alterations to Wynyard Station Concourse and consequent works affecting Wynyard Park, Hunter Connection Arcade and adaptive reuse of No. 2-12 Carrington Street (former Shell House).

The building envelope contains two heritage items listed on the Central Sydney Local Environment Plan 2005 (CSLEP 2005) - in Schedule 8, the former Shell House, and in Schedule 8, archaeological/townscape/landscape items, Wynyard Park. Thakral Holdings Group engaged HBO+EMTB Heritage Pty Ltd to prepare a Conservation Management Plan for the former Shell House in 2005 and to prepare a Heritage Impact Statement to assess the impact of the current Concept Plan application, on the identified heritage items within the proposed site and heritage items in the vicinity.

### 1.2 PURPOSE OF THIS STATEMENT

This Heritage Impact Statement has been prepared for Thakral Holdings Group Limited, to assess the heritage impact of the Concept Plan for the "City One" proposal on the listed heritage items; former Shell House (No. 2-12 Carrington Street) and Wynyard Park and the impact on heritage items in the vicinity: Railway House 19-31 York Street, Scots Church (Margaret and York Streets), Lisgar House (30 – 32 Carrington Street), Beneficial House (285 – 287 George Street ), Railway Tunnels and former Skinner's Family Hotel (296 George Street).

This Heritage Impact Statement evaluates the impact of the Concept Plan on the significance of the heritage items in accordance with the current guidelines and methodologies established by the New South Wales Heritage Office.

### 1.3 SCOPE OF THIS STATEMENT

This statement provides the information required to understand significance of the heritage items on the site and in the vicinity and addresses the issues as follows:

- Provides a brief outline history of the site context, its buildings and surrounding heritage items.
- Assesses the heritage significance of the heritage items on the site and immediate vicinity.
- Provides Statements of Significance for the recognised heritage items.
- Briefly describes the proposed development, according to the Concept Plan application documentation and the proposed building envelope insofar as it is relevant to the identified heritage items.
- Assesses the likely impacts.
- Formulates conclusions on the effects of the proposed Concept Plan on the significance of the related heritage items.
- Recommends measures to mitigate impacts.

This statement draws from historic research of the following reports;

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- Wynyard Park, Draft Management Plan, 1993 prepared by Conybeare and Morrison & Partners
- No. 2-12 Carrington Street Draft Conservation Management Plan, 2005 prepared by this office, HBO+EMTB Heritage Pty Ltd.
- City of Sydney, Heritage database: Inventory Report; CSHI; 8084, 2072, 2157, 2004, 2071, 2161.
- Draft Conservation Management Plan for Railway House, 19-31 York Street, Allman Johnson Associates 1999.

#### 1.4 STUDY AREA

The study area is located in the Parish of St Philip, County of Cumberland and incorporates the following the sites; No. 2-12 Carrington Street (Lot 10 DP 595978), No. 14-28 Carrington Street (Lot 1 DP 746241, 301 George Street (Lot 2 DP 746241), part of Wynyard Lane (Lot 1 DP 746241) part of Carrington Street (Lot 5 DP 746241) and Wynyard Park.

Figure 1 – Locality Plan



The Site

## 1.5 METHODOLOGY

Preparation of this Statement has followed the general guidelines set out in the Heritage Manual 2000, prepared by NSW Heritage Office and the Department of Urban Affairs and Planning, now known as the Heritage Panel of the Department of Planning.

The terminology of the Australian ICOMOS Burra Charter (Illustrated Edition) is used throughout this Plan to assist on the understanding of the underlying philosophy of heritage conservation in Australia. It provides in plain English principles, guidelines and definitions.

**Place:** means site, area, building or other work, group or buildings or other words together with associated contents and surroundings.

**Cultural Significance:** means aesthetic, historic, scientific or social values for past, present or future generations.

**Fabric:** means the physical material of the place.

**Conservation:** means all the processes of looking after a place, so as to retain its cultural significance. It includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

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

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

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

**Reconstruction:** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new materials into the fabric. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.

**Adaptation:** means modifying a place to suit proposed compatible uses.

**Compatible use:** means a use that involves no change to the culturally significant fabric; changes that are substantially reversible, or changes which require a minimal impact.

## 1.6 AUTHORSHIP

This report contains written text and photographs from a number of sources. The body of this text was written by Brian McDonald, Director and Rosemarie Canales, Heritage Specialist of HBO+EMTB Heritage Pty Ltd. Christopher Roehrig, Heritage Specialist has assisted with the updating of the report to reflect the current concept plan by Hassell architects. Historic documentation on Wynyard Park contained within this report has been prepared by John Murphy, consultant curator.

The photographs included in this report, were taken Brian McDonald of HBO+EMTB Heritage Pty Ltd on 18 of April and 4 of April 2005 and Rosemarie Canales on 1 September 2005.

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## 1.7 LIMITATIONS

There are limitations, which affected the preparation of the Heritage Impact Statement. These limitations relate to the staged development procedure under Part 3A of the EPA Act, 1979, for which a Concept Plan application only identifies the building envelope parameters and general principles. The more detailed effects of the ultimate development on the former Shell House and Wynyard Park and relationship of physical changes, new structures and buildings to heritage items in the vicinity are not fully resolved in a Concept Plan application. However, the implications of the proposed building envelopes need to be considered insofar as this statement, in reviewing measures to mitigate impacts, makes a number of recommendations to guide the next steps in the planning and design process.

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## 2.0 DOCUMENTARY EVIDENCE

### 2.1 PREAMBLE

Over the years the subject site has undergone a number of transformations. These changes have led to development of many commercial buildings, and an important urban space. Documentary evidence of the site, included within this report has been limited mainly to three identified heritage items that are directly affected, to assist in the understanding of their cultural significance and the potential impact of the proposal.

The documentary evidence in this study has been condensed from the collection of previous studies which have comprehensive historical information on the identified heritage items No. 2-12 Carrington Street, Railway House 19-31 York Street and Wynyard Park, 2003. For detailed historic information, the following sources should be referred to directly:

- Wynyard Park, Draft Management Plan, 1993 prepared by Conybeare and Morrison & Partners, revised by Council 1996.
- No. 2-12 Carrington Street Draft Conservation Management Plan, 2005 prepared by, HBO+EMTB Heritage Pty Ltd.
- Menzies Hotel, (Sydney) - City of Sydney, Heritage Inventory No. 2003
- Draft Conservation Management Plan Railway House 19-31 York Street, Allman Johnson and Associates, 1999.
- Railway House City of Sydney Heritage Register No 2161
- Wynyard Railway Station, Railcorp Section 170 Register
- Wynyard Former Tram Tunnels, Railcorp Section 170 Register

A number of heritage items: Scots Church and Assembly Hall, Lisgar House, Beneficial House and the former Skinners Family Hotel are located in the vicinity of the proposed development. Condensed accounts of their histories have also been included in this report, to understand their cultural significance and assess likely impacts of the proposal.

### 2.2 CONDENSED BACKGROUND HISTORY OF THE SUBJECT SITE

Over the years the subject site has been subdivided and undergone a number of transformations. The following provides a condensed history to assist in establishing a framework of historic and social significance;

DATE	DESCRIPTION	NOTES
Prior to 1788	Australian indigenous people of the Cadigal band of aborigines occupied lands around the area known as the City of Sydney. <sup>1</sup>	
c1788	Many of the indigenous Australians in the area died following the arrival of the First Fleet and the introduction of small pox.	
Post 1788	English penal colony established	

<sup>1</sup> <http://www.cityofsydney.nsw.gov.au/barani/themes/theme1.htm>, accessed 01/04/05

1792	Permanent military base known as Barrack Square established west of principal thoroughfare, George Street.	Site used not only as military base but for social gatherings including sport events <sup>2</sup>
1848-1849	Relocation of Barrack accommodation to Paddington (Victoria Barracks). Due to the growth of commercial centre around original site land became valuable and increased expectations in accommodation standards.	
	Original lands pertaining to the Barracks subdivided for commercial and residential properties while centre retained for park.	
1861-1873	The site at No. 2-12 Carrington Street occupied by Cohen Family Hotel	
	Park, designed by Mortimer Lewis (Colonial Architect) <sup>3</sup>	
1873	The site at No. 2-12 Carrington Street occupied by Pfalher's Hotel	
1875	Park named "Wynyard Recreational Ground".	
1887	Square dedicated a public Park.	
1887	Park proclaimed Wynyard Park.	
1920-1933	Construction of underground train station.	
1922	Beneficial House constructed	
1927	Lisgar House constructed	
1928	Site at No. 2-12 Carrington Street sold to Shell Co.	
1929	Scots Church and Assembly Hall constructed	
1936	Railway House constructed	
1938	Shell commissioned Spain & cosh to design and construct head office	
	Shell Co., sold property to owners of lease holders of 14-12 Carrington Street.	
2005	No. 2-12 Carrington Street used as the north wing of the Menzies Hotel.	

<sup>2</sup> Conybeare Morrison & Partners, "Wynyard Park Plan of Management", March 1993, p8.

<sup>3</sup> Conybeare Morrison & Partners, Wynyard Park Plan of Management, March 1993, p8.



### 2.3 NO. 2-12 CARRINGTON STREET, FORMER SHELL HOUSE

No. 2-12 Carrington Street is a schedule 8 heritage item included within the site of the proposed development. This building is located on the corner of Margaret and Carrington Streets and stands within the land of the original Military Barracks.

The site, now identified as Lot 10 in Deposited Plan 595978, is situated within the Parish of St Philip, County of Cumberland. It is a consolidation of a number of allotments first issued as a land grant to Elias Moses, Lot 27, Lot 27A, in 1851 and then Lot 28 Lot 29 and 30, all of Section 5 Deposited Plan in 1855.<sup>4</sup>

Over the years the consolidated site has experienced a number of ownership transfers and changes of occupancies as seen from both Certificates of Title and Sydney Sands Directory. On many occasions the site appears to have been leased out by its owners for use and occupation by other parties. In c1858-9 the site was occupied by the German Club, and then later, between 1861-1873, by the Cohen Family Hotel, illustrated in photograph 2, then, c1873, Charles Pfalhert operated Pfalhert's Family Hotel, which later underwent alterations and additions<sup>5</sup>. In 1928<sup>6</sup> the site was sold for £105,000<sup>7</sup> to Shell Oil Company, who in 1938 commissioned Spain & Cosh Architects to design their Sydney head office. In 1977 the site was sold to a property group for use as part of the neighbouring Menzies Hotel.

### 2.4 WYNYARD PARK

The following provides a brief historic account of the historical development of Wynyard Park.

Wynyard Park, bound by Margaret Street to the north, York Street to the west, Wynyard Street to the south and Carrington Street to the east, was originally designed by Mortimer Lewis (then Colonial Architect). The design was based on a peripheral plantation and gravel path with a gated central grass area. In the centre of the grassed area a secondary path divided the space around a central tree planting of Araucaria species.<sup>8</sup>

In the 1870s, the central section of square was defined with a low sandstone wall and an iron palisade fence. The square was landscaped with a mix of ornamental evergreen trees, large shrubs, and popular annuals providing colour throughout the year. The Square stood surrounded by some substantial commercial properties, private residences and boarding houses providing its occupants a private oasis in the middle of the City.

In 1875 the Square was officially named Wynyard Recreation Ground to commemorate General E.B. Wynyard, Commander of British Forces in Australia. It later became a central bus interchange at the corner of Margaret and Wynyard Square, now Carrington Street, providing transportation for south bound commuters

On 1 July 1887, the Square was dedicated as a public park, which was proclaimed later that year on 7 October, as Wynyard Park and entrusted to the Sydney City Council. The Park's transformation as public grounds led to a number of physical changes. The first changes saw the introduction of a band stand constructed in the Park, followed by the erection of a memorial statue of the Rev. Dr. John Dunmore Lang (Photograph 1), founder of Scots Church, which stood to the north in Jamison Street. The

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<sup>4</sup> Land Title Office, Certificate of Title: Volume-13757, Foilo-62.

<sup>5</sup> See figure 2.7, 2.8, and 2.9.

<sup>6</sup> Sands Directory, Sydney.

<sup>7</sup> Shell House Journal April 1937, Shell Oil Company, p7

<sup>8</sup> Conybeare Morrison & Partners, Wynyard Park Plan of Management 1993, P14

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physical changes also extended to the vegetation within the Park and the introduction of Phoenix canariensis palms<sup>9</sup> in 1893.



Photograph 2.1:

Wynyard Square from Jamison Street, statue of John Dunmore Lang in the foreground, Nov 1907.  
(Source: PICMAN, State Library of New South Wales, G.P.O. 1 1987)

The transformation of a park as a public domain was extended further with the erection of a new gateway in the south-east corner in 1905, followed by the removal of the palisade railing and later the construction of public toilets in 1910 surrounded by Washingtonia filifera palms as illustrated in the following figure 1.1.

<sup>9</sup> Conybeare Morrison & Partners, Wynyard Park Plan of Management, March 1993, p16

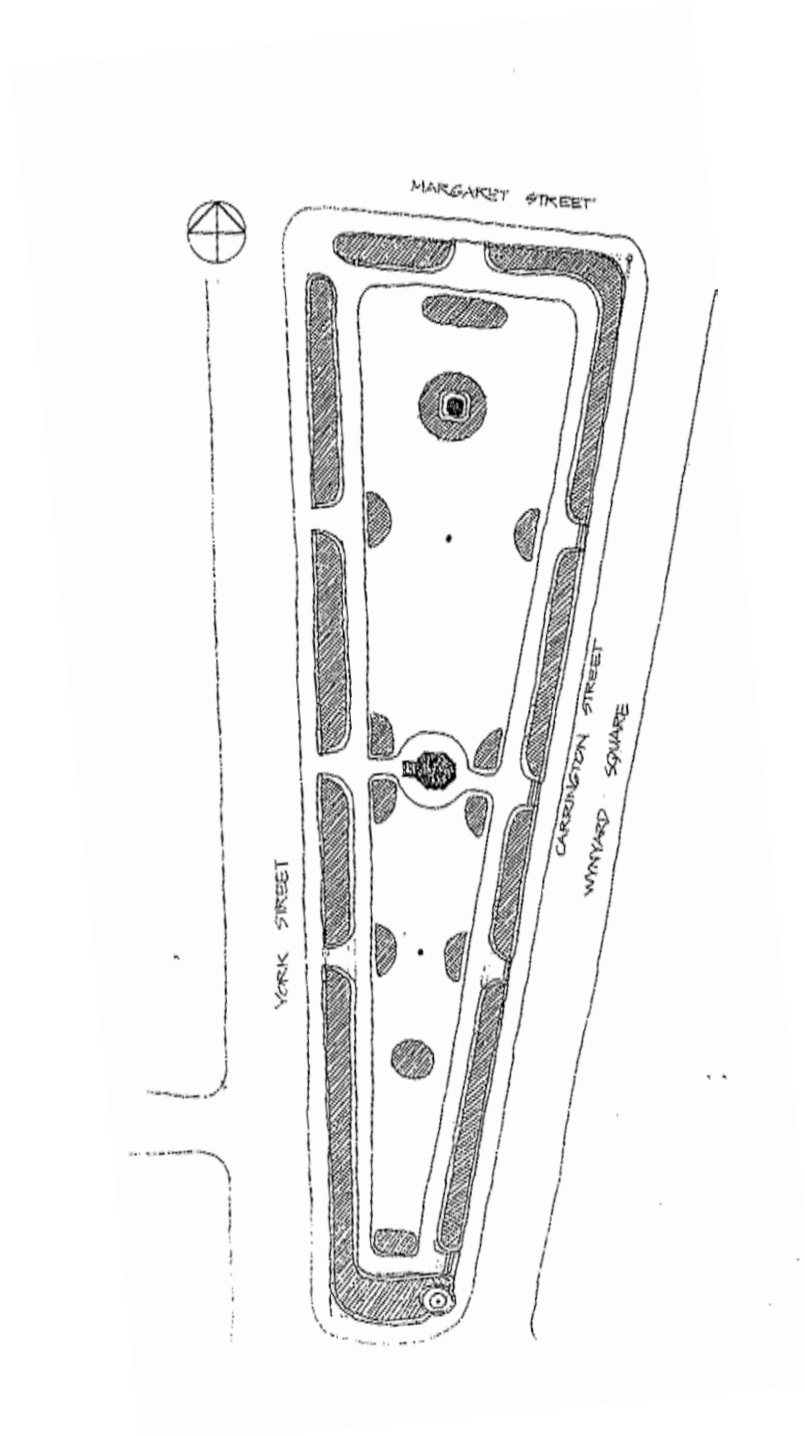


Figure 2.1:  
Layout of Wynyard Park, c1912, original C. Burton,  
(Extracted from Conybeare Morrison & Partners, Wynyard Park Plan of Management, 1993)

As Sydney and its population grew, the need for an underground train service was realised. Wynyard Park experienced its next major transformation, with the construction of an underground train link to Circular Quay extending from the 1920s to 1933, which significantly expanded its public focus. The works lead to the widening, of York Street, which led to the relocation of the Park's north - south axis and incorporation of one of the new station's access points, as illustrated in figure 2.2 on the next page;

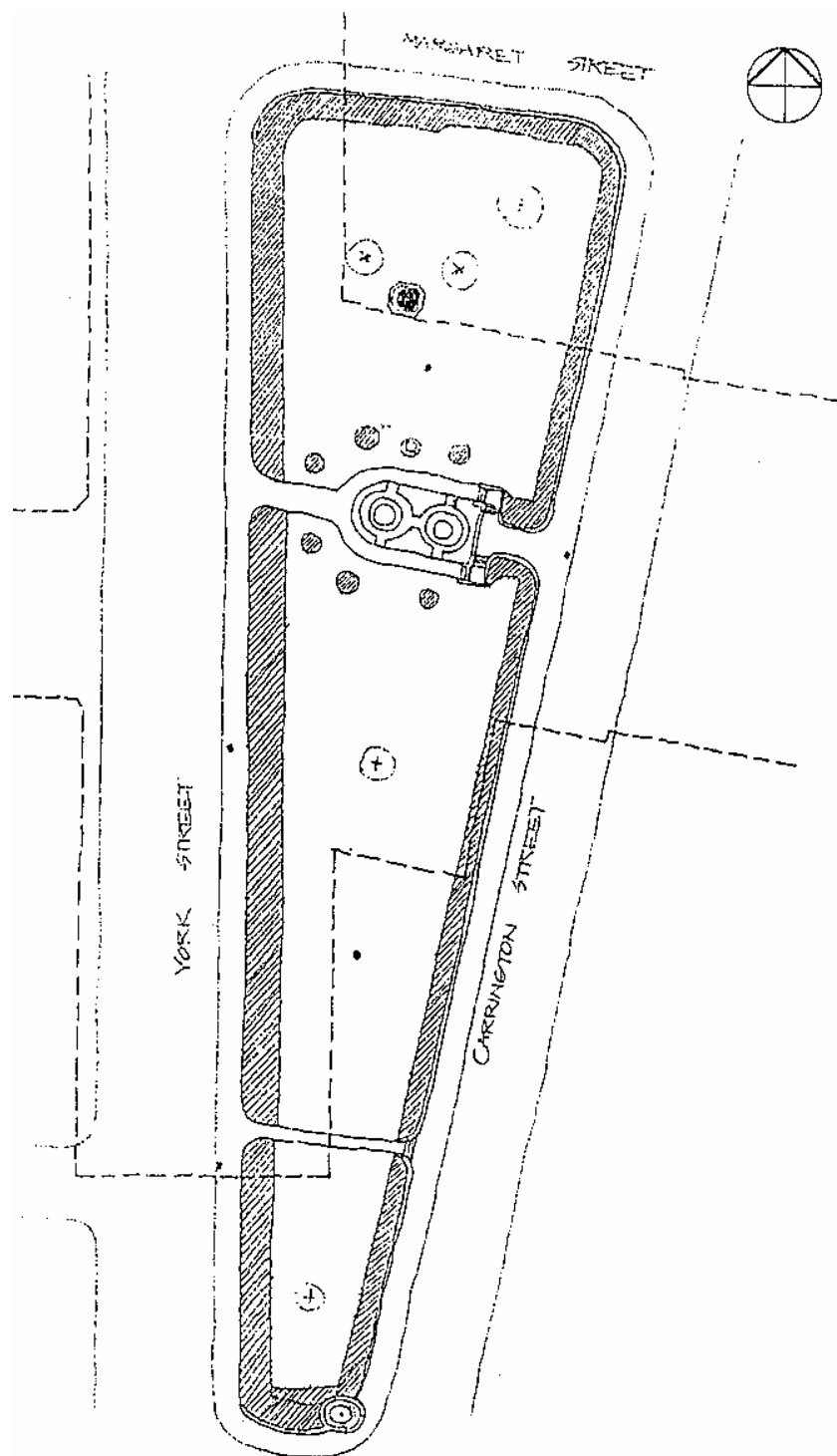


Figure 2.2

Layout of Wynyard Square, c1935, original C. Burton

(Source: extracted from, Conybeare Morrison & Partners, Wynyard Park Plan of Management 1993)

## City Park and Transport Interchange

As Sydney and its population grew, so did the number of commuters travelling into the central business district, which led to the installation of shelters in 1939 to facilitate a growing bus interchange at the corner of Margaret and Carrington Streets. In 1961, the fabric of the Park was transformed once again with additional bus shelters, air duct vents by the Railways Department, park furniture and lighting - becoming a popular meeting place for city workers.

The Park has been given its due recognition in a number of the City's planning documents including the City of Sydney Strategic Plan, 1971 and the Strategic Plan, 1980 which aim to "ensure that the city's open space continues to satisfy the needs of residents, workers and visitors.... and continues to preserve, improve, enhance and enlarge the amount of public open space within the city".

## 2.5 HERITAGE ITEMS IN THE VICINITY

The following heritage items: Railway House, Lisgar House, Scots Church and Assembly Hall, Beneficial House, and Skinner's Hotel are located in the vicinity of the proposed development. Condensed documentary evidence for each of these is provided below:



Figure 2.5, Heritage Map, of items located in the vicinity of the proposed works. The numbers indicated above locate the heritage items as listed in Schedule 8 – Central Sydney Heritage Items (Dictionary), under the Sydney Local Environment Plan 2005 Under the Environmental Planning and Assessment Act 1979. The items are identified as follows: No. 46, 2-12 Carrington Street Menzies Hotel, No. 47, 30-32 Carrington Street Lisgar House, No. 122, 285-287 George Street Beneficial House, No. 123, 296 George Street Former Skinners Family Hotel, No. 414, 2 York Street (42-44 Margaret Street) Scots Church, No. 418, 19-31 York Street Railway House (Part of Transport House). Source City of Sydney map overlay numbers by C Roehrig HBO+EMTB Heritage 2010.





Photograph 2.5.1  
**No. 46**, CSHI No. 2003, 2-12 Carrington Street, Menzies Hotel listed in SLEP 2005. Image taken from the front step at Scots Church looking in an easterly direction. Source C Roehrig HBO+EMTB 2010.



Photograph 2.5.2  
**No. 47**, CSHI No 2004, 30-32 Carrington Street, Lisgar House listed in SLEP 2005. Image of Lisgar House taken from Margaret street looking in a southerly direction. Source C Roehrig HBO+EMTB 2010.



Photograph 2.5.3  
**No. 122**, CSHI No 2071, 285-287 George Street, Beneficial House, listed in SLEP 2005. Image of Beneficial House taken from Hunter Street looking in a westerly direction. Source C Roehrig HBO+EMTB 2010.



Photograph 2.5.4  
**No. 123**, CSHI No. 2072, 296 George Street, Former Skinners Family Hotel listed in SLEP 2005. Image taken from the western side of George street looking down Hunter street. Source C Roehrig HBO+EMTB 2010.



Photograph 2.5.5  
**No. 414**, CSHI No 2157, 2 York Street (42-44 Margaret street) Scots Church listed in SLEP 2005. Image taken from Wynyard Park looking north toward Scots Church. Source R Canales HBO+EMTB 2005.



Photograph 2.5.6  
**No. 418**, CSHI No 2161, 19-31 York Street, Railway House (Part of Transport House), listed in SLEP 2005. Image of Railway House taken from Wynyard Park looking west. Source N. Hughes HBO+EMTB 2009.

### 2.5.1 RAILWAY HOUSE

Railway House is located within the boundaries of the early military barracks and within part of a land grant known as the Barrack Square Estate, which occurred 1850 – 1861. J.J.C. Bradfield's proposal for electrification of trains resulted in expansion of the railway system from 1915 including underground tracks in the city. Completion of the city network was delayed until the early 1930s by World War I and then the Great Depression, at which time Barracks Square Estate allotments 1 to 36 were resumed for the City Railway. Wynyard Station was opened in 1932 and included a structure to carry the future Railway House above. In 1936, with the Railways running profitably, a decision was made to complete Railway House, which was achieved to the design of Henry H. Budden and Mackey Architects. The building in the Art Deco style, which became popular in the Inter-war period, is distinguished by the façade of green terra cotta facings produced by Wunderlich Ltd. It was widely acclaimed, receiving the Sulman Award in 1936 and the Royal Institute of British Architects' medal in 1939.

Substantial changes were made at the northern part of the building where the lift core was located when the Transport House extension was built in 1973.

Since 1995 Railway House has undergone a comprehensive building upgrade and adaptation for use as a tertiary education campus operated by Navitas and for commercial offices.

### 2.5.2 LISGAR HOUSE

"Lisgar House", is located to at 30-32 Carrington Street, immediately to the south of the proposed development site. This building was designed originally by Gilbert Hughes and Maloney, and constructed in 1927 for the St Joseph's Investment and Building Co, largely as an investment property. The ground floor featured an arcade with bow front windows for display purposes. The upper levels contained offices. The main entrance was described as being of cream coloured tiles, almost devoid of detail, with a balustrade above separating the arches from the brick wall of the building. The arches were closed with folding iron gates. Throughout the 1930s-1940s the only alterations carried out involved partitioning. The building was purchased by the Commonwealth Bank in 1958 and extensive alterations were made to the ground floor in 1960 to accommodate this new use. This work involved demolition of the colonnade, most of the balustrade and cladding to the columns. Work throughout the 1960s-1970s generally involved rearrangement of internal spaces, with some alterations to the Bank in 1975. In 1985 the property was purchased by Lisgar House. The complete refurbishment of the building and its facade which ensued included demolition of the rear wall to allow extensions. The architects were Gazzard Sheldon and Rosenberg. More recent works have been confined to partitioning, alterations to services and the introduction of several commercial tenants.<sup>10</sup>

### 2.5.3 BENEFICIAL HOUSE

Beneficial House is located at 285 - 287 George Street, to the north of the proposed development site. In 1922, an application was made for the construction of new business premises, 47' x 92', at 285-287 George Street. The design was prepared by Hardy Wilson of Wilson, Neave and Berry. The building was occupied by Peapes Menswear 1923 - 1970. The interior of the building was particularly impressive making extensive use of maple and jarrah. The floors originally consisted of a series of mezzanines around a circular light well. During its use as a department store few alterations were recorded, principally changes to the shopfront in 1966 and what may have been the partial infill of a light well in 1954. In 1970 the building was acquired by Equity Property Management Ltd. and Beaver Properties and in 1971 by the Permanent Building Society Ltd. In this year Gergely and Pinter made an application to carry out extensive alterations and a refurbishment to create offices and a restaurant. For

<sup>10</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Lisgar House, ID 2450190

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the remainder of the 1970s-80s the principal works encompassed the reassignment of space through partition alterations. In 1980 alterations were made to the ground floor.<sup>11</sup>

#### **2.5.4 SCOTS CHURCH AND ASSEMBLY HALL**

Scots Church and Assembly Hall is located at Margaret and York Street, immediately north of Wynyard Park. It is located in a part of the city known historically as Church Hill; an important place in Sydney's fabric from the foundation of European settlement. The colony's first church, the Anglican church of St Philip's, was built on this hill in the 1790s. A Wesleyan Methodist chapel was built near the hill in the 1820s and the foundation stone for the original Scots Church was laid in July 1824. It was the first Presbyterian Church erected in the city, founded by John Dunmore Lang, who had arrived in the colony in 1823. On the northern side of Church Hill, St Patrick's, the Roman Catholic Church was built in the 1840s. Between 1926 and 1929 the NSW Government resumed both the Scots Church and the church offices in York Street for the construction of the Sydney Harbour Bridge road works and Wynyard Station. A complex series of real estate transactions, land swaps and compensation agreements enabled the Presbyterian Church to reconstruct their church and offices on the original but enlarged site, facing both Lang and Wynyard Parks, with frontages to Jamison, York and Margaret Streets. An architectural competition was held in 1927 for designs for a new Presbyterian Assembly Hall and associated offices. The brief called for a building which would be a monument appropriate to the universal character and inherent nobility of Presbyterianism; a material consummation of the church's pioneer efforts in this new world of Australia, and an appreciation of the substance and vitality which would activate the church towards dealing with problems of the future. Twenty seven designs were submitted in the first stage of the competition and were judged by Norman Weekes. The winning design by Rosenthal Rutledge and Beattie was selected in May 1928, but it was not until April 1929 that tenders were called and work commenced on the site in July 1929. On completion the Church and Assembly Hall became a popular venue for both ecclesiastic and secular activities.<sup>12</sup>

#### **2.5.5 THE FORMER SKINNER'S HOTEL**

Skinner's Hotel is located at 296 George Street on the south east corner of George and Hunter Streets. "The building was part of the original grant to Edward Riley in 1823. The property was sold to Isaac Simmons in 1845 and a hotel constructed in 1845-46, designed by architect Henry Robertson. There is no documentary evidence but it appears that this is the building standing today. The building was named Clown Hotel and the publican for 1846-49 was George Skinner. Other occupants include Andrew Torning (1849-55); Turner 1855-58) and Ralph Tolants (1858-60). In 1860 it was named Turner's Hotel, and in 1866 became known as the Clarendon Hotel. Licensees at the time were Margaret Harris and Henry Barnett. The proprietor of the hotel in 1873 was Benjamin Fyffe. From this point the building ceased to function as a hotel and became a chemist shop until 1900. Walter and Hebert Shrimpton (hatters) leased part of the premises at this time. A. H. Phillips, Orwell Phillips, A.E. Phillips, Ernest Lawton Davis and Louis Morris Phillips were joint proprietors in 1931 with an additional prop. Rex Cullen-Ward. A number of changes in the joint tenants resulted in the transfer of the property to Albert and Hannah Edmunds, George Laird and R.G. Holdings in 1950. Hallam Limited was the proprietor in 1925 and the property was leased to Osbourne Henry Harding and Victor Read (merciers) for the first and second floor in 1923. Hallam sold the property to the Phillips partnership in 1927 that were in possession in 1935. In 1955 the building was transferred from John Fairfax to George Coulter and to Advance Bank Australia Ltd. in 1987."<sup>13</sup>

<sup>11</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Beneficial House, ID 245027

<sup>12</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Scots Church, ID 2450345

<sup>13</sup> City of Sydney, Heritage Inventory, No. 2072, p 2.



### 2.5.5 WYNYARD STATION AND FORMER TRAM TUNNELS

“Wynyard was originally constructed with six platforms and the existing four platforms are still numbered from 3 to 6. The original intention was that Platforms 1 and 2 would eventually serve the eastern pair of railway tracks across Sydney Harbour Bridge, and in the interim they were used to terminate the tram services that operated over those tracks from the bridge's opening in 1932 until 1958. After these tram services were withdrawn, the space occupied by platforms 1 and 2 was converted into the current underground car park in 1977, and the eastern rail tracks on the bridge were replaced by two extra road lanes. The disused tunnel and ramp that formerly connected the station to the eastern rail tracks can still be seen, mirroring those still in use to the west of the bridge.”<sup>14</sup>

The station platforms retain the general layout and spatial characteristics of the 1932 construction. The I beams and riveted steel columns supporting the concourse remain in place but largely covered by other materials and surfaces. The escalators to York Street within Railway House and the stairs and balustrades to the platforms are of the original 1932 construction period.

The concourse area has been substantially altered including a new pedestrian subway and retail tenancies connecting to Margaret Street in 1994. The ticket barriers were relocated to provide north and south entries to the paid area in 1988. The concourse layout has evolved and adapted to cater for the requirements of the retail mall with new retail facilities being added or existing ones being altered right up to the present time, generally within the spatial envelope provided by the original structure under Carrington Street, Wynyard Park and York Street. The most obvious intervention occurred when a new entrance was created from Wynyard Park under a glazed dome with a lift and escalators descending to the concourse level in 1995.

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<sup>14</sup> NSW Heritage Database – State Heritage Inventory entries for Wynyard Station and Former Wynyard Tram Tunnels

### 3.0 PHYSICAL EVIDENCE

#### 3.1 PREAMBLE

The following section has been formatted in two sub sections noting the physical evidence of (1). Heritage items at the site and (2). Heritage Items in the vicinity.

#### 3.2 HERITAGE ITEMS AT THE SITE

##### 3.2.1 FORMER SHELL HOUSE, No. 2-12 CARRINGTON STREET

The former Shell House, located at 2-12 Carrington Street, is a thirteen storey steel frame (concrete encased) structure supporting ribbed reinforced concrete floors, built around a central light well. The building was originally built with a concrete lift core with a total of five lifts two continuing to the basement, one fire stair and one access stair. The structure was built with one Basement Level, Lower Ground Floor Level, and Ground Level, typical floors extending from Level 1 to Level 11, Roof Level and Lift Motor Room. The Clock Tower<sup>15</sup>, although it was designed as part of the structure, was not built until later and became a Sydney landmark in the early 1930's skyline.



Photograph 3.1  
View illustrating north west elevation of 2-12 Carrington Street.



Photograph 3.2  
View illustrates north east elevation of 2-12 Carrington Street showing rendered walls beyond the first two tiled bays.

Shell House was designed by Spain and Cosh c1936 as the Sydney corporate head office of the Shell Oil Company, expresses characteristic details of a typical Interwar Commercial Palazzo through its form and material. The building expresses the style's typical three tier hierarchy and use of the classic order, illustrated through the divisions marked by string course and cornice mouldings and paired columns in the top tier, although the use of terra cotta tile facings is unique for this architectural style.

The building's hierarchy is expressed though its heavy base extending from the Lower Ground up to the floor level at the Second Floor, the simpler mid section rising up to the Ninth Floor and the upper section extending up and terminating with a deep continuous cornice on three sides at the floor level of the roof level. There is a rendered parapet with a clock tower above the deep cornice.

<sup>15</sup> Clock manufactured by Gilbert and Johnston of England.

The base is expressed as a heavy element through the use of Bowral trachyte to the lower Ground floor level and glazed terra cotta tile facings in ashlar coursing to simulate masonry blocks, stone door surrounds and voussoirs to the arched Ground Floor windows.

The second tier extends from the Second Floor to the Ninth Floor Level where a relatively shallow cornice is located. The facade in this section contains windows that are slightly narrower than the large arched windows in the base, spaced regularly and aligned vertically set in a terra cotta glazed tile façade laid in stretcher coursing.

The upper tier extends from the Ninth Floor to the roof level where regularly spaced windows are aligned vertically with the openings below, and set between engaged paired Doric columns with an entablature and a deep projecting cornice over. At roof level the rhythm of the windows is continued by simple openings in a terra cotta faced parapet.



Photograph 3.3  
View of roof clock tower.

The exterior treatment of No. 2-12 Carrington Street, Sydney, is unique both in finish and technique, due to the use of glazed terra tile facings as cladding in an Inter war Commercial Palazzo and the continuity of the identical profiles of string courses, cornices and wall details to the façade along Wynyard Lane in render, otherwise obstructed from view along Margaret Street.

The original spatial arrangement of the interior floor plate of No. 2-12 Carrington Street, relying on a framed structure, has allowed the interior of the building to be adapted as hotel accommodation with little structural change. However no original internal details or finishes from the office accommodation of the former Shell House head office has been retained except sections of the stairs in their original positions, which have terrazzo treads and simple wrought iron railings.

The building now operates as the north wing of the Menzies Hotel, containing the linen and store area, swimming pool and associated amenities, hotel office accommodation, some lettable retail accommodation and a total of 236 hotel suites with a limited number of concrete connections to the main building located at Ground Floor Level, Level One and Level Ten.

The structural changes made by the 1978 works within the interior were limited to the introduction of new structural columns to the Basement and Lower Ground to support the swimming pool located on the Ground Floor, and the modification of the access stairs located adjacent the west and east elevations. Other changes, although not structural, have subdivided the floor areas into smaller compartments to cater for hotel suites and ancillary areas.

The Basement level has been subdivided into a number of large rooms used for plant and hotel service facilities such as air conditioning plant, electrical switch room, linen store, storage. Similarly the Lower Ground Floor is currently used for hotel office accommodation and conference facilities, which has changed substantially from the 1978 plans which showed this area as lettable space for shops.

The hotel accommodation begins on Floor One with a total of twenty rooms, 14 located facing the exterior perimeter while 6 face the internal light well. The typical hotel accommodation is located between level 2-9, which also contain store and staff facilities with 20 hotel suites each with their own bathroom ensuite, 14 of the rooms around the exterior perimeter while the remaining rooms, separated by an internal corridor, have windows looking into the central light well.

As the floor levels rise and the potential for distant views increases, the number of hotel suites reduces. On Level 10 the two rooms at the north west corner are consolidated as one, while the internal corridor on Level 11 is relocated along the north face of the internal light well creating larger hotel suites facing the north elevation.

The roof level is contained behind the high rendered parapet and is used predominantly as a service area with covered ducts collecting what appear to be the bathroom extract ventilation shafts below.



Photograph 3.5:  
Illustrates typical metal balustrade to fire stair. (source:  
Photograph taken by B McDonald of HBO+EMTB  
Heritage Pty Ltd, February 2005)



Photograph 3.9:  
Illustrates typical metal balustrade to fire stair. (source:  
Photograph taken by B McDonald of HBO+EMTB  
Heritage Pty Ltd, February 2005)



Photograph 3.8: illustrates typical hotel suite located along internal light well. (source: Photograph taken by B McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.10: illustrates typical internal corridor with lift core to the right (source: Photograph taken by B McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.11: illustrates bathroom in typical bathroom ensuite. (source: Photograph taken by B McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

In 1978, following the change of ownership, the building was modified to accommodate its use as a hotel. The statutory building compliance resulted in modifications and conversion of both fire and access stair to meet the correct standards for fire stairs, and alterations to the floor areas and exit points. Similarly the hotel requirements resulted in the introduction of numerous floor penetrations to accommodate the bathroom plumbing and ventilation extract within the individual hotel suites.

### 3.2.2 WYNYARD PARK

“Wynyard Park, Sydney, is located in the north eastern section of the Central Business District, bound by York Street to the east, Margaret to the north, Carrington Street to the west and Wynyard Street to the south. The park has an area of 0.7 hectares, with a small area excised for use by the State Rail Authority. In addition the park has erected a number of bus shelters on the York and Carrington Street footpaths. The Park is surrounded by buildings on the other side of the bounding streets. The park has some restricted vistas along the bounding streets and along the Erskine Street which terminates at York Street near the southern end of the park. Park includes mature border plantings of Moreton Bay Figs, Flindersia Australis and Plane trees, statue of Dunmore Lang by Giovanni Fontana (1980), Art Nouveau toilet block including fences, signs and lights, sandstone walls.”<sup>16</sup> The toilet block has been closed for about ten years.



Photograph 3.7  
View of Wynyard Park, from the south looking north along the east edge, view terminates with rotunda of Wynyard Station entrance.

(source: Photograph taken by Rosemarie Canales of HBO+EMTB Heritage Pty Ltd, 2 September 2005)



Photograph 3.8  
View into Wynyard Station entrance which opens onto Carrington Street.

(source: Photograph taken by Rosemarie Canales of HBO+EMTB Heritage Pty Ltd, 2 September 2005)

<sup>16</sup> City of Sydney Heritage Inventory, No. 8084, p3.



### 3.3 HERITAGE ITEMS IN THE VICINITY

#### 3.3.1 RAILWAY HOUSE

Railway House located at 19-31 York Street, Sydney is a 12 storey office building, on a steel frame above Wynyard Station, designed by H.E. Budden & Mackey in the inter-war Art Deco style. The framed structure supports a broad façade, asymmetrical in design, with horizontal bands of large bronze-framed windows. Contrast is provided by a modulated tower vertically emphasised by fins terminating in typical stepped form. Above the ground floor the façade is clad in green terracotta tiles, some moulded to form art deco motifs. The first floor windows have an individual design, emphasising the streamlined nature of the style. The building features two main entrances incorporating stairs and escalators leading to Wynyard Station. The interior of the building retains original office fit out with fine timber joinery, decorative plaster ceilings with Art Deco motifs and glazed tiles. Awarded the Sulman Medal in 1936 and the RIBA Medal in 1939, the building is an elegant example of 1930s commercial architecture combining Art Deco detailing and Functionalist style treatment. Transport House forms part of a group of office blocks of similar scale and proportion. Fragments of the complex underground railway spaces between George Street and Railway House, also designed by H.E Budden & Mackey, survive in York Street.<sup>17</sup>

#### 3.3.2 LISGAR HOUSE

Lisgar House located at 30-32 Carrington Street, Sydney is a well proportioned 8 storey office building with a restrained brick façade overlooking Wynyard Park. It was designed originally as offices for an investment company as well as commercial tenancies on the ground floor, in the Inter-war Georgian Revival style. This style is now rarely seen in Sydney office buildings. Consistent with the style, the façade is a plain wall surface of fine face brick, symmetrically with rectangular federation of small multi-pane timber framed windows and doors. The third floor external doors are decorated with fanlights. The top floor of the façade features the fine detailing of a massive entablature of almost one storey high with a statue of St Joseph as a carpenter centrally placed. The ground floor has been extensively altered from the original design. The rear wall was almost completely demolished to allow extensions in the 1980s.<sup>18</sup>

#### 3.3.3 BENEFICIAL HOUSE

Beneficial House, located at 285-287 George Street, Sydney, is a 7 storey load bearing brick building originally designed as a department store and offices by Hardy Wilson of Wilson, Neave and Berry in the Interwar Georgian Revival Style with a Commercial Palazzo form. Wilson, Neave & Berry were one of the skilled exponents of this rare style in Sydney. The detailing and glazing is Georgian Revival. The ground floor has five stone arches while the rest of the façade is plain with multi-paned timber framed windows. Second floor windows have semi-circular fanlights. Commercial Palazzo devices are utilised such as stone base, office floors with simple brickwork and repetitive fenestration, and a top that is terminated by a projecting cornice. The building is strikingly similar to British Airways House, also attributed to Wilson, Neave & Berry, and has parallels with Lisgar House.<sup>19</sup>

#### 3.3.4 SCOTS CHURCH AND ASSEMBLY HALL

"Scots Church, located opposite Wynyard Park, diagonally opposite St Phillip's Church, has three main components: The Assembly Hall, secondary meeting halls and offices for use by the church, and office space for general leading. The Assembly Hall is a large, two storey, and elliptical space of unique design located in the middle of the building and occupying the full width of the site. The façade is

<sup>17</sup> Central Sydney Heritage Inventory, Inter war Period, No. 2161 Brian McDonald & Associates, 1995

<sup>18</sup> Central Sydney Heritage Inventory, Inter war Period, ID No. 2004, Brian McDonald & Associates, 1995

<sup>19</sup> Central Sydney Heritage Inventory, Inter war Period, ID No. 2071, Brian McDonald & Associates, 1995

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designed in Gothic style with ashlar sandstone and a granite base. It comprises five floors with a raised central section of six floors on the north and south façade. The long elevation is divided into three bays marked by pediments. The upper façade comprises a series of tripartite flathead windows, with bay divisions expressed by buttresses. Gothic detailing in the gargoyles, quatrefoil tracery and sandstone proliferate.”<sup>20</sup> The building has been adapted to provide inner city apartments within the envelope and in a new structure above. The Scots Church has returned to the lower levels and the Assembly Hall itself has been restored.

### 3.3.5 SKINNER’S FAMILY HOTEL

“The Former Skinner’s Hotel is in good condition externally although the original face brickwork and render detailing of the façade on all elevations has been painted. The building was recently restored with the ground floor is used as a bank while the upper floors have been used as offices. The façade features narrow small pane windows with rendered frames and projecting hoods which appear original, grouped in singles and pairs while the main internal space on the first and second features a wide window of three sections topped by a pediment. All windows feature blocking under the projecting sills and decorative cast iron grilles. The main entrance at ground floor level features an attached ribbed pilaster with iconic capital supporting an entablature and hood. The interior of the banking chamber is fitted with plasterboard ceilings and rendered walls, while some of the upper floors retain some original fabric such as fireplaces and pressed metal ceilings. The windows on the upper floors appear to be original but the ground floor windows have been replaced. The banking chamber opens through the original wall into the adjoining building.”<sup>21</sup>

### 3.3.6 WYNYARD STATION AND FORMER TRAM TUNNELS

“Wynyard is a major underground City Rail station in the central business district of Sydney, 2.05 km from Central. It opened on 28 February 1932.

Wynyard station currently has two levels, each with two platforms of permanent way. The upper level serves the North Shore line, whilst the lower level serves the City Circle line. There is no connection between the rails of these two lines at Wynyard.

Original steel I beams and riveted steel columns support the concourse and platforms. The escalator leading up to York Street and the stairs and balustrades to the platforms are the most intact features of the 1932 design. Some original tiling remains in fire stairs and on the platforms.

The passenger concourse is on an intermediate level between the upper and lower platforms. Wynyard is connected via underground passageways to several surrounding buildings and shopping arcades and is located immediately below Wynyard Park. The station has an underground car park with 420 spaces.”<sup>22</sup> The concourse and platform décor have been substantially altered over time to reflect later tastes in design and retail presentation losing much of the 1930s character of the station.

The tram tunnels consist of two arched concrete lined structures heading northwards to a point near Argyle Street, where they emerge at ground level. Most of the original rail or tram related infrastructure has been removed and the platforms filled in.

The project does not physically impact on the Wynyard Station platforms or the former Tram Tunnels. At the concourse levels there are physical interventions proposed largely where change has already occurred at the entrance from Wynyard Park (1995) and reconfiguring the layout, but retaining the

<sup>20</sup> City of Sydney Heritage Inventory, Inventory No. 2157.

<sup>21</sup> City of Sydney, Heritage Inventory, No. 2072, p3

<sup>22</sup> State Heritage Inventory Data base entry for Wynyard Former Tram Tunnels.

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original steel column and beam structural system in the areas below Carrington Street, Wynyard Park and York Street. The fabric affected will e mainly retail fit outs and later changes in these areas.

## 4.0 ASSESSMENT OF SIGNIFICANCE

### 4.1 PREAMBLE

The documentary and physical evidence provide the basis for determining the heritage significance of the two listed heritage items associated with the subject site; former Shell House No. 2-12 Carrington Street, Railway House and Wynyard Park. These items have been assessed according to the different values on which the generally accepted criteria are based. Evaluation of its level of significance and the relative significance of its components have also been undertaken.

### 4.2 NSW HERITAGE OFFICE METHODOLOGY

No. 2-12 Carrington Street, and Wynyard Park, Sydney been evaluated according to the assessment criteria established by the NSW Heritage Office, published in the New South Wales Heritage Manual, 2000. This methodology is generally accepted for evaluations of heritage significance. The criteria are part of the system of assessment that is centred on the Burra Charter of Australia ICOMOS. The assessment of heritage significance is formalised through legislation in the NSW Heritage Act 1977 (amended 1999).

- Criterion a) an item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).
- Criterion b) an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);
- Criterion c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);
- Criterion d) an item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;
- Criterion e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);
- Criterion f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);
- Criterion g) an item is important in demonstrating the principal characteristics of a class of NSW's Cultural or natural places  
Cultural or natural environments, (or a class of the local area's)  
Cultural or natural history,  
Cultural or natural environments).

### 4.3 ANALYSIS OF EVIDENCE

The analysis of both the documentary and physical evidence for No 2-12 Carrington Street, and Wynyard Park result in the following evaluation of the cultural significance of the building and the place, and their curtilage.

### **Former Shell House, No. 2-12 Carrington Street**

The analysis of the evidence indicates that the overall form, structure, building envelope and streetscape presentation of No. 2-12 Carrington Street has changed very little from its original construction in 1938, although there are two defined phases in the history of the building that has lead to varying degrees of physical change to the building's original fabric.

The two phases can be defined through the periods of occupation 1938-1978, as office accommodation, and then from 1978 to the present, as a hotel.

During the years 1938-1978 the building was owned and used continuously by Shell Oil Company. However, as the company grew and expanded to other sites throughout New South Wales, centralised corporate accommodation was not required, leading to the subdivision of internal spaces within the building. To ensure the Shell Oil Company maintained their corporate entity a separate entrance along Margaret Street was built for the new occupants, which lead to the current intrusive awning and entrance doorway.

The second phase of occupation in 1978 lead to extensive changes to the building due to internal replanning and services required to satisfy both statutory and specific use requirements for hotel accommodation resulting in modifications to the facade through the removal of steel framed windows and their replacement with aluminium frames and adaptation of the original building entrance as a fire escape. Although the interior modifications were extensive, the spatial arrangement of accommodation was maintained around the perimeter and internal light well with a double loaded circulation corridor.

### **Wynyard Park**

The analysis of the evidence of Wynyard Park indicates that the site layout has been substantially rearranged and the area reduced to cater for a series of changes connected with transportation works such as: the city underground rail system; road widening following the construction of the Harbour Bridge; and establishment and expansion of the bus stops and terminal at this key location. Its fabric and plantings have changed substantially over the years, with little original fabric remaining.

## **4.4 EVALUATION OF HERITAGE SIGNIFICANCE, FORMER SHELL HOUSE 2 – 12 CARRINGTON STREET**

### **4.4.1 CRITERION (A) EVOLUTIONAL SIGNIFICANCE**

An item is important in the course, or pattern, of NSW's cultural or natural history (state significance); OR an item is important in the course, or pattern, of the local area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human activity	Has incidental or unsubstantiated connections with historically important activities or processes
<b>Is associated with a significant activity or historical phase</b>	Provides evidence of activities or processes that are of dubious historical importance
<b>Maintains or shows the continuity of a historical process or activity</b>	Has been so altered that it can no longer provide evidence of a particular association

- The site of No. 2-12 Carrington Street is part an early arrangement of allotments created not long after the subdivision of the first Military Barracks lands in Sydney, which occupied the site and surrounding area. The site, consolidated in the mid 1930s, became a forerunner of later allotment patterns along Carrington Street, occupying parts of the former Wynyard Square.
- The subject site has a long history of occupation by buildings operating as hotels with the exception of the years 1938 - 1976. The origins of the building as the Sydney headquarters of the Shell Oil Company are important in demonstrating the scale of Central Sydney commercial development in the 1930s and the growing importance of the petroleum industry in the age of the internal combustion engine.

#### 4.4.2 CRITERION (B) ASSOCIATIONAL SIGNIFICANCE

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (state significance); OR an item has strong or special associations with the life or works of a persons, or group of persons, of importance in the cultural or natural history of the local area (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human occupation	Has incidental or unsubstantiated connections with historically important people or events
<b>Is associated with a significant event, person, or group of persons.</b>	Provides evidence of people or events that are of dubious historical importance
	Has been so altered that it can no longer provide evidence of a particular association

- The building has significance associated with three significant persons or groups: Shell Oil Company of Australia, the Architects - Spain and Cosh; and Menzies Hotel, Sydney, who have each contributed to the cultural significance of the area in the two major phases of the site's development and use since 1938.
- The building has strong associational significance with Shell Oil Company of Australia, as one of the last remaining State head offices, and as an early corporate icon of petroleum production and distribution within Australia and the growth of the transportation industry.
- The building has strong associational significance locally with the prominent and long standing Sydney based architectural firm of Spain and Cosh, whose extensive body of work has made a valuable contribution to the development of Central Sydney, with many surviving distinguished examples enhancing the city's streetscapes.
- The building and the site have a special significance locally, for their connection with the All Seasons Premier Menzies Hotel, Sydney catering to a tourist and business clientele with the benefit of the central and convenient location.

#### 4.4.3 CRITERION (C) AESTHETIC AND TECHNICAL SIGNIFICANCE

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (state significance); OR

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows or is associated with, creative or technical innovation or achievement	Is not a major work by an important designer or artist
Is the inspiration for a creative or technical innovation or achievement	Has lost its design or technical integrity
<b>Is aesthetically distinctive</b>	Its positive visual or sensory appeal or landmark qualities have been more than temporarily degraded
<b>Has landmark qualities</b>	Has only a loose association with a creative or technical achievement
<b>Exemplifies a particular taste, style or technology</b>	

- The building is aesthetically and technically significant due to its architectural style, streetscape presence and use of terra cotta wall facing material. The building is a characteristic example of the Interwar Commercial Palazzo expressed through its classically influenced architectural expression, placement of openings and the intactness of original glazed terra cotta tiles in reasonable condition.
- The now inoperative four way clock mechanism is of technical interest and the clock tower itself is an important streetscape element.

#### 4.4.4 CRITERION (D) SOCIAL SIGNIFICANCE

An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (State significance); OR

An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons (Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Is important for its associations with an identifiable group	Is only important to the community for amenity reasons
<b>Is important to a community's sense of place</b>	is retained only in preference to a proposed alternative

- The building has strong social significance at the local level due to its early identification through its clock tower as a landmark on the 1930s skyline and as a tangible record of the Shell Oil Company corporate head office. More recently, its function as the "Menzies" Hotel is well recognised by the local community and regular visitors to Sydney.

#### 4.4.5 CRITERION (E) ARCHAEOLOGICAL /RESEARCH POTENTIAL

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (state significance); OR

An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Has the potential to yield new or further substantial scientific and/or archaeological information	<b>Has little archaeological or research potential</b>
Is an important benchmark or reference site or type	Only contains information that is readily available from other resources or archaeological sites
Provides evidence of past human cultures that is unavailable elsewhere	The knowledge gained would be irrelevant to research on science, human history or culture

- The building site has limited archaeological potential, because the existing basement structure was built below the earlier ground levels, eradicating any evidence of past human occupation. However there may be archaeological evidence of previous uses of the locality immediately below the footpath and pavements around the perimeter of the building.
- There is technological interest in the use of moulded glazed terra cotta products to create durable exterior and architectural details of value to future researchers.

#### 4.4.6 CRITERION (F) COMPARATIVE CULTURAL HISTORY

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (state significance); OR

An item possesses uncommon, rare or endangered aspects of the area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Provides evidence of a defunct custom, way of life or process	Is not rare
Demonstrates a process, custom or other human activity that is in danger of being lost	Is numerous but under threat
Shows unusually accurate evidence of a significant human activity	
<b>Is the only example of its type</b>	
<b>Demonstrates designs or techniques of exceptional interest</b>	
<b>Shows rare evidence of a significant human activity important to a community</b>	

- No. 2-12 Carrington Street, formerly known as Shell House, is one of the last remaining early state head offices of Shell Oil Company throughout Australia.
- The use of glazed facing tiles and details, while relatively common as applied to Inter war period commercial offices, was not applied to buildings of the Commercial Palazzo style, which used more traditional materials of stone, brick and render. No. 2-12 Carrington Street is the only example of the Inter war Commercial Palazzo style in Sydney faced with glazed terra cotta.

#### 4.4.7 CRITERION (G) COMPARATIVE PLACES

An item is important in demonstrating the principal characteristics of a class of NSW's:

Cultural or natural places; or

Cultural or natural environments (State significance); OR

An item is important in demonstration the principal characteristics of a class of the area's:

Cultural or natural places; or

Cultural or natural environments (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<p><b>Is a fine example of its type</b></p> <p><b>Has the principal characteristics of an important class or group of items</b></p> <p>Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity</p> <p><b>Is a significant variation to a class of items</b></p> <p><b>Is a part of a group which collectively illustrates a representative type</b></p> <p>Is outstanding because of its setting, condition or size</p> <p>Is outstanding because of its integrity or the esteem in which it is held</p>	<p>Is a poor example of its type</p> <p>Does not include or has lost the range of characteristics of a type</p> <p>Does not represent well the characteristics that make up a significant variation of a type</p>

- No. 2-12 Carrington Street, as an Inter war Commercial Palazzo style multi storey building designed by Spain and Cosh, has local significance as one of the surviving externally intact representatives of a style that was popular to promote corporate prestige in the Inter war period. Its facade techniques incorporated local materials manufactured in Sydney between the wars.

## 4.5 EVALUATION OF HERITAGE SIGNIFICANCE - WYNYARD PARK

### 4.5.1 CRITERION (A) EVOLUTIONAL SIGNIFICANCE

An item is important in the course, or pattern, of NSW's cultural or natural history (state significance); OR an item is important in the course, or pattern, of the local area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<b>Shows evidence of a significant human activity</b>	Has incidental or unsubstantiated connections with historically important activities or processes
<b>Is associated with a significant activity or historical phase</b>	Provides evidence of activities or processes that are of dubious historical importance
<b>Maintains or shows the continuity of a historical process or activity</b>	Has been so altered that it can no longer provide evidence of a particular association

- The park was originally established as a military parade ground in 1792 and after the barracks were moved was designated as an open space square in 1887. The open space has been designated as a public open space since 1887.<sup>23</sup>

### 4.5.2 CRITERION (B) ASSOCIATIONAL SIGNIFICANCE

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (state significance); OR an item has strong or special associations with the life or works of a persons, or group of persons, of importance in the cultural or natural history of the local area (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<b>Shows evidence of a significant human occupation</b>	Has incidental or unsubstantiated connections with historically important people or events
<b>Is associated with a significant event, person, or group of persons.</b>	Provides evidence of people or events that are of dubious historical importance
	Has been so altered that it can no longer provide evidence of a particular association

- The site is associated with the first Military Barracks in Australia
- The Park was designed by Mortimer Lewis who was the Colonial Architect at the time.

### 4.5.3 CRITERION (C) AESTHETIC AND TECHNICAL SIGNIFICANCE

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (state significance); OR

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area (local significance).

<sup>23</sup>[http://www.heritage.nsw.gov.au/07\\_subnav\\_01\\_2.cfm?itemid=2451107](http://www.heritage.nsw.gov.au/07_subnav_01_2.cfm?itemid=2451107), accessed 05/05/05-ID2451107



Guidelines for Inclusion	Guidelines for Exclusion
Shows or is associated with, creative or technical innovation or achievement	Is not a major work by an important designer or artist
Is the inspiration for a creative or technical innovation or achievement	Has lost its design or technical integrity
<b>Is aesthetically distinctive</b>	Its positive visual or sensory appeal or landmark qualities have been more than temporarily degraded
<b>Has landmark qualities</b>	Has only a loose association with a creative or technical achievement
Exemplifies a particular taste, style or technology	

The Park has been modified extensively, little of the original layout or fabric remains, however the Park still resonates Landmark qualities.

#### 4.5.4 CRITERION (D) SOCIAL SIGNIFICANCE

An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (State significance); OR

An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons (Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Is important for its associations with an identifiable group	Is only important to the community for amenity reasons
<b>Is important to a community's sense of place</b>	is retained only in preference to a proposed alternative

- The park has and still continues to be identified as a place by the community.

#### 4.5.5 CRITERION (E) ARCHAEOLOGICAL /RESEARCH POTENTIAL

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (state significance); OR

An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history (Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<b>Has the potential to yield new or further substantial scientific and/or archaeological information</b>	Has little archaeological or research potential
Is an important benchmark or reference site or type	Only contains information that is readily available from other resources or archaeological sites
Provides evidence of past human cultures that is unavailable elsewhere	The knowledge gained would be irrelevant to research on science, human history or culture

- The Park and its site have been disturbed a number of times, however due to the continuous transformation of the area potential archaeological information may be discovered.

#### 4.5.6 CRITERION (F) COMPARATIVE CULTURAL HISTORY

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (state significance); OR

An item possesses uncommon, rare or endangered aspects of the area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Provides evidence of a defunct custom, way of life or process	Is not rare
Demonstrates a process, custom or other human activity that is in danger of being lost	Is numerous but under threat
<b>Shows unusually accurate evidence of a significant human activity</b>	
Is the only example of its type	
Demonstrates designs or techniques of exceptional interest	
Shows rare evidence of a significant human activity important to a community	

- The Park is the only site within the Central Business District of Sydney that identifies with one of the two major underground Train Stations.

#### 4.5.7 CRITERION (G) COMPARATIVE PLACES

An item is important in demonstrating the principal characteristics of a class of NSW's: Cultural or natural places; or

Cultural or natural environments (State significance); OR

An item is important in demonstration the principal characteristics of a class of the area's:

Cultural or natural places; or

Cultural or natural environments (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<b>Is a fine example of its type</b>	Is a poor example of its type
<b>Has the principal characteristics of an important class or group of items</b>	Does not include or has lost the range of characteristics of a type
Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity	Does not represent well the characteristics that make up a significant variation of a type

<p><b>Is a significant variation to a class of items</b></p> <p><b>Is a part of a group which collectively illustrates a representative type</b></p> <p>Is outstanding because of its setting, condition or size</p> <p><b>Is outstanding because of its integrity or the esteem in which it is held</b></p>	
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- The Park is well identified in the local community for its association with the underground train station, and the setting as an oasis within the city centre.

## 4.6 STATEMENTS OF SIGNIFICANCE

### 4.6.1 No. 2-12 CARRINGTON STREET, FORMER SHELL HOUSE

No. 2-12 Carrington Street, formerly Shell House, is a building of cultural significance due to its historic, and social values, aesthetic and technical qualities at local level.

The building's historic values are derived from its former association with the Shell Oil Company and its early development throughout Australia, surviving as one of the two remaining original state head office buildings and the first built by the company in a section of Sydney that was associated as a distinguished commercial precinct. It is also a good example of the distinguished output of the architectural firm, Spain and Cosh, executed in the Interwar Commercial Palazzo style, rare for its use of glazed terra cotta tile facings and details. In more recent times the building has been identified with the Menzies Hotel, a popular destination for visitors to Sydney.

### 4.6.2 WYNYARD PARK

Wynyard Park has a history of consistent use as open space from the first development as a military parade ground in 1792 to its present urban public recreation use. It is significant for its earlier dedication in 1887 as an open space square for public recreation, a role which it has maintained to the present day. The park was at its peak as a Victorian Style landscaped public open space in the period from 1880-1910. Although very little remains of the Park's earlier configuration, structures and planting of the Victorian period, the Park now contains important plantings and monuments reflective of its later periods of development. It is of great historic, cultural and aesthetic significance.<sup>24</sup>

### 4.6.3 RAILWAY HOUSE

Railway House is a prominent building that is associated with the activities of the Railway administration of NSW and represents a bold plan to centralise its administration in the Inter war period. The building's continued association, by proximity, with State Rail system to the present day contributes to its significance. The building is associated with well known architectural firm of Henry E. Budden and Mackey, Railway Commissioner T. J. Hartigan and J.J.C Bradfield (who was responsible for the electrification of the Sydney rail system). The building has high aesthetic value and serves as one of the very best and largest examples of a highly decorated Art Deco building in NSW. It reflects the high esteem it holds in the architectural profession and the wider community due to attainment of both

<sup>24</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Wynyard Park, ID 2451107

the Sulman award and RIBA medal. The prominent location and impressive scale of Railway House impart landmark qualities, bordering Wynyard Park and in the historic streetscape of York Street.

#### **4.6.4 LISGAR HOUSE**

The construction of Lisgar House was part of an ongoing tradition that established the CBD as an important commercial and financial focus, and, generally, reflects an important period of the development in the 1920s. An association with the original owners, the St Joseph's Investment and Building Society, is maintained by the statue of St Joseph the carpenter centrally located at the top level (moved from the original building). The relatively tall scale of this Georgian Revival style building and its unusual cornice treatment make it a rare example of the period. It is comparable to Beneficial House in George Street (refer no CSHI 2017) formerly Peapes Menswear, and to some extent also the Royal Automobile Club in Macquarie Street (refer no CSHI 2114.) The building is an important contributor to the townscape character around Wynyard Park. (CSHI)<sup>25</sup>.

#### **4.6.5 BENEFICIAL HOUSE**

Beneficial House is noteworthy for its former lengthy association with "Peapes Menswear" (1923-1970), a particularly well-known Sydney retail store, and its contribution to creating an image for the store. It reflects the importance of George Street as a principal retailing thoroughfare and, generally, an important period of development during the 1920s. The building is one of very few surviving examples of Inter-war Georgian Revival style architecture and the work of Hardy Wilson. It is strikingly similar to British Airways House also attributed to Wilson, Neave & Berry, and has parallels with Lisgar House (refer to CSHI 2004). It is a good example of the style and contributes significantly to the streetscape of George Street. The combination of Georgian Revival style in the brick facade, windows and section of tiled roof with a Commercial Palazzo style sandstone base adds to the architectural interest of the building.<sup>26</sup>

#### **4.6.6 SCOTS CHURCH AND ASSEMBLY HALL**

Scots Church and Assembly Hall is a six storey building designed in the Inter war Gothic style. Scots Church has exceptional historic importance for its ability to embody the longevity of the association of this site with the Presbyterian Church. As well as recalling the early nineteenth-century history of this area as Church Hill, the building also has a powerful ability to reflect the impact made on the city by the construction of the Sydney Harbour Bridge. The building is important in the professional work of the noted architectural partnership of Rosenthal, Rutledge and Beattie. The building is architecturally significant as a rare and outstanding example of an externally intact original commercial Gothic exterior and an Assembly Hall interior of high quality design with outstanding potential, due to its intact condition, to be maintained in its original state. The building is well resolved in its detailing in both its interior and exterior, and is particularly noted for its unique auditorium design. The building is aesthetically significant for its contribution as a landmark building in the Wynyard Square streetscape. It is also significant as the winner of the 1927 competition judged by N Weekes. The building is socially significant as a popular venue for both ecclesiastical and secular activities, over many years up to the 1980s. The Assembly Hall has considerable social importance for its contribution to the cultural diversity of the city.<sup>27</sup>

Its interiors, other than the area occupied by Scots Church and the main entries from Jamison, York and Margaret Streets were altered in 2004/2005 for adaptation to residential apartments and its streetscape preservation has changed by the vertical extension of the building's footprint as a residential apartment development following a design excellence competition to create the opportunity to restore the essential elements of the Scots Church and Assembly Hall.

<sup>25</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Lisgar House, ID 2450190

<sup>26</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Beneficial House, ID 245027

<sup>27</sup> [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), Scots Church, ID 24503545

#### **4.6.7 SKINNER’S FAMILY HOTEL (FORMER)**

The former Skinner’s Family Hotel is a three storey brick building with sand stone surrounds to the windows in the Colonial Georgian style marking the corner of George and Hunter Streets. The building dates from the 1840s making it very rare in Central Sydney.<sup>28</sup>

#### **4.6.8 WYNYARD STATION AND FORMER TRAM TUNNELS**

Wynyard Station has local significance as one of a group of underground stations built as part of the city rail network during the 1920s and 1930s and as an essential linking station for both the City Circle and North Shore lines. As the busiest station on the city rail network, Wynyard Station is a vital component of the city's working infrastructure. It is associated with the works of JJC Bradfield, chief engineer for the city railway and Sydney Harbour Bridge construction and features prominent elements of both the practical and style designs of his original concept. Remnant tiles, stairway features and layout all reflect the original 1930s station. The York Street escalators are rare surviving elements of an earlier Glen Street (Milsons Point) railway station removed to make way for the Dorman and Long warehouses built for the construction of the Sydney Harbour Bridge. Exposed riveted steel I-beams on Platforms 3 and 4 have 'Dorman and Long' stamped on them, providing a direct connection to this major engineering firm.<sup>29</sup>

The former tram tunnels at Wynyard are significant as rare surviving remnants of the Sydney tramway network - at its peak was the largest tramway service in Australia and one of the largest urban tramway systems in the world - and as rare remnants of the only underground tramway and tram station in the system. The tram tunnels are closely associated with the Sydney Harbour Bridge and the design and specifications set down by JJC Bradfield, chief engineer and designer of the Sydney Harbour Bridge and the city underground railway network. The tunnels were constructed<sup>30</sup>

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<sup>28</sup> NSW Heritage Register, Skinners Family Hotel (former)

<sup>29</sup> NSW State Heritage Inventory database entry for Wynyard Station

<sup>30</sup> NSW State Heritage Inventory database entry for Wynyard Former Tram Tunnels

## 5.0 HERITAGE STATUS AND STATUTORY CONTEXT

The subject site is located within Central Sydney and is subject to the planning and heritage statutory planning controls, policies and guidelines of the City of Sydney Council. Only those related to heritage will be discussed in this report.

The proposed development extends over a number of individual allotments. Three of these properties are listed heritage items and are identified on a number of statutory and non statutory registers, as illustrated in the table below:

**Table 1**

<b>Heritage Item associated with development site – Registers/Listings</b>		
Site address	Statutory listing	Non statutory listing
Former Shell House 2-12 Carrington Street	Central Sydney Local Environment Plan 2005 Schedule 8	National Trust NSW Register RAIA – 20 <sup>th</sup> Century Register NSW Heritage Inventory
Wynyard Park	Central Sydney Local Environment Plan 2005 Schedule 8	National Trust NSW Register NSW Heritage Inventory

There is also number of heritage listed properties which, although not physically affected by the development, are within the visual curtilage and potential impacts on their significance warrants consideration.

**Table 2:**

<b>Heritage Items in the vicinity – Registers/listings</b>		
Site address	Statutory listing	Non statutory listing
Lisgar House	Central Sydney Local Environment Plan 2005 Schedule 8	NSW Heritage Inventory
Beneficial House	Central Sydney Local Environment Plan 2005 Schedule 8	NSW Heritage inventory National Trust NSW Register National Estate Register
Scots Church and Assembly Hall	Central Sydney Local Environment Plan 2005 Schedule 8	NSW Heritage Inventory
Railway House	Central Sydney Local Environment Plan 2005 Schedule 8, NSW Heritage Register	NSW Heritage Inventory
Skinner's Family Hotel	Central Sydney Local Environment Plan 2005 Schedule 8 NSW State Heritage Register	Register of the National Estate
Wynyard Station and Wynyard Former Tram Tunnels	State Rail Authority Section 170 Register	NSW Heritage Inventory

Both tables 1 and 2 provide an outline of the identified items within the development site or in the visual catchment of the proposed development and the relevant statutory authorities. Non Statutory listings have also been included as a matter of interest.

Because there are heritage items located within and adjacent to the development site, the heritage related provisions of Central Sydney Local Environmental Plan 2005 and Central Sydney Development Control Plan are relevant.