

The City of Sydney Policy for the Management of Laneways in Central Sydney



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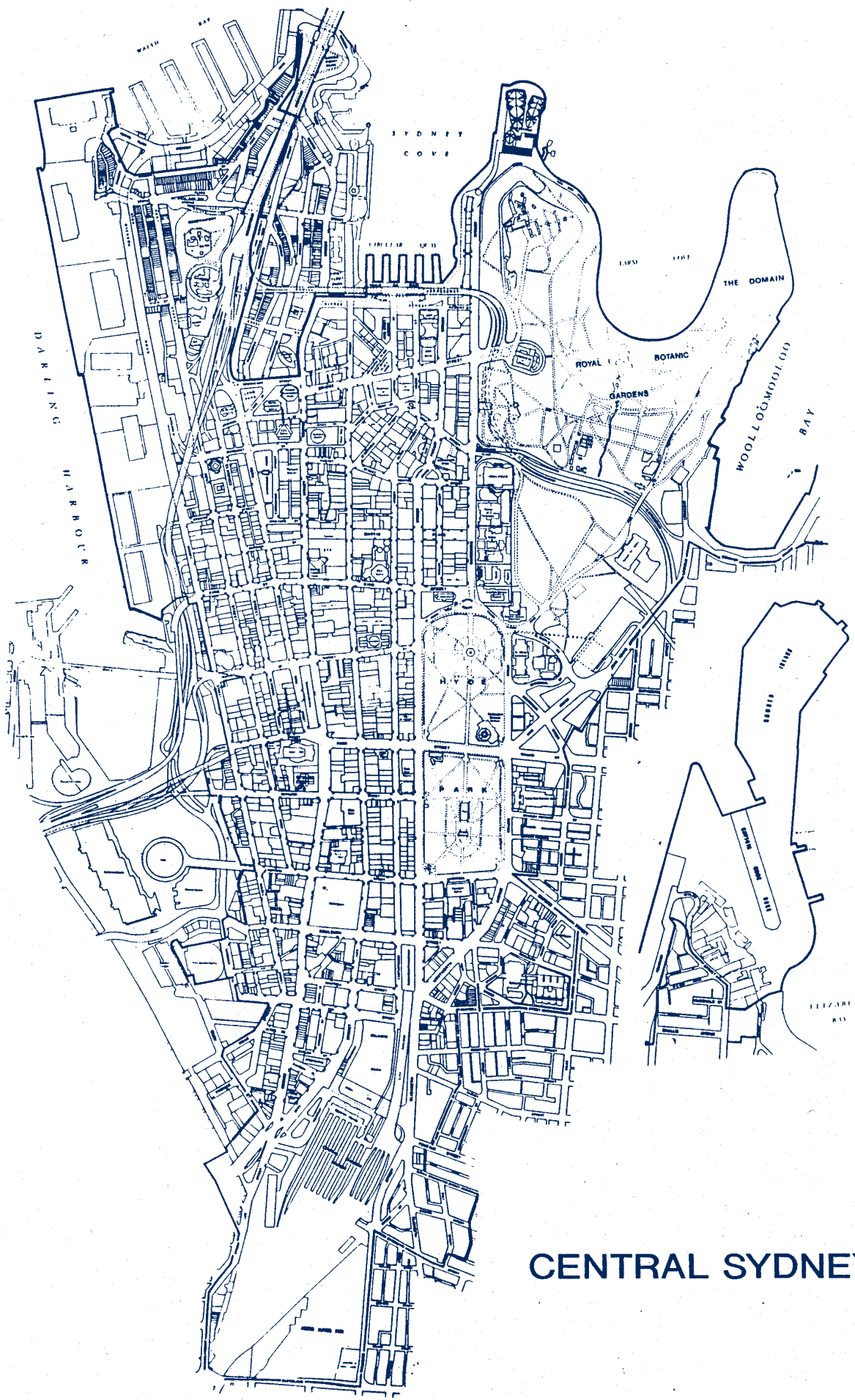
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CENTRAL SYDNEY

Introduction

1

Laneways have traditionally served a variety of functions in the city from the provision of off-street vehicular and service access to city buildings to quality secondary pedestrian routes through city blocks. The lanes have also offered a diversity of retail and commercial opportunities in the city.

Some lanes or small streets such as the remnant portion of Rowe Street continue to provide a convenient alternative path which allows pedestrians the option of avoiding crowded and noisy city streets. Others like Wynyard Lane provide vehicular and service access to buildings such as the Menzies Hotel so that the pedestrian amenity of streets such as Carrington Street is not compromised by service vehicles. Lanes such as Tankstream Way are significant heritage items identified in the Central Sydney Local Environment Plan 1992 - Items of Heritage Significance and others included in conservation areas are contributing elements, integral to the quality and character of those areas.

Whatever the function or history of a laneway, all lanes share one common virtue: a change of scale at pedestrian level which is in contrast to city streets. When in addition a lane provides a significant amenity for pedestrians as lanes such as Rowe Street or Angel Place once did they become a source of delight in the city.

Submissions to the Central Sydney Planning Inquiry in August 1992 noted that laneways in the city were being lost and that therefore something of Sydney's unique scale and character had vanished. This observation was linked to a criticism of the practice of site amalgamation which it was said had led to projects of a much larger scale and the construction of "gargantuan" buildings which overwhelmed their neighbours.'

The pattern of growth and development of Sydney has traditionally been one of laissez-faire. It is uncertain whether the city ever deliberately embarked on a policy of selling its lanes, however it is clear that from as early as 1906 Council was actively negotiating the sale of public roadways for the consolidation of the site of the former Anthony Hordern's department store. It is possible that the pattern of realignment of property boundaries due to consolidation of sites began almost as soon as properties were defined. While a formal policy may never have been minuted or adopted, the city did gradually develop a practice for assessing a laneway sale proposal. Consequently sales were generally considered acceptable. When the proposed purchaser owned all or most of the adjacent property, other adjacent property owners, if any, consented to the sale, and it was considered that traffic would not be adversely affected, for example by the creation of a "dead end". In time the sale of the city's laneways came to be a significant source of revenue to Council. Approximately fifty-seven million dollars was generated for Council from the sale of laneways in the twenty years from 1969-1989.

Most of this, an amount in excess of thirty seven million dollars was raised from just two sales, Raphael Place and Margaret Lane. Whether the laneway sales represented sound management of the city's assets was apparently not questioned. Nor did the heads of consideration for assessing a laneway sale appear to have included such issues as:

- > The impact on pedestrian amenity due to the potential loss of a lane.
- > The impact on the heritage significance of the streetscape or of adjacent heritage buildings due to the potential loss of a lane.
- > The likely impact, especially with respect to scale, of the proposed new development facilitated by the loss of the lane.
- > The likely impact on service traffic as a result of the proposed closure.

These urban design and heritage considerations are of a relatively recent nature and this study is timely in view of their emergence.

The study has been prepared in response to a resolution of the Council of the City of Sydney of February 24, 1992. The study was undertaken between July 1992 and March 1993.

Objectives

- > The objectives of the study include:
- > The evaluation of the heritage significance of the lanes.
- > The identification of the urban design opportunities inherent in Sydney's remaining lanes.
- > The evaluation of the pedestrian and vehicle access and the service value of the lanes.
- > The preparation of policy and recommendations for the management of the lanes.

Method

The Laneway Study consisted of 3 basic tasks:

- (i) The preparation of an inventory of all the lanes (private and publicly owned) in Central Sydney.
- (ii) A field survey of each of the lanes.
- (iii) Research and analysis of the historical background and physical and functional features of the lanes.

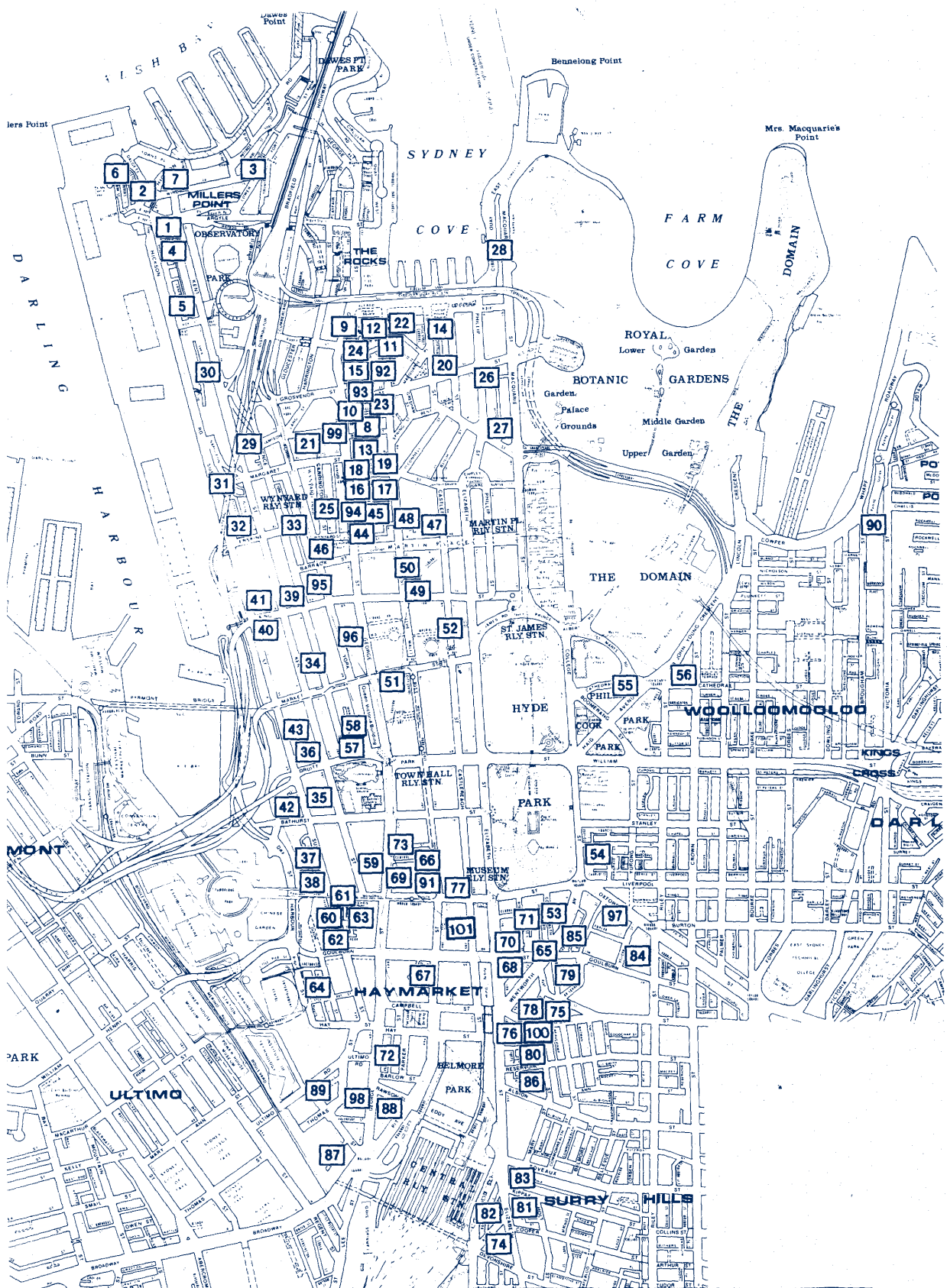
On completion of these tasks a series of standard recommendations which can be applied to each of the lanes was derived. In addition a number of general policies were developed for the management, maintenance and enhancement of the lanes.

These policies and recommendations are presented in this report.

Inventory of Lanes in Central Sydney

The Laneway Study has been limited to Central Sydney (see following map). Laneways in Pyrmont/Ultimo will be the subject of a later study. The inventory was compiled from Council's Planes property data base' and the field survey and consists of one hundred and one sites throughout the city. Lanes which do not appear as separate parcels of land in the Planes data base or which were not identifiable and accessible in the field survey may not have been included in the inventory. Where a proposed development affects a lane which is not included in the inventory the lane should be evaluated using the same criteria as were applied to lanes in the study.

The following inventory lists each lane according to its item number in the Inventory. A key map to the laneway locations is also provided.



KEY TO LANEWAY LOCATIONS
CITY OF SYDNEY LANEWAY INVENTORY



Inventory No.	Name of Lane	Location of Lane
1	Argyle Lane .	Between Argyle Place and High Street
2	Dalgety Terrace	West Side of Dalgety Street
3	Ferry Lane	Downshire Street to Lower Fort Street
4	High Lane	West of Kent Street
5	Lance Lane	East of High Street
6	Roden's Lane	Dalgety Road to Bettington Street
7	Windmill Steps	Windmill Street to Hickson Road
8	Abercrombie Lane	Between George Street to Pitt Street
9	Blue Anchor Lane	George Street to Crane Place
10	Bridge Lane	West of Tank Stream Way
11	Bulletin Place	East of Pitt Street
12	Crane Place	George Street to Pitt Street
13	Curtin Place	George Street to Pitt Street
14	Customs House Lane	Loftus Street to Young Street
15	Dalley Street	George Street to Pitt Street
16	DeMestre Place	East of George Street
17	Empire Lane '	10 -103 Pitt Street
18	Hamilton Street	Curtin Place to Hunter Street
19	Little Hunter Street	Curtin Place to Hunter Street
20	Loftus Lane	South to Customs House Lane
21	Margaret Lane	South of Jamison Street
22	Reiby Place	Pitt Street to Macquarie Place
23	Tank Stream Way (Hamilton Street North)	Bridge Street to Abercrombie Lane
24	Underwood Street Underwood Lane	Pitt Street to Dalley Street west of Underwood Street
25	Wynyard Lane	Margaret Street to Wynyard Street
26	Private Lane (part of Phillip Lane)	Between 48 and 50 Phillip Street
27	Phillip Lane	Macquarie Street to Bent Street
28	Mooreore Stairs	Circular Quay East to Macquarie Street
29	Clarence Lane	West of Clarence Street
30	Gas Lane and	Between Jenkins Street and Kent Street
30	Jenkins Street	West of Gas Lane
31	Napoleon Street Steps	Between Sussex Street and Napoleon Street
32	Sussex Lane	East of Sussex Street

Inventory No.	Name of Lane	Location of Lane
33	York Lane	Between Clarence Street and Erskine Street
34	Council Place	Between 215 Clarence and 225 Clarence Street
35	Druitt Lane	Between Sussex Street and Kent Street (South of Town Hall)
36	Druitt Place	Between Kent Street and Sussex Street (North of Town Hall)
37	James Lane	Between Sussex Street and James Street
38	James Street	West of Sussex Street
39	Laneway	Between 40 and 42 King Street
40	Mark Lane	Between 138 and 140 Sussex Street
41	Newton Lane	East of Sussex Street between King and Erskine Streets
42	Sands Street	Sussex Street to Bathurst Street
43	230-232 Sussex Street	East side of Sussex Street between Market and Druitt Place
44	Angel Place	George Street to Pitt Street
45	Ash Street	North of Angel Place
46	Barrack Lane	East of York Street
47	Hosking Place	West of Castlereagh Street
48	Penfold Place	East of Pitt Street
49	Lees Court	King to Rowe Street
50	Rowe Street	East of Pitt Street ,
51	State Theatre Laneway	South off Market Street
52	Laneway	Between 74 and 76-82 Castlereagh Street
53	Lyons Lane	Commonwealth Street to Wentworth Avenue
54	Hargrave Lane	West of Hargrave Street between Liverpool and Francis Streets
55	Haig Lane	West of Riley Street (corner of Cathedral Street)
56	Laneway	Rear of 84-104 Cathedral Street
57	Market Row	Druitt Street to North of Mullins Street
58	Mullins Street	Clarence, Street to York Street
59	Albion Place	Between George and Kent Streets (South of Bathurst Street)
60	Douglas Lane	Douglas Street to Eagar Street

Inventory No.	Name of Lane	Location of Lane
61	Douglas Street	Liverpool Street to Douglas Lane
62	Eager Lane	East of Sussex Street
63	Eagar Street	Douglass Lane to Eagar Lane
64	Kimber Lane	Factory Street to Hay Street
65	Alberta Street	Clarke Street to Goulburn Street
66	Central Street	George Street to Pitt Street
67	Cunningham Street	South of Goulburn Street to Pitt Street
68	Foy Lane	Goulburn Street to Elizabeth Street
69	Laneway	Between 614-626 George Street and 630 George Street
70	Nithsdale Lane	(a) Elizabeth Street to Nithsdale Street (b) West off Alberta Street
71	Nithsdale Street	Between Liverpool and Goulburn Street
72	Parker Lane	Hay Street to Barlow Street
73	Wilmot Street	Between George and Pitt Streets
74	Beattie Lane	Between Randle Street and Elizabeth Street
75	Beauchamp Lane	North of Campbell Street
76	Blackburn Street	Between Elizabeth Street and Foster Street
77	Dungate Lane	West of Castlereagh Street
78	Foster Lane	South of Foster Street
79	Goulburn Lane	Between Commonwealth Street and Brisbane Street
80	Hands Lane	Between Foster Street and Reservoir Street
81	O'Loughlin Street	Between Kippax Street and Holt Street
82	Randle Lane	Between Elizabeth Street and Randle Street
83	Terry Street	Between Foveaux Street and Kippax Street
84	Waine Street	Between Pelican Street and Riley Street
85	Weimyss Lane	Between Wentworth Street and Goulburn Street
86	Wright Lane	Between Reservoir Street and Mary Street
87	Bijou Lane	West of Quay Street
88	Rawson Lane	Rawson Place to Pitt Street

Inventory No.	Name of Lane	Location of Lane
89	Thomas Lane	Quay Street to Thomas Street
90	McElhone Stairs	Brougham Street to victoria Street
91	Right of Way	Between 369 and 371 Pitt street
92	Queen's Court	Off Dalley Street
93	Manning Lane	Between 14 and 16 Bridge Street
94	Palings Lane	Between George Street and Ash Street
95	Laneway	Between 69 and 71 York Street
96	Laneway	Between 389 and 391 George Street
97	Laneway	Between 29 and 31 Oxford Street
98	Right of Way	Between 739 and 743 George Street
99	Laneway off Jamison Street	Behind 261 George Street
100	Passageway	Adjoining 33 Foster Street
101	Caruthers Place	East off Pitt Street between Goulburn and Liverpool Streets
102	Hickson Steps	Between Hickson Road and Lower Fort Street
103	Agar Steps	Observatory Park & Kent Street
104	42-46 Pitt Street	East of Pitt between Reiby Place and Bridge Street
105	236-238 Pitt Street	Beside Pitt Street Plaza
106	435-437 Kent Street	West of Kent between Market and Druitt Streets
107	346-348 Kent Street	East of Kent between King and Market Streets

Analysis Of The Role Of Lanes

The study has been undertaken in a climate of growing awareness of the important role of the lanes as a component of public open space in the city and as the setting for people, buildings and activities. Lanes contribute to the pedestrian convenience and amenity of the city, the servicing of city buildings and the appreciation of the heritage of a city by:

- > Providing access to buildings for vehicles and pedestrians, particularly for service reasons such as fire egress or access to carparks and loading docks.
- > Providing pedestrians with convenient short cuts through large city blocks.
- > Providing a contrast in atmosphere, scale and intensity which differs from that of larger city streets and the "whole block" developments of the "modernist" city.
- > Forming significant context and atmosphere for heritage buildings
- > Constituting elements integral to the appreciation of conservation areas
- > Being an item of heritage significance in their own right due to their location, form, construction, history and/or use
- > Providing a diversity of intimately scaled pedestrian spaces
- > Providing the opportunity to remove service traffic from more major city streets
- > Providing for pedestrian safety by reducing the need for kerb crossings and kerbside servicing.

The Central Sydney Strategy 1988 identified one of its objectives as being to ensure that "Central Sydney is a convenient, comfortable and pleasant place to walk around". Planning for pedestrian traffic and amenity is vital for the creation and survival of the city. An attractive pedestrian network is critical to the viability of retail, entertainment and tourism in the city and contributes to the economic health as well as the quality of life of a city. By providing variety due to their more intimate scale, lanes have the potential to enhance the pedestrian environment and contribute to that quality and health.

History of Sydney's Lanes

The system of laneways that remains within the city is a product of the laissez-faire approach to growth which has characterised the development of Sydney. Unlike the disciplined grided minor street pattern of planned cities such as Melbourne, the lanes of Sydney evolved as site specific responses to commercial objectives and pre-existing circulation patterns. As a consequence, all lanes can be assumed to have a level of significance which merits individual research.

The evolution of the lanes can be seen in the following figure ground diagrams for Sydney from 1854 to the present day. By 1912 the city had achieved a more or less urban form which remained relatively constant through to about 1948. By this time an intricate if somewhat unpredictable



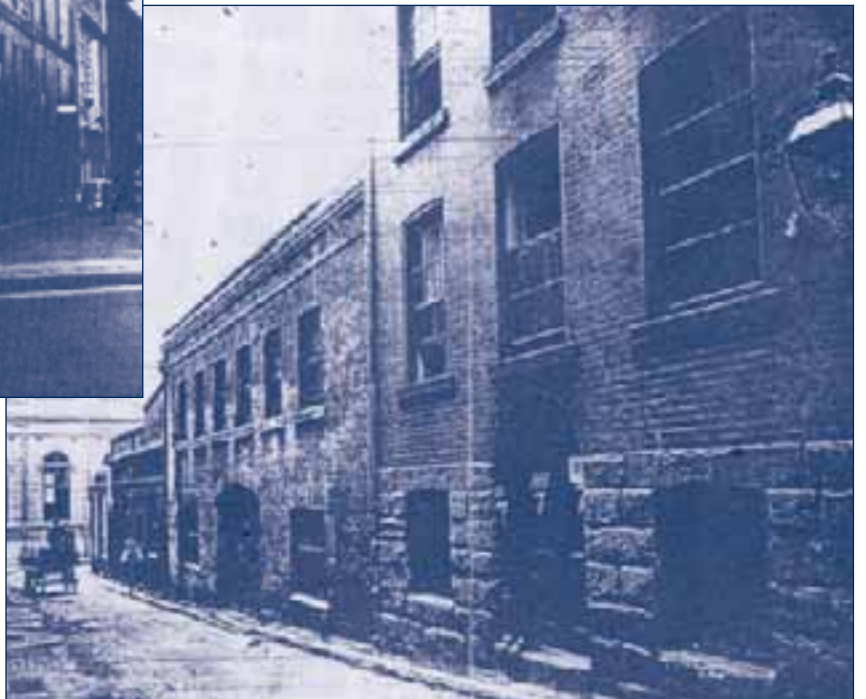
Rowe Street, 1920



Rowe Street 1929



Bulletin Place at Pitt Street 1962



Deans Place circa 1913

network of small streets and lanes is evident. By 1969 the pattern of site consolidation and the elimination of lanes has commenced with developments such as Australia Square, AMP and Gold Fields House. It continues through the 70's so that by 1980 American Express, the MLC Centre and redevelopments on the Town Hall Site have been added to the footprint of the city.

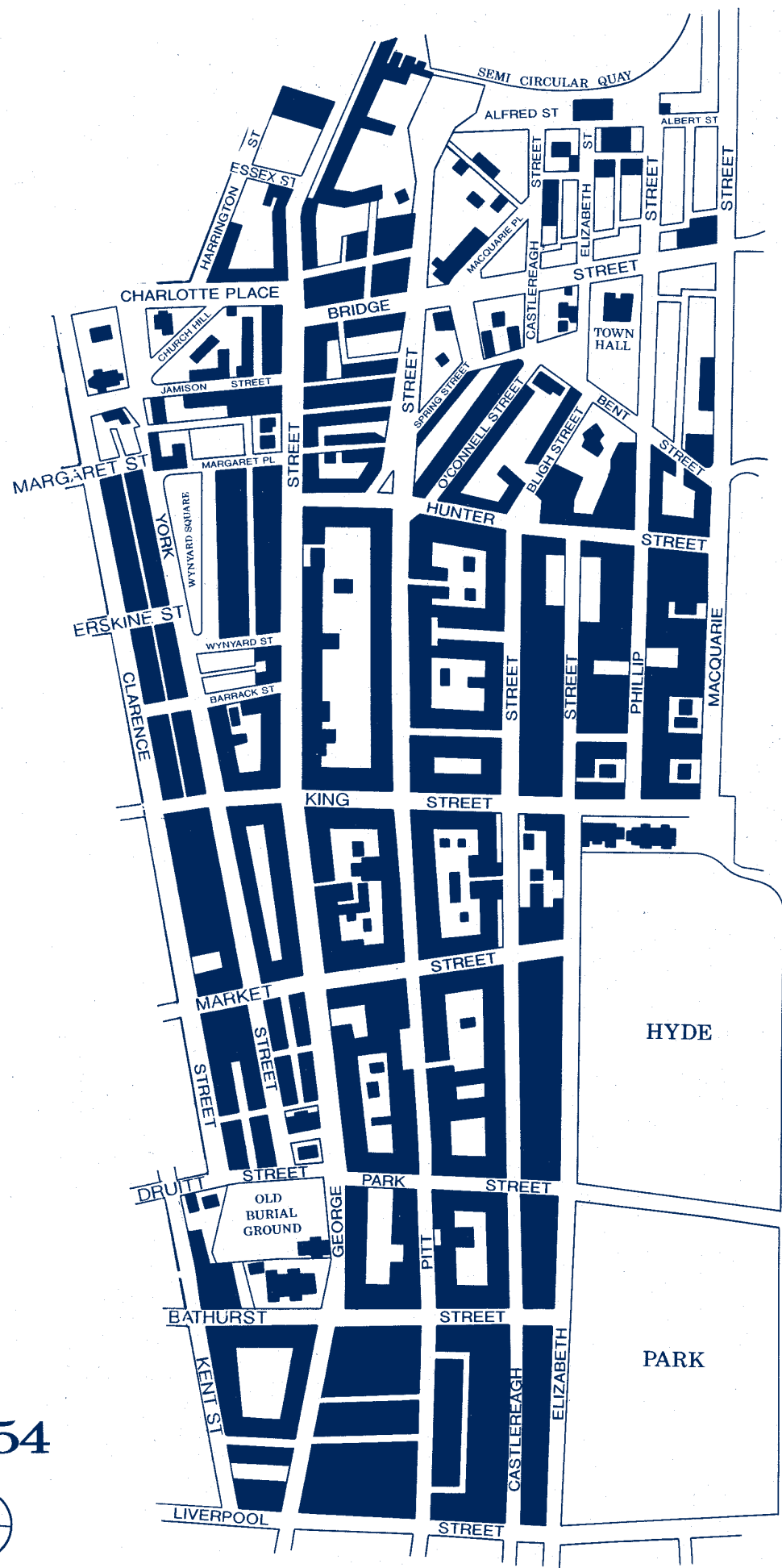
Some basic research on the history of individual lanes is incorporated in the listing for items in the Central Sydney Local Environment Plan 1992 - Conservation of Heritage Items. Collecting more detailed information about the origins and uses of each lane is a huge task requiring exhaustive research and beyond the resources available for this study. Heritage buildings on a number of the lanes together with detailed early directory maps of Sydney such as Dove's Directory of 1880 assist in piecing together an image of the industrial past of many of the lanes such Central Street, Albion Street and Bulletin Place. The quality of these lanes as both an urban space and the context for heritage buildings has generally been diminished by recent development road widenings and often inappropriate urban design treatments to paving and lighting.

In the recent past, streets such as Bulletin Place and Abercrombie Lane were fashionable addresses for good restaurants. Pictorial records indicate that Rowe Street had a long history as a high quality speciality retail area. The gravitation of prime businesses to such streets and lanes can be attributed in part to the intrinsic qualities of these small streets.

The practice of Council selling lanes has a long history. In 1906 Council was negotiating the sale of Swan Street on the former Anthony Hordern's department store site. The frequency of sales probably increased from the 1960's when Dean's Place and a portion of Hamilton Street were exchanged for land required for the widening of Bond Street adjacent to the Australia Square site. Over the following thirty years in excess of twenty five sales of lanes or parts of lanes had been transacted by Council, generating in excess of \$57,000,000 revenue and income raised in this way had become a regular inclusion in Council's budgets.

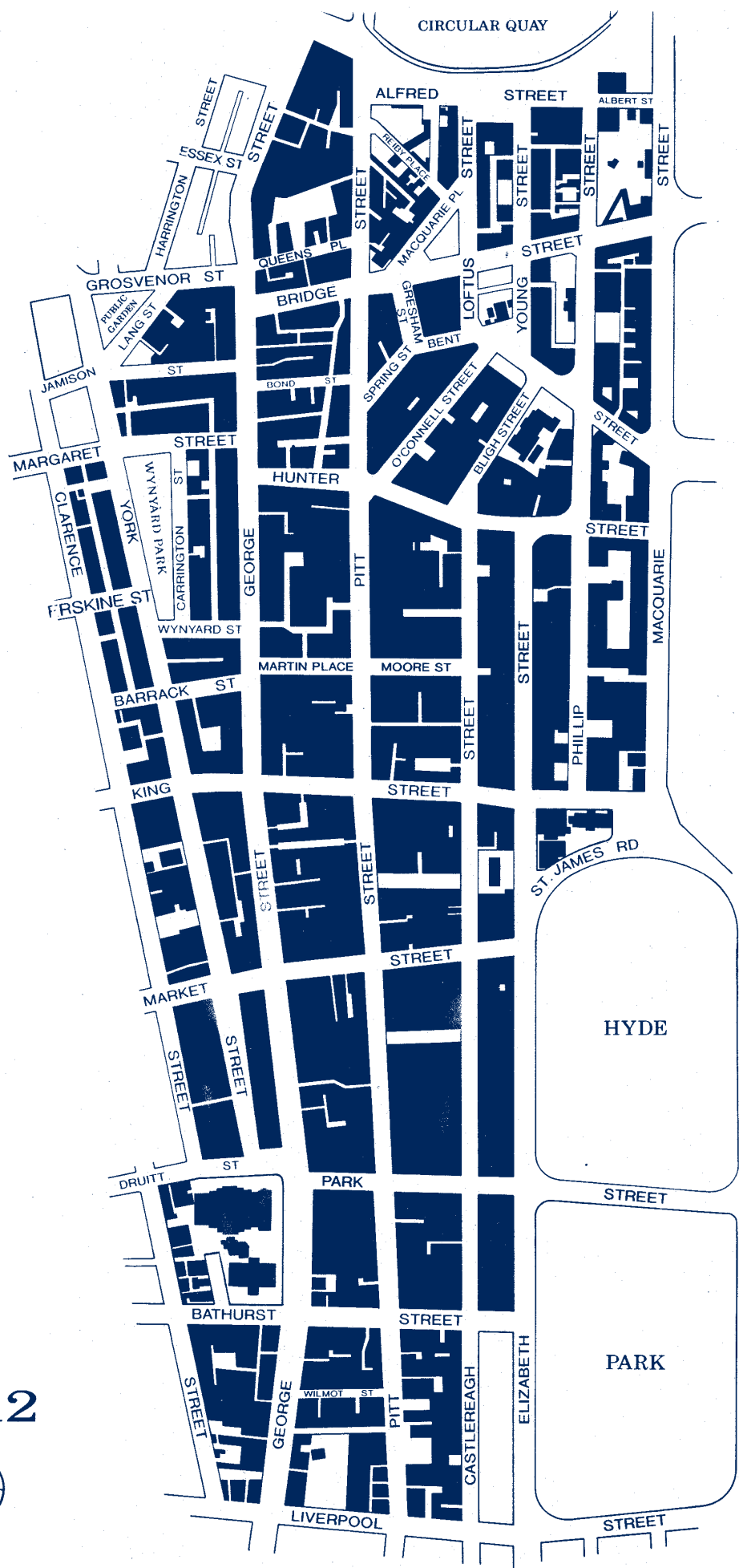
By this time the consequences of the sales of lanes had also been recognised in the city and public opinion is increasing to be expressed against:

- > the loss of unique spaces and retail areas such as Rowe Street and Angel Place;
- > the loss of context for heritage buildings such as those in Bulletin Place, Central Street and Albion Street;
- > the tendency towards huge developments which overscale adjacent buildings, for example Governor Phillip Tower and proposals for the redevelopment of the Greater Union site and the former Angel Arcade Site;
- > the degradation of pedestrian amenity of city streets such as Sussex Street due to the imposition of a multiplicity of vehicle entrances and building service requirements at street level;
- > the gradual erosion of the peripheral retail, restaurant, service and speciality businesses which once characterised the tenants along Sydney's better lanes.



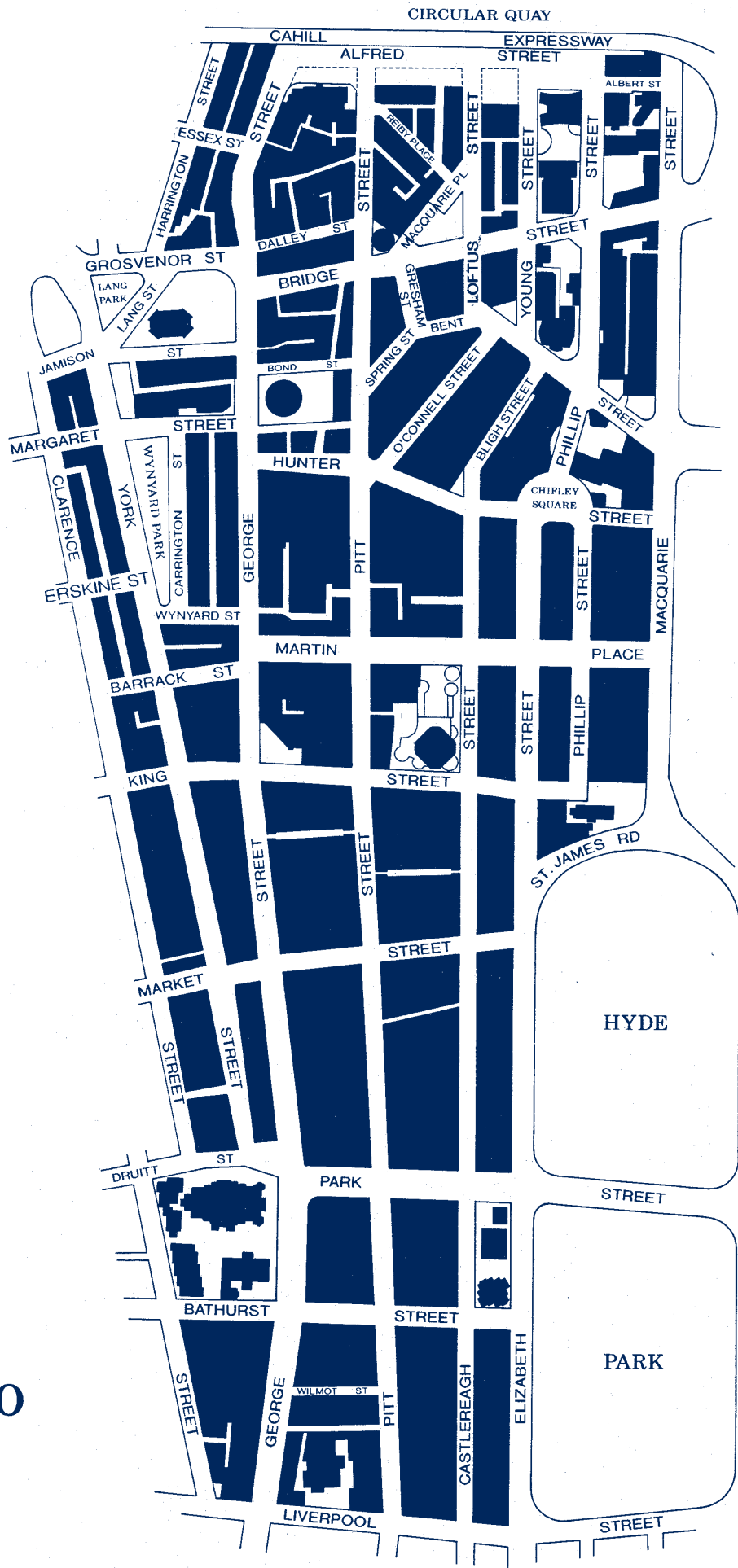
1854





1912





1980



This concern was aired at the Inquiry into the Planning of Central Sydney in 1992 and is recorded in the Report of the Independent Panel. The panel acknowledged that the loss of many of the lanes in the CBI) was unfortunate but was loathe to recommend controls which prevented amalgamations. The panel also recognised that in some circumstances where a proponent might provide a very desirable public amenity as a trade - off, it was conceivable that on balance the loss of the lane could be in the public interest. The panel recommended that in assessing proposals, the Council should give a high priority to the retention of laneways in the CBD. Protection of the more significant lanes through heritage listing was recommended together with assessment of the heads of consideration in Section 90 of the EP and A Act.

Little of Sydney's network of small streets and lanes within the study area remains today. A number of lanes including Ash Street, Palings Lane, Abercrombie Lane, part of Nithsdale Lane, Part of Clarence Lane, Albion Place and a portion of Kent Street were all the subject of negotiations for sale until Council resolved on February 24, 1992 to impose a moratorium on the sale of lanes. These lanes, together with others also proposed for sale at that time are shown on the following map. It should be noted that Ash Street, Palings Lane, Abercrombie Lane and Albion Place are all scheduled heritage items and the sale of these lanes in particular is considered inappropriate in view of their heritage significance, the inherent urban design opportunities they present and the recommendations of the Independent Panel of Inquiry.

Opportunities

Opportunities exist for a number of areas or groups of lanes to be redeveloped as intimately scaled pedestrian precincts with retail, restaurant and service uses. Occasional regular use for events such as speciality street markets might also merit investigation. These areas include:

- > lanes immediately north of Martin Place such as Angel Place, Ash Street and Palings Lane and Hosking Place and Penfold Place;
- > groups of lanes near Australia Square including Curtain Place, Hamilton Street and Bridge Lane;
- > lanes near Circular Quay particularly around Underwood Street and in the group off Crane Place.
- > lanes including Edgar Lane and Douglass Lane which will carry a significant increased level of pedestrian traffic once a major redevelopment of the former Anthony Horderns Store site is completed.

The fragmented nature of the lane network and the small scale and irregular widths of the lanes limit their potential to adequately accommodate the service vehicles for which access to major buildings is required. There is a long term need to co-ordinate and consolidate the access for vehicles to both existing buildings and new developments so that the impact of service vehicles on city streets is minimised and pedestrian amenity is maximised. The widening of lanes may be generally inappropriate. A long term solution might be the provision of common subterranean service corridors in major redevelopments.

There is a major opportunity to enhance the heritage fabric of the built city through the considered conservation and maintenance of the lanes as the context for heritage buildings and as heritage fabric. Appropriate conservation of the lanes would also influence and moderate the existing tendency towards building developments which overscale adjacent buildings and/or public spaces.

Policy for the Management of the Laneway Network

3

As a result of the study, the following heads of consideration emerged for the development of policy regarding the lanes and the management and enhancement of the laneway network.

- > consideration of the significance and role of lanes;
- > assessment of the appropriateness of the disposal of a lane;
- > conditions applicable to developments adjacent to lanes;
- > conditions applicable to the redevelopment of a lane or substitution of a through site link for an existing lane;
- > conditions applicable to the conservation of heritage lanes;
- > pedestrian enhancement and maintenance of lanes.

The following policies are recommended:

The significance of lanes

- > All lanes and small streets are a component of public open space in the city.
- > Lanes listed in schedules 3 and 4 of the Central Sydney Local Environment Plan 1992 and lanes in heritage conservation areas shall not be considered for disposal.
- > Lanes required for the pedestrian network or for vehicular access shall not be considered for disposal.
- > Lanes which provide significant context for heritage items shall not be considered for disposal.

Assessment of the Appropriateness of Disposal of a Laneway

- > Disposal of a lane should only be considered where it can be demonstrated that the development as proposed represents a significant improvement on the existing condition of the lane and disposal will result in the acquisition of a significant public amenity.
- > The recommended method of disposal is long term lease, subject to the provisions of the Roads Bill, 1992 due to be enacted in July 1993.
- > Council shall be satisfied that the following criteria have been met prior to it resolving to lease or otherwise dispose of a lane:
 - (i) The proposed lessee shall own the majority of the property adjacent to the land;
 - (ii) The consent of any other owners of property adjoining the lane shall be obtained;
 - (iii) Council shall be satisfied that the disposal shall not adversely affect pedestrian or vehicular traffic;
 - (iv) The proposed development shall satisfy Council's urban design controls in consideration of Section 90 of the Environmental, Planning and Assessment Act.

Developments Adjacent to Lanes

Developments adjacent to lanes shall:

- > Positively reinforce the function, amenity and form of the lane and reinforce the role of the lane as public open space, by maintaining and enhancing pedestrian access and activity;
- > Maintain a scale of development abutting lanes and small streets which is complementary to adjacent buildings and encourages pedestrian use by providing for retail or other activity on the lane;
- > Disallow bridges and projections over lanes which overshadow the lane, obstruct a view or vista or diminish pedestrian activity at ground level;
- > Ensure the maintenance of the access rights of the public and of other owners of property abutting the lane;
- > Provide vehicular service access as appropriate and respond in design terms to any conflict with pedestrian functions.

The Replacement of an Existing Lane with a Through Site Link

Where it is considered appropriate to replace a lane with a through site link, the following conditions shall apply:

- > The link shall be direct and at ground level and shall provide a direct view through the block;
- > The pedestrian path through the link shall be accessible and shall comply with the provisions of Council's Access Policy;
- > The link shall be extensively top lit for the majority of its length with natural light during daylight hours;
- > The link shall be lined on both sides with retail or other active uses;
- > Retail tenancies shall be fitted with glazed shop fronts;
- > Public access 24 hours per day shall be maintained and protected by means of a public right of way;
- > Through site links shall only be considered where an existing link or existing lane is to be replaced or where identified as appropriate in the pedestrian network.

The Conservation of Heritage Lanes

Where the conservation of a heritage lane is required:

- > Lanes listed in schedules 3 and 4 of the Central Sydney Heritage LEP 1992 -Conservation of Heritage Items, lanes in heritage conservation areas and lanes which form significant context for heritage items shall not be leased or otherwise disposed of.
- > Where work on a listed lane is proposed the AGM Planning and Building shall be notified;

- > Where work on a listed lane is proposed the AGM Planning and Building may require a statement of heritage impact, a conservation plan or a detailed plan of management to be prepared;
- > Listed lanes and lanes in Heritage Conservation areas shall be conserved in accordance with Burra Charter principles;
- > Significant built fabric of the lane such as timber blocks, stone setts and other evidence of the heritage significance of the lane, shall be retained in situ;

Maintenance and Enhancement of Pedestrian Amenity of Lanes

Where a lane is to be retained:

- > Ensure that where a lane is included in the pedestrian network or developed as a shared zone that pedestrians take priority over vehicles;
- > Consider the removal of on street parking in lanes and small streets;
- > Consider measures such as speed limits and speed control devices;
- > Encourage more active uses at ground level in all development applications for premises which abut a lane;
- > Progressively upgrade paving within lanes in accordance with Council's Paving Policy.
- > Provide lighting which is appropriate to the scale of lanes, is of a quality and warmth which is comfortable and attractive to pedestrians and where appropriate supplement daylight with artificial light during daylight hours. Encourage spilt light from retail and other premises within the lane and feature lighting at entrances to premises within the lane;
- > Provide signage in accordance with Council's policies regarding Street Signs, Pedestrian Signage and Outdoor Advertising and ensure that the pedestrian network within the city is legible;
- > Where space permits and use indicates, provide street furniture such as seating, bollards and litter bins;
- > Ensure that any planting and landscaping proposals affecting lanes comply with the Council's Street Tree Masterplan.
- > Ensure that there is consistency and continuity in the treatment of items such as paving, lighting, signage and street furniture throughout the laneway network in central Sydney.

Recommendations for the Management of Individual Lanes

4

A group of recommendations for the management of individual lanes has emerged from the study.

Generally, more than one of these recommendations will apply to any laneway. As a rule the recommendations have not been applied to laneways in private ownership except in those cases where the retention of the lane is considered an essential strategy in the conservation of a heritage item or in cases where public access to the laneway is protected by a right of way.

The recommendations are based on the existing condition of the lanes. The study does not include an analysis of past changes and it is beyond the scope of the study to predict the impact of future proposals for site consolidation and to recommend appropriate building envelopes. Previously laneways have only been considered for sale when a development proposal has been lodged. At this time it is possible to assess the proposed site consolidation, the scale of the development and the resultant building envelope and thus the real impact of a proposal. The study provides a framework for considering a lane as a space which is dependant upon its relationship with abutting buildings and uses. It is a tool for considering and managing developments which seek to replace or alter a lane. The underlying assumption is that all lanes are important open space elements of the city and should be retained unless a redevelopment proposal would provide an enhancement or, improvement of the laneway system and (consistent with the recommendations of the Independent Panel) in return for the provision of a considerable public amenity.

The recommendations for individual lanes are generally as follows:

Heritage Item (or included in heritage conservation area) retain and conserve in accordance with Burra Charter principles

This recommendation is applied to the laneways in the Millers Point Heritage Conservation Area and to those lanes which are scheduled in Sydney Local Environmental Plan 1992 - Conservation of Heritage Items.

Laneway to be retained for pedestrian and/or vehicular access

This recommendation is made for laneways which are included in the pedestrian network/ Central Sydney Strategy 1988 and for those which would be affected by policies regarding pedestrian and/or vehicular traffic.

Laneway to be retained for access to or context of significant heritage buildings

This recommendation is made where a lane is not a heritage item but is required for access (daylight, pedestrian and/or vehicular); or is a significant element in providing the context or appropriate setting for a significant heritage building or group of heritage buildings or other heritage item or archaeological site.

Enhance pedestrian amenity

This recommendation is made where:

- > It is proposed to retain a lane, and/or
- > The lane is included in the pedestrian network
- > The lane offers considerable existing or potential pedestrian amenity.

Disposal of laneway may be appropriate

This recommendation is made when the retention of a laneway is not necessary for:

- > heritage reasons
- > pedestrian amenity and access
- > vehicular access, and
- > there are no apparent urban design opportunities which would be lost as the result of the disposal. or
- > where a lane already in private ownership may be sold at auction to recoup unpaid rates under Section 224(3) of the Local Government Act, 1919.

Summary of Recommendations for Individual Lanes

5

A recommendation for the long term management of each of the lanes in the inventory is summarised below.

Millers Point Conservation Area

1. **Argyle Lane**
2. **Dalgety Terrace**
3. **Ferry Lane**
4. **High Lane**
5. **Lance Lane**
6. **Roden's Lane**
7. **Windmill Steps**

The Recommendation for all laneways in the Millers Point area recognises their significance as elements in a designated conservation area.

Recommendation

All lanes within the conservation area are integral to the context of the buildings in the area and should be retained and conserved in accordance with Burra Charter principles.

8. **Abercrombie Lane**

Abercrombie Lane forms part of a formerly vital pedestrian network bounded by George, Bridge and Pitt Streets and linking through NZI House to Bond Street and Australia Square.

The intersection of George and Bridge Street is the most congested in Sydney for both pedestrians and vehicles. The laneway network has an essential role in dispersing this congestion. Abercrombie Lane is included in the pedestrian network in the Central Sydney Strategy 1988, however the connection to George Street has been blocked since 1990.

Abercrombie Lane provides the opportunity to recapture a pedestrian precinct with a unique scale and quality in the city. In 1968 the lane was a *dramatically narrow pedestrian lane which forms a useful contrast to adjacent Australia Square. It is clearly not coincidence, but the intrinsic quality of the environment... which has attracted a good class of restaurant.* (Pedestrians in the Central Business District, GP Webber 1968).

Abercrombie Lane is Item 9000, in the Central Sydney Local Environment Plan 1992 - Conservation of Heritage Items. The lane has a long history as part of a traditional pedestrian network in the city. The lane appears on William Well's 1850 map of Sydney where it is shown running from George Street to the Tank Stream, parallel to Bridge Lane. In the Central Sydney Heritage Inventory Comprehensive Report, Abercrombie Lane is assessed as follows:

Of significance for its rarity in scale and occurrence in the city. There is an aesthetic significance associated with the ability to view George Patterson House largely in the round, including items such as the specialist crafted metal fire escapes, etc. Of environmental and cultural significance as an important pedestrian amenity, offering an aesthetic experience of the city, old and new.

The lane forms part of a network through a significant group of Heritage Buildings which includes the Metropolitan Hotel, the Bums Philp Building, Liner House, the Darrell James Building and George Patterson House. The first three buildings each have a permanent conservation order under the Heritage Act. George Patterson House is one of the 21 buildings dropped from the heritage LEP by the Central Sydney Planning Committee.

Development approval for the George Patterson House site was granted in 1990. Approval included the amalgamation of part of Abercrombie Lane within the development site and the sale of part of the lane for the sum of \$5,200,000 was proposed by Council.

Development approval has now lapsed. It appears that the sale of the lane would not have secured "a very desirable public amenity" as a trade-off (Central Sydney Planning Inquiry, Report of the Independent Panel, 12.4.11) and that the proposed development would have resulted in the loss to the public of the lane, a listed heritage item. Council has previously expressed the view that George Patterson House should be included in the Central Sydney LEP - Conservation of Heritage Items. As noted in a previous report to Council (Laneways in the City - Assessment of Urban Design and Heritage Significance, February 24, 1992) Abercrombie Lane should be retained in any proposal for the block incorporating George Patterson House.

Recommendation

Heritage Item, to be retained. Conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

11. Bulletin Place

Bulletin Place forms part of the pedestrian network for the city of Sydney as published in the Central Sydney Strategy 1988. The lane provides an important pedestrian link from Macquarie Place to Pitt Street.

The eastern-most portion of the lane is part of the Northbourne Development and is privately owned. Access through this portion of the lane is protected by a public right of way in favour in Council.

The northern edge of the lane is substantially defined by a group of buildings at 16-18 Bulletin Place which are of considerable heritage significance. They are items 2042, 2043 and 2044 in the Central Sydney LEP 1992 - Conservation of Heritage Items and they are all also protected by permanent conservation orders under the Heritage Act. Bulletin Place is regarded as the significant context for this group of buildings.

The relationship between the heritage buildings, Bulletin place and Circular Quay is also regarded as significant early evidence of the social and cultural development of Sydney as a maritime city.

Recommendation

The balance of Bulletin Place to be retained. Enhance pedestrian amenity.

12. Crane Place

This lane runs obliquely from George to Pitt Streets. The lane is abutted by, a number of large developments most of which include title to a parcel of the lane. Council owns the southern L shaped portion which cuts through to George Street. The northern through site link to George Street was provided as a condition of development consent when the Advance Bank was constructed on George Street. Active uses on the lane include the Rugby Club. There are considerable existing and potential opportunities to enhance the pedestrian precinct around Crane Place.

Recommendation

This lane is largely in private ownership. Council portion of lane to be retained. Through site link from Pitt to George Street to be maintained in, any redevelopment, abutting the lane. Enhance pedestrian amenity.

13. Curtain Place

Curtain Place is defined on its northern edge by Australia Square which is Item 2070 in the Central Sydney Heritage LEP. Curtain Place forms part of the pedestrian network in the Central Sydney Strategy 1988.

Recommendation

Curtain Place be retained. Enhance pedestrian amenity.

14. Custom House Lane

Custom House Lane is Item 9015 in Schedule 3 of the Central Sydney Local Environment Plan Conservation of Heritage Items. The laneway is substantially enclosed by heritage listed buildings, including item 2002 Custom House on the northern side and item 2168 Ozaman House and Marist Chapel, 5-7 Young Street, on the southern side. Both items are protected by permanent Conservation Orders under the Heritage Act. This lane is required for access and daylight to these buildings. Custom House Lane is also included in the pedestrian network in the Central Sydney Strategy 1988.

Recommendation

Heritage Item, to be retained. Conserve in accordance with Burra Charter principles.

15. Dalley Street

Dalley Street is included in the pedestrian network in the Central Sydney Strategy 1988. It is anticipated that Dalley Street will be affected by traffic changes proposed for George, Bridge and Pitt Streets. Dalley Street provides a relatively wide direct vehicular route east-west between Pitt and George Street. Vehicular traffic travels one way in an easterly direction. The following significant heritage buildings define the edge of Dalley Street:

- > 4 Bridge Street item 2039 on the Central Sydney LEP - Heritage of Conservation items;
- > 6 Bridge Street item 2035, as above;
- > 51-57 Pitt Street, Burns Philp Building;
- > 234-240 George Street, Anchor House.

Dalley Street is required for pedestrian and vehicular access and for access to heritage buildings. The street also links via Underwood Street and Lane to George and Pitt Street and through Manning Lane to Bridge Street, thus with potential to form part of an intensive pedestrian precinct.

Recommendation

Dalley Street to be retained. Enhance pedestrian amenity.

16. De Maistre Place

De Maistre Place forms part of the pedestrian network in the Central Sydney Strategy 1988. The lane provides vehicular access to premises at 7-13 Hunter Street and 310-320 George Street. Traffic proposals in the George Street Study affect De Maistre Place. Vehicular entrances off George Street are not recommended for approval, consequently De Maistre Place provides a vital opportunity for vehicular access to adjacent sites. Watson House the existing multi-storey building at 308 George Street defines the northern edge of the laneway on its boundary and relies on the laneway for daylighting access to first floor level and above. The laneway is also a link in a critical multi-level network of pedestrian routes to Wynyard Station from Pitt and Hunter Streets. The developments adjacent to the laneway, particularly the Hunter Connection/Australia Taxation Offices at 7-13 Hunter Street fail to relate in scale to the laneway and to their neighbours.

Recommendation

De Maistre Place to be retained. Enhance pedestrian amenity.

17. Empire Lane

Empire Lane is a small service right of way which extends off Pitt Street behind the National Bank and Currency House to 15-17 Hunter Street and the Australian Taxation Offices. The building at 15-17 Hunter Street is listed in the heritage LEP.

Recommendation

This lane is in private ownership.

18. Hamilton Street

Hamilton Street is item 9033, in the Central Sydney Local Environment Plan 1992 Conservation of Heritage Items and forms part of the Pedestrian Network in the Central Sydney Strategy 1988. This laneway is over the site of the tanks from which the Tankstream takes its name and is consequently a significant heritage and archaeological site.

Recommendation

Heritage item, retain and conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

19. Little Hunter Street

Little Hunter street is included in the pedestrian network in the Central Sydney Strategy, 1988. The western boundary of the lane is defined by 10-14 Hunter Street, The NSW Sports Club. This building is protected by a Permanent Conservation Order under the Heritage Act. The laneway provides access and daylight to this building.

Recommendation

Little Hunter Street to be retained. Enhance pedestrian amenity.

20. Loftus lane

The southern section of Loftus Lane provides an east-west link from Young to Loftus Streets. This link is included in the pedestrian network in the Central Sydney Strategy 1988.

The lane also provides vehicular and pedestrian access as well as daylight to a number of buildings including Custom House, Ozanam House and Marist Brothers Chapel, the Gallipoli Chub and 44 Bridge Street.

Recommendation

Loftus Lane to be retained. Enhance pedestrian amenity.

21. Margaret Lane

The southern and eastern sections of Margaret Lane are in private ownership, sold by Council in 1990 for the sum of \$16,000,000 (including valuation fee and road improvements). The private portion of the lane was sold for inclusion in the development site at 11-19 Jamison Street. (see map following). Development approval for this site was granted in 1992.

The eastern portion of Margaret Lane now in private ownership, is included in the pedestrian network in the Central Sydney Strategy 1988. Pedestrians cut through Margaret Lane from Jamison Street south to Westpac Plaza and Margaret Street. Any development at 11-19 should be conditional on the provision of a direct, high quality pedestrian link through the site to Westpac Plaza. The link should conform with policies set out in this Laneway Study.

The western portion of Margaret Lane has been left as a dead end. A turning area at the southern end of this portion is a condition of development approval on the site at 11-19 Jamison Street.

The western portion of Margaret Lane is required for access to the Scots Church or the Scots Church redevelopment site and the premises from 46-58 Margaret Street.

Recommendation

Retain the western portion of Margaret Lane. Any development on 11-19 Jamison Street shall provide a through site link consistent with criteria set out in this policy.

22. Reiby Place

Reiby Place is included in the pedestrian network in the Central Sydney Strategy 1988.

It is also required for pedestrian and vehicle access and daylighting to the Gateway Building and to premises at 20 Pitt Street.

Recommendation

Reiby Place to be retained. Enhance pedestrian amenity.

23. Tank Stream Way

Tank Stream Way is item 9051 in Schedule 3 of the Central Sydney Local Environment Plan. Conservation of Heritage Items. The lane follows the course of the Tank Stream and is a significant heritage and archaeological site. The lane is substantially enclosed by heritage listed buildings at 17-19 Bridge Street and 69-73 Pitt Street.

Recommendation

Heritage item to be retained. Enhance pedestrian amenity.

24. Underwood Street and Lane

This lane is included in the pedestrian network in the Central Sydney Strategy - 1988. It is also required for access to adjacent buildings including a carpark. The western portion of the lane is in private ownership but public pedestrian access to George Street is provided via a flight of steps (see map following). Traffic proposals for both Pitt and George Streets Will result in a greater requirement for vehicle and service access to buildings to be available off lanes such as Underwood Street. This lane and street form part of an extensive pedestrian network linking Pitt, George and Dalley (via Manning Lane) to Bridge Street. There is some active use on Underwood Street. This precinct has significant potential for further development for the pedestrian network.

Recommendation

Underwood Lane and Street to be retained. Enhance pedestrian amenity.

25. Wynyard Lane

Wynyard Lane provides major service vehicle access to buildings on both George and Carrington Streets. This ensures a higher degree of amenity for pedestrians on both these streets due to the absence of vehicle crossings. This lane is unusual in that it provides a direct visual link through a city block. In addition a link in the, pedestrian network, Central Sydney Strategy 1988, crosses the lane from Wynyard Station to Wynyard Park with the result that a reasonable degree of pedestrian activity exists and there is potential for a great deal more amenity.

Recommendation

Wynyard Lane to be retained. Enhance pedestrian amenity.

92. Queen's Court

Queen's Court is a dead end laneway off Dalley Street. The owner of the laneway cannot be traced. The lane provides vehicle access to a number of buildings off Pitt, Dalley and Underwood Streets. Access to all premises abutting the lane is protected by rights of carriage way. A debt to Council of unpaid rates to the amount of \$37,000 has accrued since 1984.

Recommendation

Queen's Court may be sold at auction in order to recoup unpaid rates.

93. Manning Lane

This narrow lane runs between Bridge and Dalley Streets providing a short cut through the block roughly half way between George and Pitt Streets. The lane is not sign posted but is well used by pedestrians with local knowledge.

The existing quality of the lane is poor in urban design terms. The surface treatments, lack of appropriate lighting and signage contribute to an uninspired pedestrian environment which is exacerbated by the overshadowing and enclosure of the northern end of the lane due to the upper levels of the building which is constructed over that end of the lane. Substantial enhancement of the amenity of the lane would be achieved by upgrading the paving, lighting and signage in accordance with Council policy.

This lane was not included in the pedestrian network in the Central Sydney Strategy 1988, however the lane is ideally located to provide an exclusively pedestrian link between the network of lanes around Bridge Lane, Abercrombie Lane and Tank Stream Way and those around Underwood Street and Lane.

A narrow lane appears in the location of Manning Lane on William Wells map of Sydney of 1850. In Dove's 1880 directory of Sydney the lane is indicated as a passage beside the Macarthur Hotel. An archway forms an entrance to the Northern end of the lane. Loxton Printery appears to have occupied a building over the archway. This group of buildings appears to have established the precedent for the mid twentieth century buildings which now abut the lane.

The lane is of doubtful ownership pending the outcome of legal proceedings.

Recommendation

Manning Lane to be retained. Enhance pedestrian amenity. Manning Lane to be investigated for possible inclusion as an addition to Central Sydney LEP 1992.

99. Laneway Behind 261 George Street

This laneway provides access to 236 and 261 George Street. A right of way protects access to properties abutting the lane. 261 George Street is item 2069 on the Central Sydney Local Environment Plan -Conservation of Heritage Items, the lane provides access for daylighting to the upper floors of this building.

The southern end of the laneway is in private ownership (see map following). It is proposed to sell this portion of the lane for unpaid rates. The City Solicitor has advised that the northern section of the lane is in public ownership however adjacent property owners have lodged an appeal.

Recommendation

Sale of the southern portion for unpaid rates is recommended.

28. Moore Steps

Moore's Steps is item 8012 on the Central Sydney LEP - Conservation of Heritage Items. The Steps also form part of the pedestrian network in the Central Sydney Strategy 1-988.

Recommendation

Heritage item, retain and conserve in accordance with Burra Charter principles.

26. Private Lane between 48 and 50 Phillip Street

This laneway runs behind the Chief Secretary's Building on Bridge Street and forms the context for a significant group of heritage items.

An elaborate carriage entrance frames the Phillip Street Entrance to the lane which connects to Phillip Lane and Macquarie Street.

Recommendation

Lane in private ownership. Enhance pedestrian amenity. Maintain lane as context for significant heritage item.

27. Phillip Lane

Phillip Lane is item 9043 in Central Sydney LEP - Conservation of Heritage Items. The northern most portion of the lane is included in the pedestrian network in the Central Sydney Strategy. The laneway provides vehicle access and service to buildings on both Phillip Street and Macquarie Street thus reducing the need for vehicle crossings on either of those streets. The lane is substantially enclosed by buildings which are of heritage significance and it should be noted that Macquarie Street is item 9040 on the Central Sydney LEP - Conservation of Heritage Items. The lane contains significant active uses.

Recommendation

Heritage item, retain and conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

29. Clarence Lane

This lane has largely been sold off. One portion approximately 208.3M2 remains behind 35-43 Clarence Street (see following map). The portion is land locked but accessed from a Right of Carriageway, through the adjacent site to the north. The Western Distributor passes the north western side of the lane and there is little urban design potential for the enhancement of Council's portion of the lane. It is proposed to sell this portion and to relinquish the Right of Carriageway.

Recommendation

The remaining portion of Clarence Lane to be sold. The right of carriage way associated with this portion of Clarence Street be relinquished.

30A. Gas Lane

This lane is contained within the Millers Point Conservation area and from its intersection with Kent Street affords a substantial view of the inner harbour above the roofs of a significant group of heritage buildings.

Recommendation

Included in a heritage conservation area, retain and conserve in accordance with Burra Charter principles.

30B. Jenkins Street

This lane runs north-south off Gas Lane and is also included in the Millers Point Conservation Area.

Recommendation

This lane is in private ownership. Retain and conserve in accordance with Burra Charter Principles. Enhance pedestrian amenity.

31. Napoleon Street Steps

The steps are one of a number of flights of steps which provide east-west pedestrian links in various parts of the city where considerable changes of level occur. They are a characteristic urban design feature in Sydney. The steps are on the boundary of the Millers Point Conservation area and included within it.

Recommendation

In private ownership. Included in a heritage conservation area. Retain and conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

32. Sussex Lane

This lane runs parallel to Kent Street adjacent to the Sydney City Council carpark. The Western Distributor crosses over the north west corner of the site. The southern edge of the lane is defined by a group of terraced shops, 42-54 and 62-66A Erskine Street. These buildings are items 2020-2022 in Central Sydney LEP 1992. The opposite side of the southern entrance to the lane is defined by the Waterside Workers' Federation Building. In a previous report to Council this building was nominated as *"the most important component defining the lanethe scale, texture and modelling of this building provide an effective edge to the lane and represent the opportunity for the development of a peripheral retail and service component within an overall redevelopment of the site"*. The Waterside Workers Federation building was

constructed in 1928. It was assessed in the heritage inventory as: *"of historical and social significance as the purpose - built headquarters for the Waterside Workers' Federation which is still used by this group. Important physical relationship with the main wharf areas of Sydney."*

The building was removed from consideration for inclusion in the heritage LEP because it was affected by an existing development approval.

A redevelopment of the block containing Sussex Lane would seem appropriate. The retention of the Waterside Workers Federation Building together with the listed buildings on Erskine Street is recommended as is the retention of the southern leg of the lane as part of a pedestrian lane or though site link connecting Sussex and Kent Streets.

Recommendation

Disposal of a significant portion of the lane may be appropriate.

33. York Lane

This lane runs parallel to York Street from Margaret to Barrack Streets. It provides a north south link between two city blocks and is included in the pedestrian network for the Central Sydney Strategy 88. The lane is required for access to heritage buildings and for vehicle and pedestrian traffic.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

34. Council Place

This is a t-shaped lane which runs off Clarence Street between 215 and 225 Clarence Street and provides access to the rear of buildings at 352-362 Kent Street. The Lane appears in more or less this configuration in Dove's directory of 1880. At this time it provided a right of way to a number of terrace dwellings and shops from 354-372 Kent Street. The existing buildings from 352-372 Kent Street are listed in the Central Sydney LEP 1992.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

35. Druitt Lane

This lane provides vehicle access to abutting properties and a direct pedestrian link between Kent and Sussex Streets. The lane is included in the pedestrian network in the Central Sydney Strategy 1988.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

36. Druitt Place

Druitt Place is included in the Pedestrian network and provides a direct East-West link between Kent and Sussex Streets for pedestrians and vehicles.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

37. James Lane

This lane is item 9036 and item 8103 in Central Sydney LEP 1992. It is an excellent example of a late 19th century industrial lane. It is of historic significance as it retains its past alignment, surface and edging treatments, including original sandstone and basalt kerb and guttering with remnants of past surface treatments. The lane appears as a dead-end off James Street behind 309-339 Sussex Street in Woolcott and Clarke's map of Sydney in 1854. Between 1910 and 1920 the lane was extended to join Sussex street thereby assuming its present configuration.

Recommendation

Heritage Item, Lane to be retained. Conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

38. James Street

This small street provides a view from Sussex Street to Darling Harbour and is required for pedestrian and vehicle access including access to James Lane, which carries one way traffic from Sussex Street.

Recommendation

Street to be retained. Enhance pedestrian amenity.

39. Lane beside 40 King Street

This lane contains substantial significant early kerbing and paving details. The lane provides context for 40 King Street which is item 2094 on Central Sydney LEP 1992. The lane is also required for daylighting and fire exit access to 304 Kent Street and 42 King Street. The ownership of the lane is currently of doubtful status.

Recommendation

Lane to be retained. Conserve in accordance with Burra Charter principles.

40. Mark Lane

This lane is in private ownership. It runs behind 23-25 King Street which is item 2091 on Central Sydney LEP 1992.

Recommendation

In private ownership, to be maintained for access to heritage building.

41. Newton Lane

This lane runs off Sussex Street between 130-132 and behind 118-130 Sussex Street. The lane is required for vehicle access and fire egress.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

42. Sands Street

Sands Street runs off Bathurst Street through to Sussex Street and behind 259-287 Sussex Street. The lane is required for vehicle and pedestrian access to the Park Royal Hotel. 281-287 Sussex Street is item 4166 on the Central Sydney LEP 1992. Vehicle and pedestrian access is provided off this lane for all the buildings fronting Sussex Street. The portion of the lane behind 259-265 Sussex Street terminates at the Western Distributor. This group of buildings is not a heritage item and the excision of this portion of the lane for inclusion in a redevelopment on these sites may be appropriate. The lane is irregular in shape and used as a short cut by drivers with local knowledge who tend to speed and create a hazard for pedestrians. None of the paving or kerbing materials are significant. Consideration should be given to the widening of the footpaths and realigning of the kerb behind 267-275 Sussex Street as part of any programme of pedestrian enhancement.

Recommendation

Lane to be retained with possible exception of northern portion behind 259-265 Sussex Street, the sale or lease of which may be appropriate. Enhance pedestrian amenity.

43. Lane between 230-232 Sussex Street

This lane is a carriage entrance between two Victorian style shops which front onto Sussex Street. The lane opens into a courtyard in front of a two storey coachhouse and stable building. This complex appears to have been built some time after 1880 since it does not appear in the Dove's Directory of that year. This group of buildings is nevertheless remarkable in the city and has survived in sound condition to this date. The group is not included in the heritage inventory or the heritage LEP. The site was the subject of a current development approval at the time the LEP was prepared and would therefore have been omitted from it. The laneway appears to be part of a significant heritage item which merits investigation for possible inclusion on the Heritage LEP.

Recommendation

In private ownership. To be retained. Investigate for inclusion on Central Sydney LEP - 1992 Conservation of heritage items.

95. Between 69-71 York street

This lane is in private ownership. It contains significant heritage paving and kerbing materials. Heritage buildings: Asbestos House and number 71 York Street about the laneway. The lane merits investigation for inclusion in the heritage LEP.

Recommendation

Lane in private ownership. Lane to be retained. Consider inclusion of lane on Central Sydney LEP 1992 - Conservation of Heritage Items.

44. Angel Place

This lane is included in the pedestrian network in the Central Sydney Strategy 1988. It provides essential vehicle access to buildings along Martin Place including vehicles exiting from the basement of the GPO via a tunnel which runs under Martin Place. The lane also forms part of a unique pedestrian precinct which was formerly enhanced by specialty retail tenancies at ground floor along Angel Place and Ash Street. This precinct presents considerable urban design opportunities for revitalisation as a small scale specialty retail pedestrian precinct. The lane also provides context for many heritage buildings including 354-360 and 348-352 George Street, 4-10 Martin Place and 125 Pitt Street.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

45. Ash Street

This small street is item 9002 in Central Sydney LEP 1992. It is also included as a link in the pedestrian network in the Central Sydney Strategy 1988. Ash Street was formed as the result of a subdivision in 1886 and was once defined for its full length by a number of richly modelled 19th and early 20th Century buildings including on its eastern side the retained facade of Angel House a former 6 storey commercial building. The architectural quality of these buildings and pedestrian amenity of the space rivalled that of Rowe Street which is now largely lost.

In 1964-65 Ash Street was reconstructed by Hooker Corporation to a design and levels suitable for Council in the event of its dedication as a public road because at that time Council perceived a demand for greater vehicle access.

Council resumed Ash Street in 1986 partly as a response to demand for better maintenance and management of Ash Street from adjacent property owners.

A development approval for 117-173 Pitt Street which included the amalgamation of a portion of Ash Street in the site was granted in 1992. A number of objections were raised to that proposal including that the development would:

- > create additional over shadowing of Martin Place;
- > cast shadow on the facade of the former GPO; and
- > overscale Martin Place and adjacent buildings.

The proponent of this development failed to reach agreement on an acceptable price for the area of the lane proposed for sale and had lodged a claim for compensation for Council's 1986 resumption of Ash Street as a public road. The matter has not been resolved and a related matter regarding the ownership of Palings Lane is the subject of legal action. It appears that the proposed sale of Ash Street would have resulted:

- > indirectly in the loss of amenity in Martin Place;
- > the loss of the best opportunity in the centre of the city for the revitalisation of an intimately scaled pedestrian precinct;
- > the loss of a heritage item.

Furthermore, it appears likely that Council would have failed to secure a significant public amenity in exchange for this loss, even assuming that a satisfactory price for the laneway had been negotiated.

Recommendation

Heritage Item to be retained and conserved in accordance with Burra Charter principles. Enhance pedestrian amenity.

46. Barrack lane

This lane is in private ownership.

47. Hosking Place

Hosking Place provides a pedestrian link behind Martin Place from Castlereagh to Pitt Street. This route is included in the pedestrian network. This lane is part of a precinct of small lanes which also presents an opportunity for revitalisation as a pedestrian precinct although to a lesser extent than the Angel Place, Ash Street and Palings Lane group. The lane has a significant degree of enclosure by heritage buildings and is also required for parking and service vehicle access to buildings on Martin Place and Pitt Street.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

48. Penfold Lane

Penfold Lane is in private ownership but required for access between Pitt Street and Castlereagh Street in the pedestrian network in the Central Sydney Strategy 1988.

Recommendation

Laneway to be retained. Enhance pedestrian amenity.

94. Palings Lane

Palings Lane is item 9044 in the Central Sydney LEP 1992 - Conservation of Heritage Items. The LEP listing describes Palings Lane as a *"rare example of a pedestrian route created when the north-south street grid was formed in early Victorian Sydney Pedestrian connections such as this were precursors to the great Victorian shopping arcades"*. A right of way in approximately the location of Palings Lane is shown in Sands Directory of Sydney of 1880.

The lane is part of the Ash Street and Angel Place group and is currently the subject of legal proceedings to establish ownership.

Recommendation

Heritage Item. To be retained. Conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

49. Lees Court

This lane was constructed as part of the reconfiguration of the site for the MLC Centre. It is required for vehicle access from the remaining portion of Rowe Street and from adjacent buildings.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

50. Rowe Street

Rowe Street is item 9049 on schedule 3 of Central Sydney LEP 1992. This small street has had a long history as a premier retail address in the city and the loss of the section of the street now covered by the MLC Centre is often lamented. The remaining portion of this street is included in the pedestrian network in the Central Sydney Strategy 1988 and is required for access to adjacent buildings. The remnant portion of Rowe Street still represents a limited opportunity for pedestrian amenity in the city.

Recommendation

Heritage Item. Conserve in accordance with Burra Charter principles. Retain lane. Enhance pedestrian amenity.

51. State Theatre Laneway

This lane is in private ownership and is included in the area of the State Theatre site which is protected by the permanent conservation order which applies to the theatre.

Recommendation

Laneway to be retained and conserved in accordance with Burra Charter principles.

96. Between 389 and 391 George Street

The lane is in private ownership; ROW's to adjacent properties exist. The lane presents opportunities for a pedestrian link to York Street in the advent of a redevelopment of sites fronting York Street.

Recommendation

Laneway in private ownership.

52. Between 74 and 76 Castlereagh Street

This passage provides fire egress from an adjacent heritage building through a new building to Castlereagh Street. The entrance to this tunnel is via a short flight of steps from Castlereagh Street and is permanently open for 24 hour access. The tunnel represents a total lack of amenity and an appalling debasement of urban space. It is an unacceptable solution to the circulation requirements of both the affected sites and demonstrates the need for adequate design guidelines for through site links.

Recommendation

In private ownership.

53. Lyons Lane

Lyons Lane provides pedestrian and vehicle access to buildings as well as daylight to upper floor levels of buildings on both sides of the lane.

Recommendation

Retain lane. Enhance pedestrian amenity.

54. Hargrave Lane

This lane is required for vehicle access, pedestrian access and daylighting to adjacent buildings.

Recommendation

Lane to be retained. Enhance pedestrian amenity.

55. Haig Lane

This lane runs off Riley Street near the intersection with Cathedral Avenue. A sandstone wall, reputedly convict built, defines one edge of the lane and warrants investigation for possible inclusion in the Central Sydney LEP 1992 - Conservation of Heritage Items.

Recommendation

Lane to be retained. Investigate sandstone wall for possible inclusion in Central Sydney LEP -Conservation of Heritage Items.

56. Beside Sydney Eye Hospital

Lane in private ownership.

57. Market Row

Item 9041 in Central Sydney LEP 1992. Market Row is substantially enclosed by heritage buildings and contains significant materials and surfaces. Sections of the lane behind new developments have been widened in accordance with a practice instituted by the City Engineer. This practice was to impose street widening on laneways to achieve minimum widths of 6.0m for residential lanes and 7.5m for industrial lanes. The practice merits revaluation, particularly with respect to lanes of heritage significance.

Recommendation

Heritage Item. Retain and conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

58. Mullins Street

This lane links York and Clarence Streets behind Queen Victoria Building, forms part of the pedestrian network in the Central Sydney Strategy 1988, provides a through block view to the QVB and is required for vehicle access to buildings on York and Clarence Streets and for vehicle circulation from Market Row which is a listed heritage item.

Recommendation

Retain lane for vehicle and pedestrian access. Enhance pedestrian amenity.

59. Albion Place

This lane is item 9001 in the Central Sydney Heritage LEP, provides an east/west link in the pedestrian network between George and Kent Street and is abutted by a significant group of heritage buildings. The urban design treatment of this lane degrades the heritage buildings and attention should be given to providing a more appropriate context for them.

Recommendation

Heritage item, to be retained. Conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

60. Douglas Lane

This lane is item 9023 Central Sydney LEP 1992. The lane is shown clearly on Smith and Gardener's Map of Sydney, 1855 and is important physical evidence of early industrial Sydney in its scale, and surface treatment. Douglas Lane is also included in the pedestrian network, Central Sydney Strategy, 1988. The lane forms a part of a group of lanes and small streets in the block bounded by George, Liverpool, Sussex and Goulburn Streets. The development of the former Anthony Hordern Store site (World Square) will result in a significant increase in pedestrian traffic through this block. There is the potential to create a predominantly pedestrian precinct in this group of lanes.

Recommendation

Heritage item. Retain and conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

61. Douglas street

This small street is part of a network of lanes in the block bounded by George, Liverpool, Sussex and Goulburn Streets which includes Douglas Lane, Item 9023 in the Central Sydney LEP 1992. The lane is essential to the movement of vehicular traffic through the network and should be retained. There is long term potential for a pedestrian precinct to be based on this group of lanes.

Recommendation

Douglas Street to be retained. Enhance pedestrian amenity.

62. Eager Lane

Eager Lane is part of the network which includes Douglas Lane and Douglas Street above and is required for the circulation of vehicular traffic through that network.

Recommendation

Eager Lane to be retained. Enhance pedestrian amenity.

63. Eager Street

Eager Street is part of the network which includes Douglass Lane, Douglas Street and Eager Lane. Douglass Lane is Item 9023 on Central Sydney LEP 1992. Eager Street forms part of a one way traffic circulation pattern through the network.

Recommendation

Eager Street to be retained.

64. Kimber Lane

This long narrow lane runs parallel to Dixon Street through Chinatown and provides service access to buildings on both Harbour and Dixon Streets. A large Australia Post building at 64-74 Harbour Street is Item 5032 on Central Sydney LEP 1992. This building is also the subject of a permanent conservation order under the Heritage Act. Dixon Street from Hay Street to Goulburn Street is Item 9022 in Central Sydney LEP 1992.

Kimber Lane is an integral element in a city block which is of vital cultural and social significance to the City. The street appears in its present form in Dove's Directory of 1880.

Recommendation

Kimber Lane to be retained. Enhance pedestrian amenity.

65. Alberta Street

Alberta Street is a short narrow street providing a direct link from Goulburn Street to Clark Street.

The site at the southern end of this block has been recently redeveloped for the Federal Police. A landscaped open space at the northern end of the block covers the roof of a carpark which is associated with the Remington Centre Development on Liverpool Street. Alberta Street has been subjected to staged road widenings with each new building developed on the lane. The remaining sites on Alberta Street have now almost all been acquired by one company. Alberta Street would be the street frontage for any redevelopment proposed for the balance of this block.

Recommendation

Alberta Street to be retained. Enhance pedestrian amenity.

66. Central Street

Known as Union Lane in Doves's Directory of 1880 this small street provides a direct through block link for vehicles and pedestrians from George to Pitt Street about midway between Bathurst and Liverpool Streets.

The principal entrance for Central Police Station is off Central Street and forms part of Central Police Court and Station which was built in 1892 and is Item 4151 on Central Sydney LEP -1992. Central Street is required for access to and context of these buildings. Number 8 Central Street is Item 4172 on that LEP. This building is a small brick warehouse building in the Flemish style.

Recommendation

Central Street to be retained. Enhance pedestrian amenity.

67. Cunningham Street

This irregular street runs from Goulburn to Campbell Street and is required for vehicular access to large developments such as the Sydney Plaza Building and Roden Cutler House. Some public open space and a cinema associated with the Sydney Plaza building have frontage to Cunningham Street.

Recommendation

Cunningham Street to be retained. Enhance pedestrian amenity.

68. Foy Lane

This lane runs behind the Southern Cross Hotel and parallel to Wentworth Avenue. The lane provides a direct link from Elizabeth to Goulburn Street and is required for service vehicle access.

Recommendation

Foy Lane to be retained. Enhance pedestrian amenity.

69. Laneway - 614-626 George Street

This lane is in private ownership.

70. Nithsdale Lane

The remainder of this lane is in two portions. The western most portion (A) runs behind the Crown Hotel from Elizabeth Street to Nithsdale Street. This portion of the lane is abutted by, the German Lutheran Church and Goldsmiths House, items 6034 and 6035 on Central Sydney LEP 1992 - Conservation of Heritage Items. This portion should be retained for access to and context of these heritage buildings.

The eastern most portion of Nithsdale Lane (B) runs in an L shape. This portion of the lane terminates behind the new Federal Police Building in Goulburn Street. Other sites abutting the lane are variously vacant or occupied by two storey buildings which are generally either residential or light industrial in character. Most of the sites have been acquired by one owner. The narrowness of the lane, the imposition of the Federal Police Building at the southern end and the small scale of adjacent sites indicate that sale of this portion of the lane might be appropriate.

Recommendation

Portion A of Nithsdale Lane to be retained. Enhance pedestrian amenity.

Disposal of the portion (B) of Nithsdale Lane may be appropriate.

71. Nithsdale Street

This small street runs north south between Goulburn and Liverpool Streets. The street is abutted by buildings which are item 4128 and 4129 on Central Sydney LEP 1992 and is required for vehicle access to several major developments.

Recommendation

Nithsdale Street to be retained. Enhance pedestrian amenity.

72. Parker Lane

This lane runs between Barlow and Hay Streets behind a group of small buildings on George Street which includes the Sydney City Council's Haymarket Branch Library. This building is Item 5024 on Central Sydney LEP 1992. The lane also abuts 181-187 Hay Street which is the subject of Permanent Conservation Order under the Heritage Act.

Recommendation

Parker Lane to be retained as the context for a group of buildings of heritage significance. Enhance pedestrian amenity.

73. Wilmot Street

This small street runs east west between George and Pitt Streets behind the old Water Board Building. There is significant frontage to use activity on this street and it is also required for vehicle access to adjacent buildings. Wilmot Street is included in the Pedestrian Network in the Central Sydney Strategy 1988.

Recommendation

Wilmot Street to be retained. Enhance pedestrian amenity.

77. Dungate Lane

This small dead end lane runs west off Castlereagh Street between the National Australia Bank and the Tudor Inn. A new development on the corner of Pitt and Liverpool Street has access to the lane as does a group of 3 small 2 storey shop and dwellings which are unlisted in Central Sydney LEP 1992.

The lane is required for fire egress from Tudor Inn and the 3 shops and for vehicle access to the National Bank.

Recommendation

Laneway to be retained.

91. Right of way between 369 and 371 Pitt Street

This lane provides access to a service court which is shared by a number of buildings including Fayworth House which is item 4165 on the Heritage LEP and Central Police Court, a heritage item mentioned elsewhere in this report.

Recommendation

Ownership status is doubtful.

100. Adjacent to 33 Foster Street

This short narrow passage way runs off Foster Street behind the buildings at 73-79 Campbell Street. The lane is in private ownership however a debt of unpaid rates has accrued against the property.

Recommendation

Possible sale at auction in order to recoup unpaid rates.

101. Carruthers Place

This small dead end lane east of Pitt Street between beside the Museum Towers development is required for fire and vehicle access to adjacent sites including the Masonic Centre. Ownership is of doubtful status.

Recommendation

Carruthers Place to be retained.

74. Beattie Lane

Beattie Lane is a wide lane which runs between Elizabeth and Randle Streets near Central Railway, roughly parallel to Devonshire Street.

The lane is required for vehicle access to abutting sites including Bloodstock House, a new development at the corner of Randle and Elizabeth Streets. The lane also serves as an ancillary pedestrian route leading to and from Central Station.

Recommendation

Beattie Lane to be retained, enhance pedestrian amenity.

75. Beauchamp Lane

This long thin lane bisects the three blocks bounded by Albion, Commonwealth, Hunt and Mary Streets and would appear to have been primarily for night soil removal. The occupants of the sites adjacent the lane include the Salvation Army and various fashion industry uses as well as the Chinese Community Centre and the Chinese Masonic Centre.

Of the buildings abutting the lane only the Hollywood Hotel at 7 Hunt Street is listed as an item of heritage significance in Central Sydney LEP 1992, however the area would appear to be of some significance particularly as a representation of the diversity of social, cultural, ethnic, residential and industrial activity traditionally associated with this part of Sydney.

Recommendation

Beauchamp Lane to be retained. Investigate this lane and abutting properties for possible inclusion in Central Sydney LEP - Conservation of Heritage Items.

76. Blackburn Street

Blackburn Street is item 9006 in the Central Sydney Heritage LEP 1992.

This street is assessed as being, "of environmental significance for its contribution to the interpretation of Sydney's Victorian Street configuration in a district characterised by twentieth century warehouse buildings and of historical significance as physical evidence of the development of warehousing activities adjacent to Central Railway and yard."

Recommendation

Heritage Item. To be retained. Conserve in accordance with Burra Charter principles. Enhance pedestrian amenity.

78. Foster Lane

This lane is required for vehicle and fire access to adjacent properties including Elizabeth House which is listed on the RAIA register of 20th century buildings of significance.

Recommendation

Foster Lane to be retained. Enhance pedestrian *amenity.

79. Goulburn Lane

This short lane runs east west between Brisbane and Commonwealth Streets. The premises at 43-51 Brisbane Street, the Motor Traders Association is item 6003 in the Central Sydney LEP 1992. Redevelopment of the Mark Foy's Warehouse and adjacent properties on the northern side of the lane is proposed, the proposed use is residential.

Recommendation

Goulburn Lane to be retained. Enhance pedestrian amenity.

80. Hands Lane

Hands Lane runs north south between Foster and Reservoir Streets - and abuts item 6038, 52-60 Foster Street which is included on the Central Sydney LEP - 1992. The lane provides significant vehicle access and fire egress to, abutting sites.

Recommendation

Hands Lane to be, retained. Enhance pedestrian amenity.

81. O'Loughlin Street

O'Loughlin Street is an L shaped street which runs from Kippax to Holt Streets, surrounding a vacant site which is occupied as an open carpark associated with News Limited whose building opposite on Holt Street is item 6045 on Central Sydney LEP 1992. Properties on the opposite side of O'Loughlin Street consist of relatively low (4-6 storey) warehouse or light industrial buildings. A number of these properties have O'Loughlin Street as their principle address. The street is required for pedestrian and vehicle access to these buildings. Hibernian House, 328-344 Elizabeth Street abuts the lane way. This building is item 6047 on the Central Sydney LEP 1992.

Recommendation

O'Loughlin Street to be retained. Enhance pedestrian amenity.

82. Randle Lane

This lane is adjacent to the Sydney Dental Hospital which is item 6029 in the Heritage LEP. 11-13 Randle Street on the opposite side of the lane is also listed (item 6036). The lane is required for vehicle pedestrian and daylight access to heritage buildings and as the significant context for the dental hospital, the unique form and design of which is in part due to its site specific design.

Recommendation

Randle Lane to be retained. Enhance pedestrian amenity.

83. Terry Street

Terry Street is a short street between Kippax and Foveaux Streets which runs out almost opposite the northern end of O'Loughlin Street.

A small group of terraces between the Aurora Hotel and the Commonwealth Bank is occupied by various clothing manufacturers and associated businesses. This group and its use are representative of both the scale of early development and the social and industrial uses of the area. The group merits investigation for possible inclusion in the heritage LEP.

Recommendation

Terry Street to be retained. Enhance pedestrian amenity. Consider Terry Street and the terraces at 15-31 Terry Street for inclusion in Central Sydney LEP - 1992.

84. Waine Street

Waine Street runs behind the Ansett Pioneer bus depot on Riley Street. The street is used by buses arriving at the depot and for vehicles and pedestrians entering buildings on the other side of Waine Street. The Greetings Hotel has its principle frontage to Waine Street.

Recommendation

Waine Street to be retained. Enhance pedestrian amenity.

85. Weimyss Lane

Weimyss Lane runs parallel to Wentworth Avenue from Wentworth to Goulburn Streets. Wentworth Avenue is item 9056 on Central Sydney LEP 1992. The lane provides context for the buildings from 4-44 Wentworth Avenue which are covered by this listing.

Recommendation

Weimyss Lane to be retained. Enhance pedestrian amenity.

86. Wrights Lane

Wrights Lane is an irregular lane which runs from Reservoir to Mary Streets. The lane provides access to adjacent buildings for vehicles, pedestrians and daylight. The northern entrance to the lane is blocked by gates which are kept locked by adjacent owners, ostensibly as a security measure. None of the adjacent properties appear to be of heritage significance. It is reasonable to assume that the sale of this lane could result in the consolidation of the block bounded by Elizabeth, Albion, Mary and Reservoir Streets and a redevelopment comparable in scale to Centennial Plaza on the opposite side of Albion Street. A through site link should be required in any redevelopment of the site.

Recommendation

Disposal of the lane may be appropriate.

97. Lane between 29-31 Oxford Street

This lane adjacent to a supermarket is in private ownership. A debt of unpaid rates has accrued against the lane.

Recommendation

Possible sale for unpaid rates.

87. Bijou Lane

Bijou Lane runs off Quay Street between her Majesty's Theatre and the Country Comfort Hotel (formerly Central Plaza Hotel). A number of other major developments abut the lane including the Golden Gate Plaza Hotel and Xerox House.

The lane is required for vehicle, pedestrian and daylight access to these developments.

Recommendation

Bijou Lane to be retained. Enhance pedestrian amenity.

88. Rawson Lane

This lane runs behind Dakin House and terminates at Pitt Street. The lane frames a magnificent view of the Clock Tower at Central Railway Station. A number of buildings abutting the lane are of heritage significance including Station House (item 5044), Dakin House (item 5045), and Christ Church of St Lawrence School and Rectory which are the subject of a PCO.

The lane is required for access to heritage buildings and as significant context for those buildings.

Recommendation

Rawson Lane to be retained. Enhance pedestrian amenity.

Wylde Street Area

90. McElhone Stairs

The stairs connect Brougham Street to Victoria Street near Garden Island. They are one of a small number of similar flights of steps, such as Moore's steps at East Circular Quay, which are a characteristic urban design feature of Sydney in response to the considerable changes in level which occur at various points around the harbour.

Recommendation

McElhone Steps to be retained. Enhance pedestrian amenity. Investigate for possible inclusion in Central Sydney LEP 1992.

References

1. Report of the Independent Panel, Central Sydney Planning Inquiry, August 1992 Clause 12.14.11.
2. Ashton, Paul, *The Accidental City* Allen & Union, Sydney, 1993
3. Resolution of, Council, 24th February 1992: Laneways in the City of Sydney Assessment of Urban Design and Heritage Significance.
4. PLANES stands for Property Land and Network Spatial which is Council's land information data base system.
5. Report of the Works Committee, Tuesday, 11th September 1906. "Swan St Purchase of". A letter dated 25th August 1906 from Messrs Read and Read stating that they have been instructed by Mr Samuel Hordern to inform the Council that he is prepared to accept Council's offer to sell him the portion of Swan Street mentioned in his letter to the Council and asking for particulars of the Council's title to the land so that the matter may be proceeded with.
6. Minute Paper prepared by Urban Services engineering, 27th January 1993 entitled "closure and sale of public lanes and roads - History".