

SYDNEY & MELBOURNE BUILDINGS CONSERVATION MANAGEMENT PLAN



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**for the
ACT Government**

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EXECUTIVE SUMMARY

This conservation management plan for the Sydney and Melbourne Buildings in Canberra City, provides a sound basis for the good management and conservation of this place and its heritage significance. This conservation management plan:

- describes the historic buildings and the surrounding area;
- provides an overview of the history of the place;
- offers evidence related to historic and aesthetic values;
- analyses this evidence and provides a statement of significance for the place;
- considers opportunities and constraints affecting the management of the buildings; and
- provides a conservation policy and implementation strategies to guide management and conservation.

The Sydney and Melbourne Buildings are entered on the ACT Heritage Register under the *ACT Heritage Act 2004*. This listing protects the heritage values of the place, and suggests the need to prepare a conservation management plan as part of the standard approach to the good management of a heritage place.

The Sydney and Melbourne Buildings are the iconic heart of Canberra City as the commercial centre of Canberra and the national capital. Dating from 1926 but not completed until 1946, they are landmark buildings which defined the character of Canberra City from the beginning and they continue to contribute to the urban quality of their important locality despite many changes to the city around them. The Sydney and Melbourne Buildings have a range of heritage values related to their architectural style, large scale as commercial buildings from the period, unique form of development, and historical associations.

The conservation management plan considers a number of implications arising from this heritage significance, as well as a range of other legislative, management, physical and stakeholder issues. The range of constraints and opportunities have been used as the basis for the development of a set of conservation policies and implementation strategies including those related to:

- training, consultation and liaison;
- conservation of the buildings and their courtyards;
- the broader setting for the buildings;
- use of the place;
- new development; and
- interpretation.

Key policies and strategies are provided which relate to the following issues:

- achieving coordinated management for the buildings given their many owners;
- non-original shopfronts;
- interior changes which impact on external fabric;
- encouraging the opening-up of enclosed first floor verandahs;
- signage;
- external lighting;
- lease amalgamations;
- colonnade paving;

- a large number of maintenance and repairs works, including external re-painting;
- a long-term coordinated approach to the provision of airconditioning plant, and the location of new or replacement plant; and
- keeping any changes such as additions below the ridge lines.



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1. INTRODUCTION

1.1 BACKGROUND AND PROJECT OBJECTIVES

The ACT Economic Development Directorate has commissioned this conservation management plan to help provide practical guidance and the appropriate management framework for the Sydney and Melbourne Buildings (see Appendix A for details of the project brief). The buildings are entered on the ACT Heritage Register under the ACT *Heritage Act 2004*. This listing protects the heritage values of the place, and suggests the need to prepare a conservation management plan as part of the standard approach to the good management of a heritage place. A copy of the ACT Heritage Register citation is reproduced at Appendix B.

The buildings themselves are in private ownership and the service courtyards or laneways are ACT Government property.

The need for a conservation management plan is enhanced because of a range of current or likely projects which will directly impact on the Sydney and Melbourne Buildings, or which will change the areas around the buildings. The development of the plan has been structured to enable close interaction between the evolving plan and the design projects, mindful of the imperative to protect heritage values.

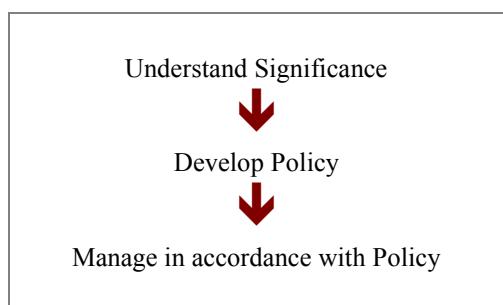
ACT Government support to develop this conservation management plan will help with effective management of the publicly-owned parts of the Sydney and Melbourne Buildings heritage place, as well as guide and facilitate developments in the vicinity of the buildings. The plan will also help the many private owners of the buildings with the management of their components – recognising that developing such a plan would be difficult to achieve without Government support, given the large number of owners.

1.2 CONDUCT OF PROJECT

The methodology adopted for this plan is in accordance with *The Burra Charter – The Australia ICOMOS Charter for Places of Cultural Significance* (Australia ICOMOS 2000). This can be summarised as a series of steps as shown in Figure 1 below.

Figure 1. Basic Steps of Conservation Management Planning

Source: Australia ICOMOS 2000



The plan has also been structured to meet the requirements of ACT Heritage which are defined in the document ACT Government Agency Heritage Guide for Compliance with ACT Heritage Legislation (ACT Heritage nd).

The preparation of this conservation management plan has involved a range of consultations, research, inspections and analyses (Chapters 2 – 5). These provided a sound understanding of the place, and led to the preparation of a statement of significance. This work also provided an understanding of the constraints and opportunities related to the current and future management of the place. The statement of significance (Chapter 6) and the information about constraints and opportunities (Chapter 7) were used as the basis for developing a conservation policy and implementation strategies (Chapter 8).

To some extent, this plan has built or drawn upon the 1993 conservation management plan for the buildings (Philip Cox, Richardson, Taylor & Partners 1993).

1.3 PURPOSE OF REPORT

The purpose of this report is to provide a conservation management plan for the Sydney and Melbourne Buildings consistent with the obligations under the ACT *Heritage Act 2004*, including an understanding of its heritage values (Chapter 6), and conservation policies and implementation strategies for its future management (Chapter 8).

1.4 LIMITATIONS

The following factors limited the work undertaken as part of preparing this plan:

- the buildings interiors were not considered in detail, although some general comments and guidance are offered;
- the history of the individual blocks is not comprehensive;
- the digitised versions of the *Canberra Times* and *Queanbeyan Age* available on the National Library website are only available up to 1954 and 1927 respectively, and searching for information from these sources after these dates was not undertaken;
- National Archives of Australia and ACT Government historical files were not accessible; and
- the social values of the buildings have not been subject to detailed research, including aspects related to design and aesthetic qualities.

This conservation management plan generally conforms with *The Burra Charter* (Australia ICOMOS 2000) and with the requirements of ACT Heritage, except for the limitations above.

1.5 CONSULTANTS

The consultants for the project are Duncan Marshall, Geoff Butler, Dr Joy McCann and Brendan O’Keefe.

1.6 ACKNOWLEDGMENTS

The consultants wish to acknowledge the kind assistance of the following people and organisations.

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David Clarke Architects
ACT Heritage
Quest Apartments

2. LOCATION, BOUNDARIES, DESCRIPTION AND ASSOCIATED PLACES

It is important to understand what is the place being considered in this conservation management plan. Accordingly, information about the location and boundaries of the Sydney and Melbourne Buildings are provided below, along with a description of the buildings and information about associated places.

2.1 LOCATION AND BOUNDARIES

The Sydney and Melbourne Buildings are located in the heart of Canberra City. They are bounded by London Circuit, East Row, Alinga Street and West Row, with Northbourne Avenue running between them. The Sydney Building occupies all of Section 48, City, and the Melbourne Building occupies all of Section 1, City.



Figure 2. Location Plan for the Sydney and Melbourne Buildings

Source: Base map Google Maps

Sydney and Melbourne Buildings



Figure 3. Block and Section Plan for the Sydney and Melbourne Buildings
Source: ACTMapi



2.2 DESCRIPTION

This section provides a brief description of the buildings as part of developing a good understanding of the heritage place. Some text has been drawn from the 1993 conservation management plan (Philip Cox, Richardson, Taylor & Partners 1993).

Overview

The Sydney and Melbourne Buildings are broadly similar buildings. They are two storey buildings and each is bisected, north-south, by a laneway and service courtyard with mature Plane trees. On all sides of the buildings, the ground floor is an arcade created by arched colonnades, with arched windows on the internal wall line, and the original first floor verandahs have either been retained or enclosed.

The buildings are of painted rendered brickwork with a Cordova terracotta tile roof to the street frontages (also called Roman or barrel tiles).



Figure 4. Eastern elevation of the Melbourne Building facing Northbourne Avenue

Source: Duncan Marshall 2011

General Description

The Sydney and Melbourne buildings are constructed to the same basic concept plan. Each building is two storey and covers a city block. A number of parts of the buildings also have a basement level – in particular, part of the former government-owned section of the Melbourne Building, northwest, and Block 2 of the Sydney Building. A continuous 3.6 metre wide colonnade runs around the perimeter of the buildings. Ground level shops face onto the colonnades and wrap around central service courtyards. The service courtyards are accessed through a short laneway in the south and north elevations.

The buildings were originally designed with a 2.4 metre wide verandah to the perimeter of the first floor. This has been retained or restored along West Row and parts of Alinga Street, but otherwise these verandahs have been glazed and the space incorporated into the interiors. In some cases window-mounted airconditioners have been installed.

The buildings construction is double brick perimeter walls. Walls on the street elevations and at the laneways are rendered and painted. Walls facing onto the courtyards are generally face brickwork. However, the courtyard walls of the western part of the Melbourne Building are also rendered and painted. Internal dividing walls between blocks are rendered and painted

brickwork. Partition walls are either rendered brickwork or timber framed plasterboard.



Figure 5. Detail of elevation on East Row – note different aged infill treatments for verandahs, and window mounted airconditioners

Source: Duncan Marshall 2011

The colonnade columns are generally reinforced concrete cast on site. However, the columns for the northwest section of the Melbourne Building were pre-cast. The first floor verandah columns are reinforced concrete cast on site.

The buildings are constructed around reinforced concrete post and beam frames, all cast on site. Floors are generally timber framed and with tongue and groove boards. Basement floors and floors to wet areas are reinforced concrete slabs, as are the floors and verandah floors in the northwest section of the Melbourne Building.

The roofs are timber truss structures clad in Cordova terracotta tiles to the street frontages. Flat roof areas are metal sheet. More recent new or replacement sections of roofing use profiled zincalume tray-decks. Some pitched roofs may be clad in corrugated asbestos cement sheet (this was noted in 1993 but no complete inspection was undertaken of the roof for this plan). In some cases airconditioning plant is mounted on roofs, and this is visible from the surrounding streets.



Figure 6. View of Sydney Building from City Hill – note airconditioners rising above roof line

Source: Duncan Marshall 2011

The colonnades are paved in quarry or other glazed tiles, and a few sections bitumen. The original concrete finish is visible under some sections of bitumen. In some parts there is a step between the colonnade and the adjacent footpath, while in other parts there is no step.

The junction between colonnade paving and footpath is marked by a concrete tread or paving stone where there is a step, and even in some cases where there is no step. There appear to be various types of treads used. The courtyards have bitumen paving.



Figure 7. Section of bitumen paving in colonnade of East Row – note original concrete finish underneath

Source: Duncan Marshall 2011

While the interiors of the buildings were not subject to detailed or systematic inspection, a number of observations were made. The interiors have been subject to a wide range of changes as part of various refurbishment projects. These have resulted in changes to layouts, ceiling heights and materials. While a few parts of the buildings retain a reasonable sense of their original interiors, such as at the ground floor, northeast corner of the Sydney Building, most of the interiors have been substantially modified. The partial or complete lowering of ceilings on the ground floor is a common change, though often the new ceiling angles or steps up to allow the full height of the ground floor arched shopfront to be expressed.



Figure 8. Foyer of the Quest Apartments with floor finish and stair details which appear to be from about 1953 – after a fire in that year

Source: Duncan Marshall 2011

The condition of the buildings varies from poor to good, and there are many deteriorated finishes and elements.

Building Elements

Facades

The facade is two storeys high and consists of an arched colonnade at ground level and rectangular openings to a first floor verandah, which are mostly now enclosed.



Figure 9. Solid splayed corner bay at the Alinga Street/West Row corner

Source: Duncan Marshall 2011

The street elevations feature solid bays at the splayed building corners, centrally along the east and west elevations, and as framing elements either side of the laneways to the service courtyards on the north and south sides. These bays have parapeted gables with a small pediment framed by bracket moulds, a double storey arch with an ancon at its crown acting as a visual keystone, and an intermediate panel marking the storeys. The central and laneway framing bays have recessed side panels with open doorways and originally open windows, the latter now mostly glazed. Each bay of the facade is punctuated with a rondel at first floor level.

The decorative façade elements include rondels and shields which are precast concrete elements. The mouldings to openings and parapets are concrete cast on site.

The guttering is 125 mm ogee eaves gutters. Decorative timber ‘out-lookers’ at the end of each truss rafter butt up to the back of the gutters.

Colonnades

A 3.6 metre wide pedestrian colonnade encircle the buildings at ground level. The outer face of the colonnade is formed by the facade of the building. The internal face of the colonnade closely follows the arched elevation of the shop fronts.



Figure 10. Section of the Northbourne Avenue colonnade of the Melbourne Building

Source: Duncan Marshall 2011

The shopfronts installed into each arch display a wide variety of construction – including timber, steel and aluminium framed, or frameless glass windows or doors, and metal or paint

finished. Some original painted metal shopfronts survive, such on the southwest corner of the Sydney Building. An original narrow decorative frieze panel survives in many instances, which forms the transom which divides the lower shopfront from the highlight in the arch. Original highlights are metal framed and multi-paned, with a central openable hopper. Some highlights have been painted out. A variety of skirting materials are used, of varying height, which finishes the colonnade wall at ground level.



Figure 11. Colonnade on East Row – note painted original highlights, the variety of modern shopfront treatments, and signage
Source: Duncan Marshall 2011



Figure 12. Colonnade on West Row
Source: Duncan Marshall 2011



Figure 13. Original shopfronts on the London Circuit colonnade of the Sydney Building
Source: Duncan Marshall 2011

The ceiling of the colonnade is generally paint finished asbestos(?) cement sheet with timber cover-strips and timber cornices to the perimeter. In the northwest section of the Melbourne Building it is the painted soffit of the verandah slab above. Floor beams for the verandahs run across the colonnade below ceiling level. A decorative and non-structural column capital is fixed to the wall below each end of the beam.

There is a wide variety of signage suspended from the colonnade ceiling or from the walls. A few interpretive signs are wall mounted. Lighting is generally ball fittings mounted on the ceilings or ceiling beams. There are many surface mounted conduits.



Figure 14. Interpretive signage in the Melbourne Building colonnade

Source: Duncan Marshall 2011

Verandahs

At first floor level a 2.4 metre wide verandah, now mostly enclosed, encircles the buildings. Brick or concrete walls divided the verandah at each block boundary. Except for the northwest section of the Melbourne Building, the verandah floor is constructed on reinforced concrete beams with timber joists spanning between them. The verandahs are finished in tongue and groove timber boards.

In the case of the northwest section of the Melbourne Building, the verandah floor and beams are both reinforced concrete. A topping slab was poured over the main slab and sloped to a spoon drain at the perimeter of the verandah. The slab has been paved with tiles.

The external walls of the verandah are rendered brickwork to 1.2 metres high, and were originally all open above to the lintel level of approximately 3 metres. The inside face of the verandah is rendered brickwork, paint finished. Access to the open verandahs on West Row is provided by timber framed glazed French doors. A doorway is provided in the middle of each bay, with glazed sidelights and a highlight. These open verandahs are divided with stained timber glazed panels.



Figure 15. Alinga Street elevation of the Melbourne Building with open Verandah
Source: Duncan Marshall 2011

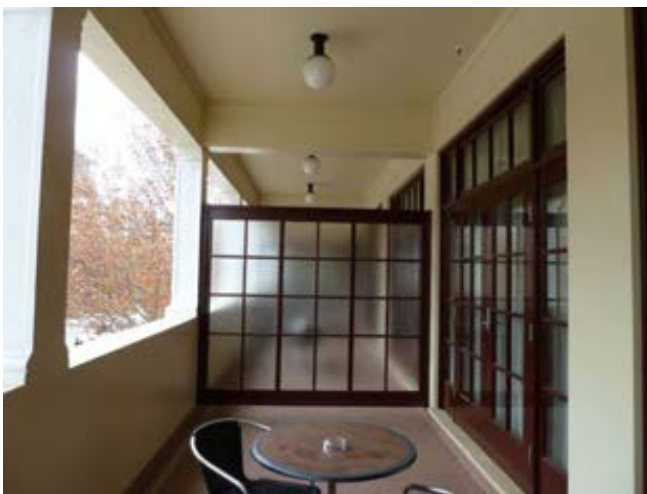


Figure 16. Open Verandah on West Row
Source: Duncan Marshall 2011



Figure 17. East Row elevation of the Sydney Building with enclosed verandah
Source: Duncan Marshall 2011

Courtyards

Service and delivery access to the buildings is generally provided from the courtyards.

The walls facing the courtyard are generally red face brickwork. Windows and doors facing onto the courtyard are timber or metal framed, some windows being double hung timber sashes, others being metal framed, and all paint or metal finished. Many windows have metal security bars. Some windows facing Verity Lane have been panelled over in metal.



Figure 18. Sydney Building courtyard
Source: Duncan Marshall 2011



Figure 19. Sydney Building courtyard – note wall mounted services
Source: Duncan Marshall 2011

An exception to the courtyard finishes outlined above is the northwest section of the Melbourne Building. In this section, the courtyard walls are rendered and painted brickwork, with blind (originally actual) windows, painted timber framed windows, and doorways. This section of the building was constructed up to 4 metres from the rear boundary on the whole ground floor – there was originally a boundary wall, bicycle shelters and a courtyard in this space. The first floor extends to the rear in three wings, with enclosed light courts of equal width between.

There are numerous wall mounted services such as airconditioners, ductwork and conduits.



Figure 20. Early/original electricity substation in the Melbourne Building courtyard

Source: Duncan Marshall 2011

In the centre of each courtyard a row of Plane trees has been planted inside traffic islands. The mature trees dominate the courtyards.

An electrical substation is constructed in the centre of each courtyard, in the middle of the rows of trees. Construction of the Melbourne Building substation, which appears to be of an early, possibly original date, is rendered and paint finished brickwork with timber doors. The more modern Sydney Building substation is a metal clad structure.

2.3 ASSOCIATED PLACES

The Sydney and Melbourne Buildings are associated with the street layout of Canberra City, notably the bounding streets for the buildings and especially with the landscape of Northbourne Avenue leading up to City Hill. By occupying two whole city blocks, the buildings give a strong expression to the original street layout. In addition, the broad and formal character of Northbourne Avenue, and the placement of the two buildings either side of the avenue at the southern end of current building development along the avenue, creates an urban composition of some value.



Figure 21. View of the Sydney and Melbourne Buildings and Northbourne Avenue from City Hill

Source: Duncan Marshall 2011

3. OVERVIEW HISTORY

Introduction

The history set out below deals with aspects of the social history of the Sydney and Melbourne Buildings, rather than with their architectural history. The latter has been covered by Rosemarie Willett in the July 1993 Conservation Management Plan for the buildings prepared by Philip Cox, Richardson, Taylor and Partners (that history was originally prepared in 1988). However, the current history does fill something of a gap in the architectural history by identifying those architects who supervised the construction of the buildings or who were early leaseholders and thus investors in the buildings.

The first part of the history consists of an overview, covering the sale of the two city sections on which the Sydney and Melbourne Buildings were erected – Section 48 and Section 1, respectively – the construction of the buildings, the builders, early leaseholders, occupants and uses. The second part of the history is a lot-by-lot account of what the research has revealed about the construction, occupancy and use of each allotment in the two buildings, provided in Appendix C. For reasons outlined below, this account is not comprehensive, but should be taken as a starting point for an in-depth study of each allotment. Such a study, which would amount to sixty separate histories, or one for every allotment, is far beyond the scope of the current plan. It could be undertaken piecemeal as needed to amplify and modify the material presented here.

It will become apparent that the quantity and quality of information about individual allotments varies greatly, that more information is available for earlier periods rather than later, especially after 1954, and that the information is better for the Sydney Building than it is for the Melbourne Building. There are several reasons for this. One of the most surprising is that, while a degree of research has been undertaken on some of the better-known occupants of the two buildings, it was discovered that relatively little research has been carried out overall. It is almost as though the buildings, so well known to Canberrans, have been taken for granted as far as recording their history goes.

From the earliest days, too, quite a number of government departments and instrumentalities leased a substantial amount of office space in the two buildings. Their occupation of such office space over a long period has tended to be overlooked in the limited research that has been carried out. The focus has been more on private businesses using the buildings rather than the important and long-term use by government bodies.

In relation to the comparative amount of information available about the two buildings, the Sydney Building was completed and occupied earlier than the Melbourne Building – the last 40 per cent of which was not finished until February 1946 – and, as such, it simply has a longer history than the Melbourne Building. The preponderance of information about the two buildings in earlier years, particularly before 1955, derives from the availability of sources. An outstanding source of information is the digitised versions of the *Canberra Times* and *Queanbeyan Age* available on the National Library website. But currently, the *Canberra Times* has only been digitised up to the end of 1954 and the *Queanbeyan Age* up to the end of 1927.

Another major factor affecting the availability of source material for all periods was the lack of file sources. Although access requests were submitted to the National Archives

early in this project for the clearance of a number of files on the two buildings, none of them have so far been cleared. It is also a reflection of the lack of research that has been carried out on the two buildings that all of these files have never before been cleared for public access! In addition to the files requested at the National Archives, requests were made to the ACT Government via Archives ACT for approximately twenty files dealing with leases in the two buildings. None of these files, which had been transferred from Commonwealth custody to the ACT, have been made available.

The material presented in this report has been compiled from the sources that were available during the project and, inevitably and as will be seen, there are gaps, anomalies and outright contradictions. These can only be made good by extensive further research. One of the maddening features of the available source material is that it provided conflicting information or absolutely failed to specify what building or lot a particular tenant or shop occupied. Such, for example, is the case with Verity Hewitt's bookshop. Canberra's first 'serious' bookshop, she opened it in East Row in the Sydney Building on 1 April 1938, reputedly above what used to be Leo's Cafe. Unfortunately, it seems that Leo's Café was on Northbourne Avenue, rather than on East Row. The bookshop subsequently moved location several times, at one point occupying premises next door to the Blue Moon Café.¹

It should finally be noted that the terms 'allotment' or simply 'lot' have been used throughout this history to refer to each separate leasehold in the City sections – nos. 48 and 1 – occupied by the Sydney and Melbourne Buildings. The term used at the time was 'block', but this was dropped because it was felt that it might cause confusion with 'section' or other large area of urban land. However, the term block is now in use again.

Early Plans for Civic

In April 1911, the Commonwealth Government announced that an international competition was to be held for a design for the new federal capital of Australia. The competition was launched in September of that year and, in May 1912, the competition judges awarded first prize to the design submitted by Walter Burley Griffin of Chicago. In his original 1911 plan, Griffin fixed on the northern side of the Molonglo River as the location for the city's commercial, administrative, cultural and recreational activities. Originally, he envisaged that Civic Centre, as its name implies, would serve as the site for Canberra's administrative or municipal functions, as well as for the general post office, law courts, corporate offices, and banks and other financial institutions. The Centre would be bounded by a great hexagonal road of boulevard dimensions which he called City Circuit, but which was re-named London Circuit in the early 1920s. The great hexagonal boulevard would surround City Hill, with a large civic or municipal building crowning the hill, and offices or shops surrounding the Civic Centre.²

On the same side of the Molonglo River, Griffin located the city's commercial activities in a Market Centre 1.75 miles southeast of his Civic Centre, along the Municipal Axis (now Constitution Avenue). The Market Centre was situated at the point where the Municipal

¹ *CT*, 2 Apr 1938, p. 4; Suzanne Edgar, 'Fitzhardinge, Hope Verity (1908-1986)', *Australian Dictionary Of Biography (ADB)*, vol. 17, pp. 396-7; <http://www.legislation.act.gov.au/di/2006-177/current/pdf/2006-177.pdf>, p. 7.

² Parliament of Australia, Senate, *Report from the Select Committee appointed to inquire into and report upon the Development of Canberra* (hereafter: *Senate, Report ... upon the Development of Canberra*), Canberra, Commonwealth Government Printer, September 1955, pp. 49, 54; O.H.K. Spate, 'Social Structure and Function', in H.L. White (ed.), *Canberra: A Nation's Capital*, Canberra, Australian and New Zealand Association for the Advancement of Science, 1954, pp. 234-5.

Axis met the eastern arm of the Parliamentary Triangle. The site is now occupied by the Russell Defence complex. In his revised plan of October 1913, Griffin showed a Recreational Group of institutions, mostly of a highbrow nature, arrayed along the southern side of the Municipal Axis between his Civic and Market Centres.³

This schema underwent a considerable modification after Griffin's appointment as Federal Capital Director of Design and Construction was terminated at the end of 1920. In his place, the Commonwealth Government established the Federal Capital Advisory Committee (FCAC) to inquire into and give recommendations on the plans for and the building of the city. The committee consisted of five members under the chairmanship of the prominent architect, John Sulman (later knighted).

Under Sulman's strong influence, the FCAC decided to co-locate the civic and commercial centre in the City Hill area, both as a money-saving measure and because the committee members feared the spread of ribbon commercial development along Constitution Avenue. To ensure that the commercial buildings to be erected at Civic Centre would be of a quality appropriate to the national capital, Sulman drew up conceptual plans for a Retail Traders block in 1922. More detailed plans were later drawn up by the Federal Capital Commission (FCC) architect, J H Kirkpatrick, with input from J S Murdoch, H M Rolland and D E Limburg.

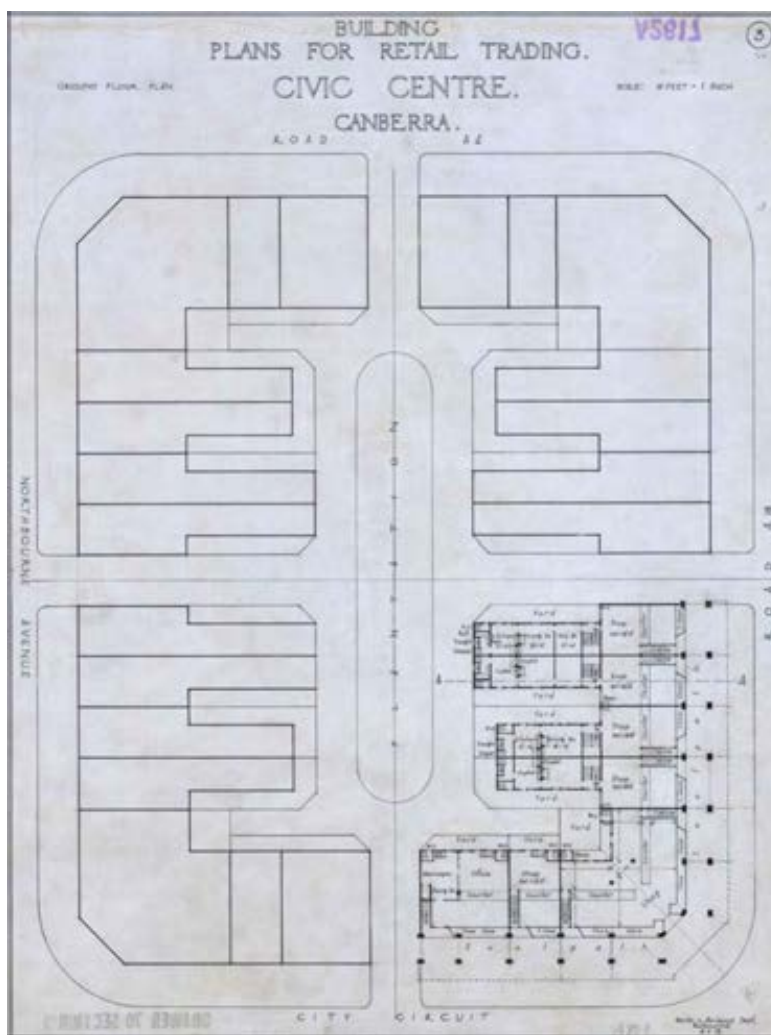


Figure 22. Sydney Building, ground floor plan, 1924
Source: National Archives of Australia, A2617, Section 90/893

³ G.J.R. Linge, *Canberra: Site and City*, Canberra, ANU Press, 1975, p. 11.

More information on the development of these plans and the architectural origins of the buildings, extracted from the 1993 conservation management plan, can be found in Appendix C.

Initially, Sulman and his fellow members of the FCAC envisaged that the Retail Traders block at Civic would be erected by and for such government institutions as the Commonwealth Bank, the Post Office, municipal offices and a public library. Leftover space would be leased to ‘banks, insurance and other companies, retail traders and the professional and commercial community.’ For reasons of economy, the government decided instead that the Civic commercial leases would be put up for auction and that the successful bidders would have to erect part of the building on the lot or lots that they had acquired. That is, they would have to build at their own expense the relevant part of the Sydney or Melbourne Building on their lot(s) according to the overall plans for each building. Construction had to start within two years of purchase and had to be completed within three years. The purchasing leaseholders would also be compelled to submit plans for their parts of the building for approval and to ensure that the buildings complied with the plans. This meant, in effect, that they had to engage qualified architects to supervise construction.⁴

The successor to the FCAC, the Federal Capital Commission (FCC) was established at the beginning of 1925 under the chairmanship of Sir John Butters, with a mandate backed by wide-ranging powers to press forward with the development of Canberra. In the six years of its existence, the FCC would produce more on the ground than had been achieved hitherto or would be achieved for almost three decades afterwards.⁵

First Sale of Civic Leases

The first auction of commercial leases at Civic was held on 12 December 1924, a few weeks before the FCC was due to take office. A total of 28 allotments was offered for lease, all of them in Section 48, the future site of the Sydney Building. Two further allotments, nos. 29 and 30, were initially reserved from sale. Of the 28 lots put up for sale, four were designated as sites for banks. These lots were nos. 7 and 8 fronting London Circuit, and nos. 5 and 6 fronting Alinga Street. The joint auctioneers for the sale were the firm of Richardson and Wrench from Sydney and the local ‘firm of returned soldiers in Queanbeyan’, Woodgers and Calthorpe.

In the event, the auction was a failure. Only six of the 28 allotments sold, including two of the four sites for banks (lots 7 and 8). And one of the six allotments that sold was purchased by Woodgers and Calthorpe. A positive aspect of the auction, however, was the fact that four of the lots that were taken up sold at prices above their upset value, the lowest value that the Commonwealth would accept for each lot or, in other words, the reserve price. In the case of the two bank sites that were sold, the prices they fetched were well in excess of the upset value. Another allotment, no. 3, was disposed of by private sale soon after the auction and, in fact, probably on the same day. Woodgers and Calthorpe managed to sell the remaining 21 allotments over the next six months, the firm reporting in August 1925 that it had ‘recently completed the sale of the balance of business sites at

⁴ *First Annual Report of the Federal Capital Commission for the Period ended 30th June, 1925*, p. 9; (*Canberra Times*) *CT*, 18 Nov 1931, p. 2.

⁵ This and part of the next paragraph are based on Brendan O’Keefe, ‘Parliament House Vista: Historical Analysis’, 2007; and Rosemary Willett, History Section of Philip Cox and Partners, ‘Sydney and Melbourne Buildings Conservation Plan’, Vol. 1, July 1993.

Civic Centre.⁶

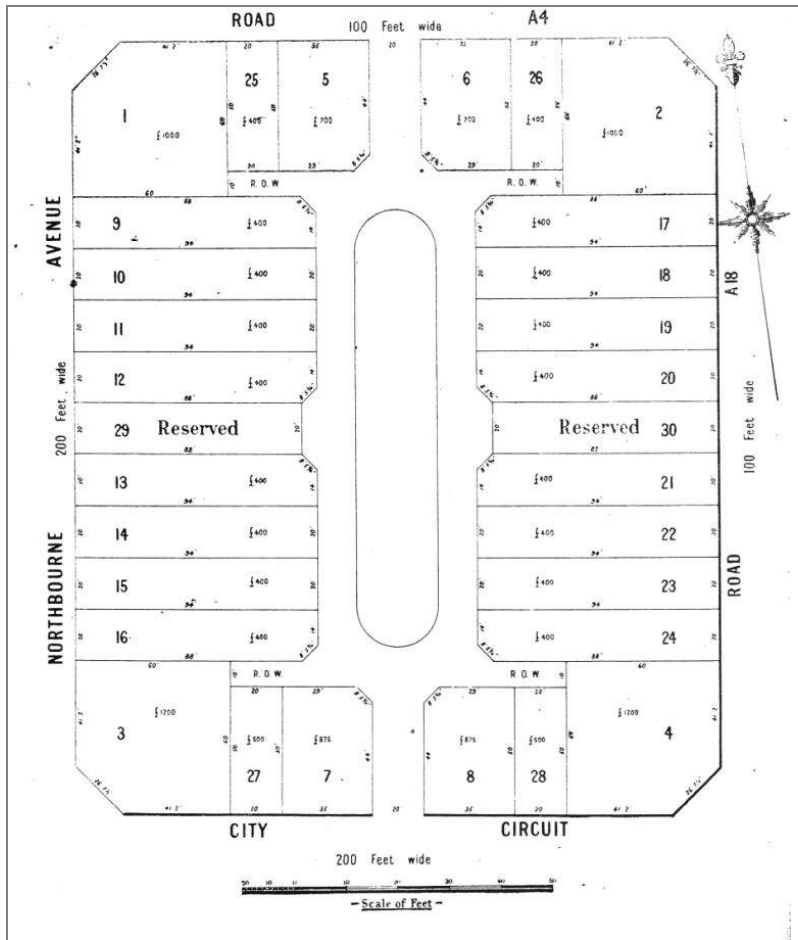


Figure 23. Sale plan of Section 48, the future site of the Sydney Building

Source: From Commonwealth Gazette, no. 77, 18 October 1924

The purchasers of the allotments were quite varied in composition, with mixed motives and intentions for their purchases. Some were small businessmen who were intent on erecting shops for themselves; these included the newsagent R J Dunne, J T Tambakis of Wyalong, and probably F H Boland, who ran a music store and a picture theatre in Queanbeyan. Another group that was also clearly aiming to build premises for their own purposes consisted of four banks, the Commercial Banking Company of Sydney, the Bank of Australasia, the Commercial Bank of Australia and the Government Savings Bank of NSW. All four eventually erected bank branches in Civic, though the Commercial Bank disposed of its lease in Section 48 in favour of what it no doubt felt was a better location in Section 1 on London Circuit (lot 19), part of the future Melbourne Building. Among the original purchasers were yet others who may never have had any intention of building themselves, but were intending to sell on their leases at a profit before they had to commence construction work under the conditions of purchase. These may have included Woodgers and Calthorpe (lot 28) and Norman Moses (lot 3).

A final group of purchasers were developers who were aiming to make a profit by building and then subleasing their premises. This group included: George Inglis Hudson, dentist, chemist, entrepreneur and inventor of the famous Hudson's Eumenthol Jujubes; Mrs Helen J. Brackenreg, wife of James C. Brackenreg, the local Lands Officer in the Lands and Survey Department; a Major Prisk (possibly Ralph Carlyle Geoffrey Prisk); Canberra Shops Limited, in which the Melbourne architects Oakley and Parkes were shareholders; the Canberra Building and Investment Company, whose director was A J Morgan and

⁶ (*Queanbeyan Age*) *QA*, 16 Dec 1924, p. 2; 11 Aug 1925, p. 2.

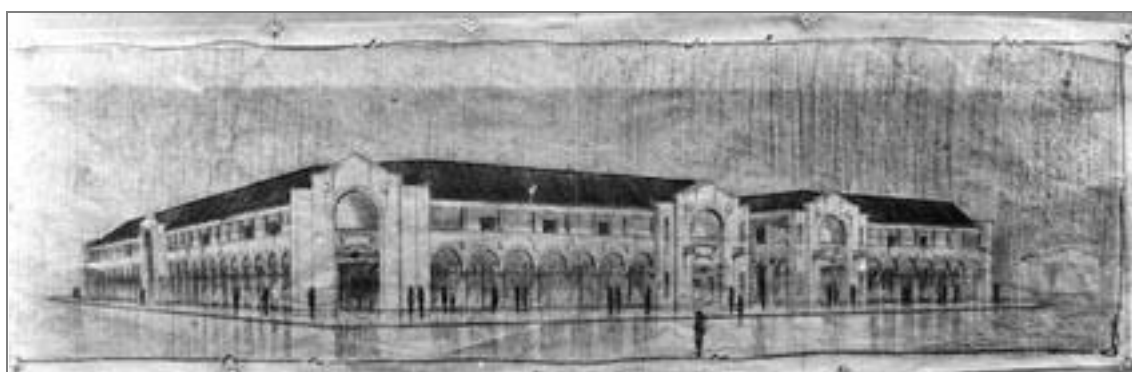
which was formed in 1925 specifically to undertake private development projects in Canberra; and the Melbourne-based Laristan Building and Investment Company. The directors of this last company were the Nationalist Senator H.E. Elliott and his brother, C.R. Elliott. The Senator was none other than the distinguished war hero and solicitor, Brigadier General Harold Edward ('Pompey') Elliott, who had first been elected a Senator for the Nationalist Party in 1919.

One consequence of such powerful business interests buying the leases was that they were able to exert considerable pressure to have changes made to the design of the Sydney Building and to the conditions of the leases. In late 1925, all but one of the lessees petitioned the FCC for the whole building to be re-designed. The FCC instituted a review, in the course of which it carried out consultations with representatives of the lessees and 'architects of standing'. The outcome was 'a solution acceptable to the lessees' which, the Commission claimed, 'conserved the architectural principles of the sale plan.' Revised plans for the building were drawn up and 'the leases were adjusted in accordance with the amended plan of the subdivision.' The revised plans increased the width of the arcades, the shop areas on the ground floor and the space on the first floor, while doing away with plantations at the rear of the lots so that trucks and cars could manoeuvre more easily. In addition, provision was made for the erection of buildings on lots 29 and 30 which had originally been reserved from sale. The amended plan for the subdivision was also adopted as the basis for the Melbourne Building.⁷

In the meantime, no start was made on the construction of the Sydney Building. As late as July 1926, eighteen months after the auction, there was 'no sign of buildings' on any of the lots. Aside from the time spent in carrying out the review, a good part of the reason for the delay was that, with its exacting architectural standards the Sydney Building, its construction represented a very expensive undertaking. In other areas where the aesthetic demands were less stringent, private business development was able to get established much more quickly and cheaply. This was the case both at Eastlake (Kingston) and Braddon where commercial enterprises opened in 1925 and 1926 respectively.⁸

Figure 24. Perspective drawing of proposed building, 1926

Source: National Archives of Australia, A3560, 2410



With the deadline approaching for a start to be made on the Sydney Building, construction was finally underway on seven of the leases by November 1926, while contracts had been let for the imminent commencement of building on another five leases. The first two

⁷ *Second Annual Report of the Federal Capital Commission for the Period ended 30th June, 1926*, p. 10; Willett, in 'Sydney and Melbourne Buildings Conservation Plan', Vol. 1, July 1993, pp. 20, 22.

⁸ *CT*, 18 Nov 1926, p. 9; Jim Gibbney, *Canberra 1913-1953*, Canberra, AGPS, 1988, pp. 78, 103, 105; Linge, *Canberra: Site and City*, p. 19; Brendan O'Keefe, 'An architect of the 1920s: James Wallace Sproule', *CHJ*, new series no. 62, October 2009, pp. 28-30.

shops at Civic – Bill Prowse’s hairdressing salon and tobacconist shop (lot 16) and R.J. Dunne’s newsagency and stationery business (lot 24) – eventually opened in May, probably on the same day, Monday 2 May 1927.⁹

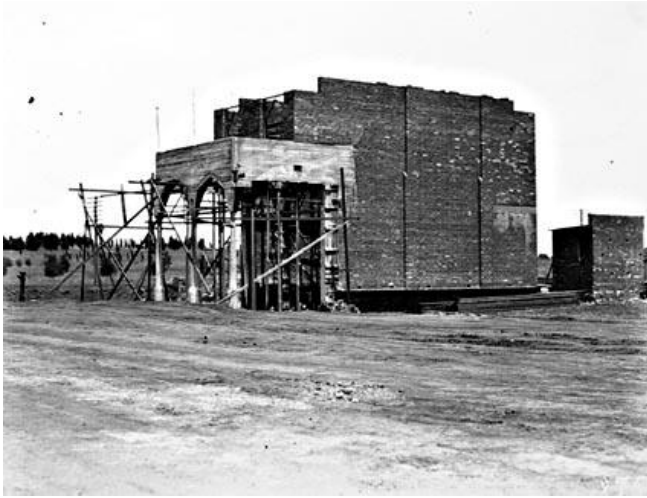


Figure 25. First part of the Sydney and Melbourne Buildings under construction, 1926

Source: National Archives of Australia, A3560, 875



Figure 26. Intersection of Northbourne Avenue and London Circuit looking east with part of the Sydney Building, 1926

Source: National Archives of Australia, A3560, 2571



Figure 27. Sydney Building? under construction, 1927

Source: National Archives of Australia, A3560, 3355

⁹ *CT*, 18 Nov 1926, p. 9; 3 May 1927, p. 5; 6 May 1927, p. 9.

Table 1. Original purchases and purchasers of the lots in Section 48 – future site of the Sydney Building by date order of purchase

Section	Lot	Purchase Date	Purchaser	Upset Value	Price Paid	Sources
48	7	12.12.1924	Commercial Banking Co. of Sydney	£875	£2050	QA 16.12.1924
48	8	12.12.1924	Bank of Australasia	£875	£1550	QA 16.12.1924
48	23	12.12.1924	J.T. Tambakis, Wyalong NSW	£400	£400	QA 16.12.1924
48	24	12.12.1924	R.J. Dunne	£400	£400	QA 16.12.1924
48	27	12.12.1924	F.H. Boland	£500	£600	QA 16.12.1924
48	28	12.12.1924	Woodgers & Calthorpe	£500	£700	QA 16.12.1924
48	3	By 16.12.1924	Norman Moses, Queensland	£1200	£1200	QA 16.12.1924
48	5	By 23.12.1924	Commercial Bank of Australia	£700	£700	QA 23.12.1924
48	6	By 23.12.1924	Government Savings Bank of NSW	£700	£700	QA 23.12.1924
48	21	By 23.12.1924	J.E. O'Connell, Kogarah	£400	£400	QA 23.12.1924
48	20	By 23.12.1924	J.W. Keegan, Yass	£400	£400	QA 23.12.1924
48	2	By 8.4.1925	George Inglis Hudson	£1000		A199: FC1926/239
48	26	By 8.4.1925	George Inglis Hudson	£400		A199: FC1926/239
48	18	By 11.8.1925	Mrs Helen J. Brackenreg	£400		CHJ, no. 15, p9; QA 11.8.1925
48	19	By 11.8.1925	Mrs Helen J. Brackenreg	£400		CHJ, no. 15, p9; QA 11.8.1925
48	22	By 11.8.1925	Mrs Helen J. Brackenreg	£400		CHJ, no. 15, p9; QA 11.8.1925
48	1	By 11.8.1925	*George Inglis Hudson			QA 11.8.1925
48	4	By 11.8.1925	*Canberra Shops Ltd			QA 11.8.1925
48	9	By 11.8.1925	Two Sydney sisters			QA 11.8.1925; CDHS Newsletter, no. 416, Apr 2008
48	10	By 11.8.1925	Two Sydney sisters			QA 11.8.1925; CDHS Newsletter, no. 416, Apr 2008
48	11	By 11.8.1925	Two Sydney sisters			QA 11.8.1925; CDHS Newsletter, no. 416, Apr 2008
48	12	By 11.8.1925	Two Sydney sisters			QA 11.8.1925; CDHS Newsletter, no. 416, Apr 2008
48	13	By 11.8.1925	*Fink & Plottel			QA 11.8.1925
48	14	By 11.8.1925	*Fink & Plottel			QA 11.8.1925
48	15	By 11.8.1925	*Major Prisk			QA 11.8.1925
48	16	By 11.8.1925	*Oakley & Parkes or Canberra Building & Investment Company			QA 11.8.1925

Table 1. Original purchases and purchasers of the lots in Section 48 – future site of the Sydney Building by date order of purchase

Section	Lot	Purchase Date	Purchaser	Upset Value	Price Paid	Sources
48	17	By 11.8.1925	*J.C. Tickner			QA 11.8.1925
48	25	By 11.8.1925	*George Inglis Hudson			QA 11.8.1925
48	29	Probably by 11.8.1925	Initially reserved from sale; then Fink & Plottel			Cwlth Gazette 77, 18.10.24; QA 11.8.1925
48	30	Probably by 11.8.1925	Initially reserved from sale; then C. Bibb			Cwlth Gazette 77, 18.10.24; QA 11.8.1925

Note: * indicates the first known holders of that particular lease – in each of those cases, they may not have been the original purchaser of the leasehold.

Table 2. Development and developers of the Sydney Building including major additions and alterations up to the mid 1930s

Section	Lot	Developing Leaseholder	Building Type	Architect(s)	Builder(s)	Approval of Plans	Completion/ Occupation
48	1	George Inglis Hudson	Shops	Herbert E. Ross & H. Ruskin Rowe	George & Elphinstone	24.2.27	17.2.28
48	2	Canberra Shops Ltd	Shops	Oakley & Parkes	Simmie and Co	4.4.27	19.6.28
48	3	Fink & Plottel	Shop & offices	Joseph Plottel	Simmie and Co	4.11.26	28.9.27
48	4	Canberra Shops Ltd	Shops	Oakley & Parkes	Canberra Building & Investment Co	18.11.26	23.11.27
48	5	O'Dwyer & Grant	Shops & offices	Joseph Plottel	George & Elphinstone	10.12.26	14.2.28
48	6	Oakley & Parkes	Shops	Oakley & Parkes	E. & W. Tofield	21.12.26	18.10.27
48	6	Oakley & Parkes	Additions	Oakley & Parkes	E. & W. Tofield	1.12.27	10.1.28
48	7	Commercial Banking Company of Sydney	Bank & residence	Oakley & Parkes	Simmie and Co	21.10.26	28.07.27
48	8	Bank of Australasia	Bank & residence	Anketell & K. Henderson	Simmie and Co	19.1.27	21.12.27
48	9	Laristan Building & Investment Co	Shops & offices	Oakley & Parkes	Simmie and Co	6.12.26	19.12.27
48	10	Laristan Building & Investment Co	Shops & offices	Oakley & Parkes	Simmie and Co	6.12.26	19.12.27
48	11	Laristan Building & Investment Co	Shops & offices	Oakley & Parkes	Simmie and Co	6.12.26	19.12.27
48	12	Laristan Building & Investment Co	Shops & offices	Oakley & Parkes	Simmie and Co	6.12.26	19.12.27
48	12	Laristan Building & Investment Co	Temporary store	Not stated	L. Rowland	mid-1932	N/A

Table 2. Development and developers of the Sydney Building including major additions and alterations up to the mid 1930s							
Section	Lot	Developing Leaseholder	Building Type	Architect(s)	Builder(s)	Approval of Plans	Completion/ Occupation
48	13	Fink & Plottel	Shops & offices	Joseph Plottel	Simmie and Co	9.11.26	28.9.27
48	13	T.H. Teather	Car shelter	K.H. Oliphant	Not stated	N/A	N/A
48	14	Fink & Plottel	Shops & offices	Plotell, Burnet & Allsop	Simmie and Co	9.11.26	28.9.27
48	14	T.H. Teather	Car shelter	K.H. Oliphant	Not stated	N/A	N/A
48	15	Oakley & Parkes	Shop & offices	Oakley & Parkes	Canberra Building & Investment Co	14.8.26	6.7.27
48	16	Major Prisk	Shop & offices	Oakley & Parkes	Canberra Building & Investment Co	14.8.26	20.1.28
48	16	Major Prisk	Alterations 1 st floor	Oakley & Parkes	D.R. Tart	22.8.27	21.12.27
48	17	J.C. Tickner	Shop	Rudd & Limburg	P.L. Bond	4.4.27	7.4.27 (sic)
48	17	J.C. Tickner	Subdivision 1 st floor	K.H. Oliphant	W.J. Perry	24.11.27	29.3.28
48	18	Mrs Helen J. Brackenreg	Shops & offices	Oakley & Parkes	P.L. Bond	17.5.27	21.10.27
48	18	Mrs Helen J. Brackenreg	Kitchen	Oakley & Parkes	B. Beazley	28.10.27	N/A
48	19	Mrs Helen J. Brackenreg	Shops & offices	Oakley & Parkes	P.L. Bond	17.5.27	21.10.27
48	20	Dr W.G. Duffield	Shop & offices	Rudd & Limburg	Canberra Building & Investment Co	6.1.27	10.7.28
48	20	Dr W.G. Duffield	Subdivision 1 st floor	K.H. Oliphant	Canberra Building & Investment Co	19.4.28	N/A
48	20	Dr W.G. Duffield	Alterations	K.H. Oliphant	H. Johnson	7.1.35	N/A
48	21	F.R. Clayton	Shop & offices	Oakley & Parkes	E. & W. Tofield	21.12.26	22.8.27
48	21	F.R. Clayton	Subdivision 1 st floor for residence	K.H. Oliphant	E. Spendlove	12.6.29	N/A
48	21	F.R. Clayton	Laundry	K.H. Oliphant	H.J. Denholm	00.10.29	N/A
48	22	Mrs Helen J. Brackenreg	Shop	Oakley & Parkes	Canberra Building & Investment Co	14.8.26	29.6.27
48	22	Kodak Australia Ltd	Alterations	K.H. Oliphant	W.J. Perry	31.7.33	N/A
48	23	J.T. Tambakis	Shop	Oakley & Parkes	Canberra Building & Investment Co or E.R.S. Potter	28.1.27	19.12.27
48	24	R.J. Dunne	Shop	L.H. Rudd	P.L. Bond or Paynter & Dixon Ltd	29.10.26	19.12.27
48	24	J. Cassidy	Building additions	K.H. Oliphant	C.D. Burrows	11.4.32	N/A
48	25	George Inglis Hudson	Shops	Herbert E. Ross & H.	George & Elphinstone	24.2.27	17.2.28

Table 2. Development and developers of the Sydney Building including major additions and alterations up to the mid 1930s							
Section	Lot	Developing Leaseholder	Building Type	Architect(s)	Builder(s)	Approval of Plans	Completion/ Occupation
				Ruskin Rowe			
48	26	Canberra Shops Ltd	Shops	Oakley & Parkes	Simmie and Co	4.4.27	19.6.28
48	27	F.W. Hyles &/or Miss Hyles	Shop & office	Oakley & Parkes	E. & W. Tofield	6.12.26	22.8.27
48	27	Miss Hyles	Additions	K.H. Oliphant	Simmie and Co	Late 1931	N/A
48	27	Miss Hyles	Subdivision 1 st floor	K.H. Oliphant	W.J. Perry	20.8.32	N/A
48	28	Woodgers & Calthorpe	Shop	Oakley & Parkes	Canberra Building & Investment Co	14.8.26	25.11.27
48	29	Fink & Plottel	Shops & offices	Joseph Plottel	Simmie and Co	9.11.26	28.9.27
48	29	Fink & Plottel	Kitchen	Plotell, Burnet & Allsop	Simmie and Co	9.9.27	N/A
48	30	Bibb & Monck	Shop	Mitchell & Sproule	Canberra Building & Investment Co	28.1.27	No completion date
48	30	Cassidy & Notaras	Shop & residence	K.H. Oliphant	H. Johnson	29.8.34	N/A
Principal source: CRS CP952/1, item Vol. 1							

Second Sale of Civic Leases

The second auction of Civic leases took place on 29 May 1926. It was for eighteen lots in, or sixty per cent of, Section 1 – the future site of the Melbourne Building – the lots being numbers 4 to 21 inclusive. In contrast to the auction of lots in Section 48 in December 1924, purchasers were obliged to commence building on their lots within one year and to complete building within two years. In further contrast to the original auction, all eighteen lots were sold at the auction and all brought prices well above their upset value. Plans were submitted for construction and work commenced on the various parts of the building by late 1926 or early 1927, much sooner than had been the case with the Sydney Building. This, along with the fact that all lots sold at the auction, was no doubt a reflection of greater business confidence in the development of Canberra and of Civic in particular, especially after the outcome of the FCC's review into the design of Sydney and Melbourne Buildings.¹⁰

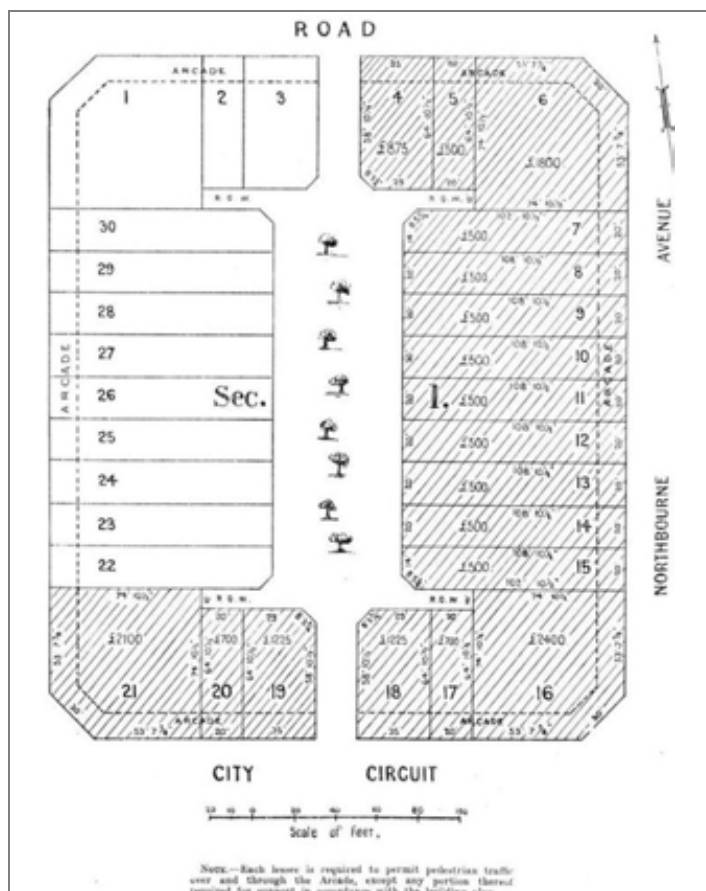


Figure 28. Sale plan for the first part of Section 1, the future site of the Melbourne Building

Source: From Commonwealth Gazette, no. 42, 6 May 1926

The new group of purchasers included three banks – the Commonwealth Bank, the Bank of NSW and the Commercial Bank – and two insurance companies, the Royal Insurance Company and the Australian Provincial Assurance Company. All were clearly intending to build on and occupy their allotments. The group also included a number of developers, such as Oakley and Parkes, the builder John Deans, V. Pringle of Yass, H. Morris and builders, the Hutchinson Brothers. Interestingly, among the purchasers, only one can be identified with certainty as a businessman who was intending to build and operate his own shop on the lot he bought. This was Cornelius O'Keefe, who purchased lot 7.

¹⁰ *CT*, 18 Nov 1931, p. 2.

Third Sale of Civic Leases

The third and final auction of Civic leases was held on 9 April 1927. On offer were the last twelve lots available in Section 1, lots 1 to 3 and lots 22 to 30. Again, all the lots sold and at prices well in excess of their upset value. The most notable feature of the sale was that all of the purchasers were developers or investors, among whom were several architects. The purchasers included Canberra Shops Limited in which Oakley and Parkes had an interest, the Canberra Building and Investment Company, the Director of the Mt Stromlo Observatory, Dr W G Duffield, and two architects, L H Rudd and W E Limburg. As it turned out, none of the purchasers would ever build on their allotments.

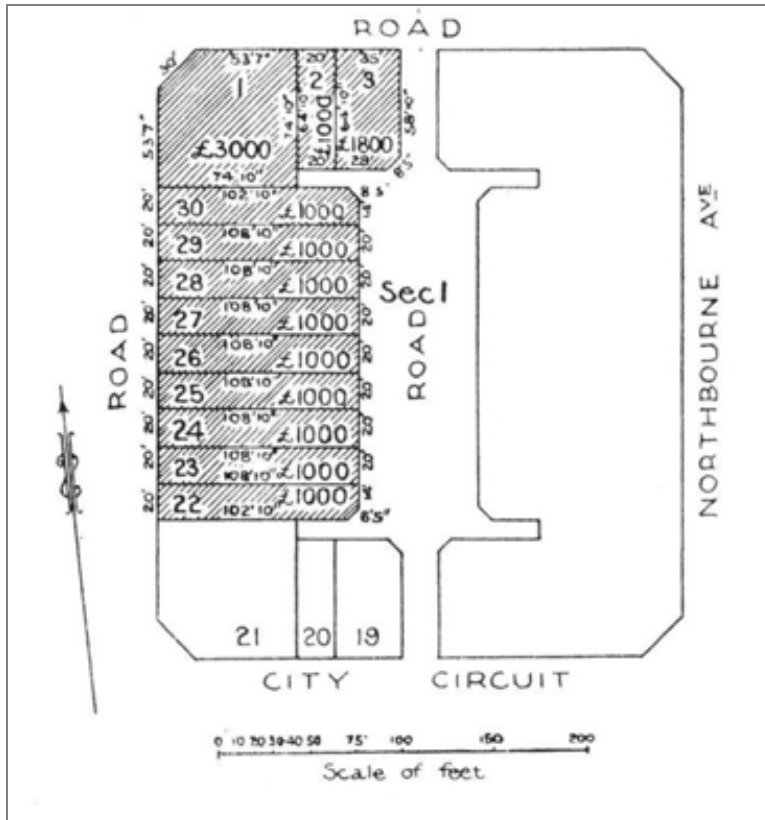


Figure 29. Sale plan for the second part of Section 1, the site of the Melbourne Building

Source: From Commonwealth Gazette, no. 29, 19 March 1927

Meanwhile, building was now proceeding rapidly in the Sydney Building and the first sixty per cent of the Melbourne Building. In May 1927, four shops were completed at Civic and another 26 were under construction, although these latter may have included some that were not in the Sydney or Melbourne Buildings. On 14 October 1927, the *Canberra Times* trumpeted that ‘Civic Centre is rapidly assuming its due place in Canberra and its colonnades will soon pulsate with the private business of the capital.’ Prime Minister S M Bruce officially opened Civic Centre on 3 December 1927. Looking to the future, Bruce proclaimed that Civic Centre, a name he personally disliked, would become ‘the great industrial and commercial centre of this great city’, ‘full of great and stately buildings.’¹¹

¹¹ *CT*, 15 Jul 1927, p. 1; 14 Oct 1927, p. 10; 6 Dec 1927, p. 1.



Figure 30. Opening of Civic Centre by Prime Minister S M Bruce, 1927
Source: National Archives of Australia, A3560, 3754



Figure 31. Aerial view of Sydney and partly completed Melbourne Building, 1928
Source: National Archives of Australia, A3560, 4888



Figure 32. Sydney and Melbourne Buildings and view along Northbourne Avenue, 1928
Source: National Archives of Australia, A3560, 3825



Figure 33. Premises of the Australian General Electric Co in the Sydney Building, 1928

Source: National Archives of Australia, A3560, 4151



Figure 34. Premises of the Australian General Electric Co in the Sydney Building at night, 1928

Source: National Library of Australia, nla.pic-vn3104836



Figure 35. Melbourne Building colonnade, 1928

Source: National Archives of Australia, A3560, 4210

Table 3. Original purchases and purchasers of Section 1 – the future site of the Melbourne Building, by date order of purchase

Section	Lot	Purchase Date	Purchaser	Upset Value	Price Paid	Sources
1	4	29.5.1926	McGill	£875	£1400	QA 1.6.1926
1	5	29.5.1926	Oakley & Parkes	£500	£1300	QA 1.6.1926
1	6	29.5.1926	John Deans	£1800	£1800	QA 1.6.1926
1	7	29.5.1926	Cornelius O'Keefe	£500	£1400	QA 1.6.1926
1	8	29.5.1926	G. Adams	£500	£1300	QA 1.6.1926
1	9	29.5.1926	Hutchinson Brothers	£500	£1300	QA 1.6.1926
1	10	29.5.1926	V. Pringle, Yass	£500	£1450	QA 1.6.1926
1	11	29.5.1926	V. Pringle, Yass	£500	£1250	QA 1.6.1926
1	12	29.5.1926	Morris	£500	£1300	QA 1.6.1926
1	13	29.5.1926	F.R. Hayes	£500	£1300	QA 1.6.1926
1	14	29.5.1926	Royal Insurance Co. Ltd.	£500	£1800	QA 1.6.1926
1	15	29.5.1926	John Deans	£500	£2100	QA 1.6.1926
1	16	29.5.1926	Commonwealth Bank	£2400	£5600	QA 1.6.1926
1	17	29.5.1926	Australian Provincial Assurance Assoc. Ltd.	£700	£2300	QA 1.6.1926
1	18	29.5.1926	Australian Provincial Assurance Assoc. Ltd.	£1225	£2600	QA 1.6.1926
1	19	29.5.1926	Commercial Bank of Australia Ltd.	£1225	£2700	QA 1.6.1926
1	20	29.5.1926	Dr Finlay	£700	£3000	QA 1.6.1926
1	21	29.5.1926	Bank of New South Wales	£2100	£5200	QA 1.6.1926
1	22	9.4.1927	Federal Mutual Insurance Co. Ltd.	£1000	£3500	CT 13.4.1927
1	23	9.4.1927	L.H. Rudd, architect	£1000	£2800	CT 13.4.1927
1	24	9.4.1927	Canberra Shops Ltd.	£1000	£2200	CT 13.4.1927
1	25	9.4.1927	Canberra Shops Ltd.	£1000	£2500	CT 13.4.1927
1	26	9.4.1927	Canberra Building & Investment Co. Ltd.	£1000	£2400	CT 13.4.1927
1	27	9.4.1927	Canberra Building & Investment Co. Ltd.	£1000	£2300	CT 13.4.1927
1	28	9.4.1927	Canberra Shops Ltd.	£1000	£2600	CT 13.4.1927
1	29	9.4.1927	Canberra Shops Ltd.	£1000	£2700	CT 13.4.1927
1	30	9.4.1927	D.E. Limburg	£1000	£2900	CT 13.4.1927
1	1	9.4.1927	Dr W.G. Duffield	£3000	£5100	CT 13.4.1927
1	2	9.4.1927	D.E. Limburg	£1000	£2800	CT 13.4.1927
1	3	9.4.1927	Canberra Shops Ltd.	£1000	£3500	CT 13.4.1927

The Great Depression

By mid-1928, several banks, shops and other businesses, as well as various government departments and instrumentalities, were operating in both the Sydney and Melbourne Buildings. Already, however, in the second half of the year there were signs of economic decline. Indeed, in May 1929, the government conducted a survey to see if there was any justification for reimbursing the rents paid on leaseholds that remained unoccupied. The survey revealed that of the thirty allotments making up the Sydney Building only seven had been fully occupied since the building was completed. Another fifteen had been partly occupied, while one leaseholder had not completed construction of his portion of the building. The situation was much the same for the Melbourne Building. A couple of years later, some leaseholders were to complain that the government had allowed Kingston to develop as Canberra's main shopping centre at the expense of Civic. And the centre, too,

was somewhat distant from residential areas.¹²

Worse was to come for the Sydney and Melbourne Buildings. In October 1929, the Wall Street crash occurred, marking the beginning of the Great Depression. The Depression was an era of hardship for shops and other businesses in both buildings, but it was a period of particular distress for the leaseholders. By November 1931, for example, Canberra Shops Limited had invested around £50,000 over five years in developing its leases at Civic. However, its shareholders had ‘not had one penny return’ and were not likely to see any return for several more years. Further, with the evaporation of sources of finance to carry out construction work, Canberra Shops Limited together with the leaseholders of the other twelve allotments in Section 1 that had been purchased at the third auction in April 1927 all surrendered their leases. The allotments, making up the remainder of the Melbourne Building, thus remained undeveloped throughout the 1930s and into the 1940s.¹³

In the case of those leaseholders who hung onto their allotments in the Sydney Building and the existing part of the Melbourne Building, it was, overall, the continued rental of office space by government departments and instrumentalities that saved them from financial ruin. Almost all of these rental agreements were due to run out at the end of August 1932. But, as a means of reducing costs in the Depression, the Scullin government began to consider in mid-1930 the possibility of transferring into government-owned premises those departments that were renting office space in the two buildings. The proposal triggered alarm among the leaseholders. Senator Elliott, for example, who was clearly not averse to using his parliamentary position to protect his financial interests, raised a series of nineteen questions in Parliament, including ones that directly concerned his own company.¹⁴

The matter then lapsed for more than a year before it re-surfaced in late 1931. Again, the leaseholders were alarmed and incensed. In a bitter editorial entitled ‘Who is to pay for government default?’ in the *Canberra Times* in November 1931, the paper charged the government with failing to honour its ‘obligations’ to the leaseholders. The editorial claimed that the government had induced people to purchase the leases by enthusiastically promoting Canberra’s prospects and promising to move government departments from Melbourne. But the government had failed to keep its promises. The editorial concluded,

‘There are people serving gaol sentences to-day only by reason of their having made similar representations to those made by the Government in connection with the sale of land, which subsequently proved to be false. But the Government does not go to gaol. It makes people and the property owners of Canberra pay for Government sins. It defaults; but they pay.’¹⁵

In Parliament the next day, Senator Duncan asked the Minister representing the Minister for Home Affairs, Arthur Blakeley, if it were a fact that the lessees ‘entered into heavy obligations on the definite understanding that departments would be transferred from Melbourne to Canberra.’ This drew the curt response that the ‘lessees at Civic Centre were

¹² Gibbney, *Canberra 1913-1953*, p. 143; W.G. Woodger, in transcript of meeting with Prime Minister J.A. Lyons, 3 March 1932, CRS A461, item D6/1/3.

¹³ Letter, W.G. Woodger to the Hon. Arthur Blakeley, 19 November 1931, CRS A1, item 1932/797; *CT*, 4 Mar 1937, p. 1.

¹⁴ Newspaper clipping of the Sun (Sydney), 15 July 1930; memorandum, P.A. Gourgaud, Secretary, Works and Railways, to Secretary, Home Affairs, ‘Sublease of Premises: Civic Centre: Canberra: for Commonwealth Purposes’, 6 August 1930; and Senate Notice Paper No. 61, 6 August 1930, all in CRS A1, item 1932/797.

¹⁵ *CT*, 18 Nov 1931, p. 2.

not entitled to assume that their premises would ever be utilized for the housing of government departments.¹⁶

There was further agitation from the leaseholders who now formed themselves into the City Area Lessees Association, while further critical editorials appeared in the *Canberra Times*. At the end of February 1932, Oakley and Parkes, who had interests in a number of leases either in their own right or through Canberra Shops Limited, wrote directly to the new Prime Minister, J A Lyons, expressing their concerns about the situation. If the government were to vacate their leaseholdings, they said, they would be unable to meet their obligations to their bankers, or even to pay ground rents and rates to the government. 'The only thing which is keeping these so-called shopping centres alive,' they added, 'is the fact that certain Government Departments are housed in the Buildings, and if they are removed, there will be no inducement for business people to remain in occupation of the Shops.'¹⁷

The agitation culminated in a face-to-face meeting between a deputation from the City Area Lessees Association and the Prime Minister. In the meeting, one of the spokesman for the deputation, T M Shakespeare, who was also the proprietor of the *Canberra Times*, charged that the government had 'a moral, if not legal, responsibility' to honour its promises to move government departments from Melbourne to Canberra. Another spokesman, and president of the association, W G Woodger, pressed for the government to renew its leases at Civic for at least another two years or until more departments were transferred from Melbourne.

None of this cut any ice with Lyons. He told the deputation,

'You say there is a moral obligation on the Government either to renew the leases or bring up from Melbourne some other department to occupy the space available at the present time. So far as moral obligation is concerned, I do not see from what Mr. Woodgers (*sic*) has put before me tonight on what grounds that is based because I was not associated with any undertakings given.'

He bluntly informed the deputation, too, that he could not see 'any possibility of bringing other departments from Melbourne at this time.'¹⁸

Realising that it could exert no legal, political or moral pressure on the government, the Lessees Association was thereafter reduced to pleading with the government to move at least one department up from Melbourne. The association even went so far as to write to Lyons detailing the office space available at Civic and Manuka that government departments could use if they were to move to Canberra.¹⁹ As it happened, though, the government does not appear to have vacated the space it was leasing at Civic, probably because there was little other office space available in the city. For the remainder of the 1930s and into the 1940s, the viability of the Sydney and Melbourne Buildings was underpinned by government departments renting space in them. In early 1939, for example, with apparently few other options available, the National Insurance Commission

¹⁶ Extract from *Hansard*, 19 November 1931, in CRS A1, item 1932/797.

¹⁷ Letter, Oakley and Parkes to Hon J.A. Lyons MP, 29 February 1932, CRS A1, item 1932/797.

¹⁸ T.M. Shakespeare, Woodger and Lyons, in transcript of meeting with Prime Minister, 3 March 1932, CRS A461, item D6/1/3.

¹⁹ Letter, Woodger to Hon C.W. Marr, Minister for Health, 28 May 1932, CRS A1, 1932/797; letter, Woodger, President, and W.H.B. Dickson, Treasurer, City Area Lessees Association, to probably PM Lyons, 21 November 1932, CRS A461, item D6/1/3.

took a lease until May 1941 on lot 17 and part of lot 18 in the Melbourne Building.²⁰

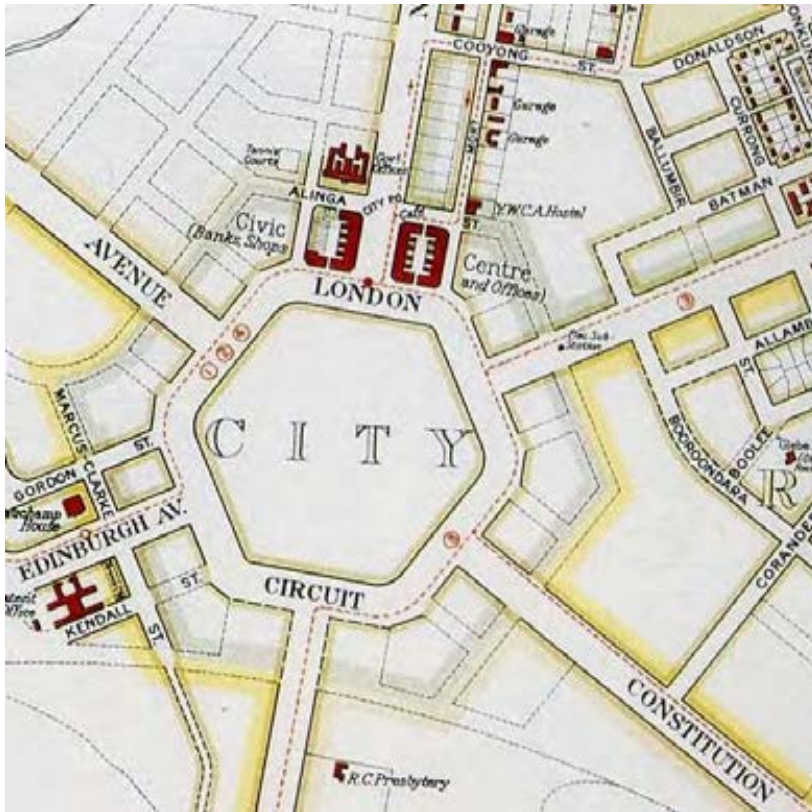


Figure 36. Detail of a 1933 plan of Canberra showing the extent of development in Civic

Source: 1933 Map of Canberra prepared by the Property & Survey Branch of the Department of the Interior, National Library of Australia

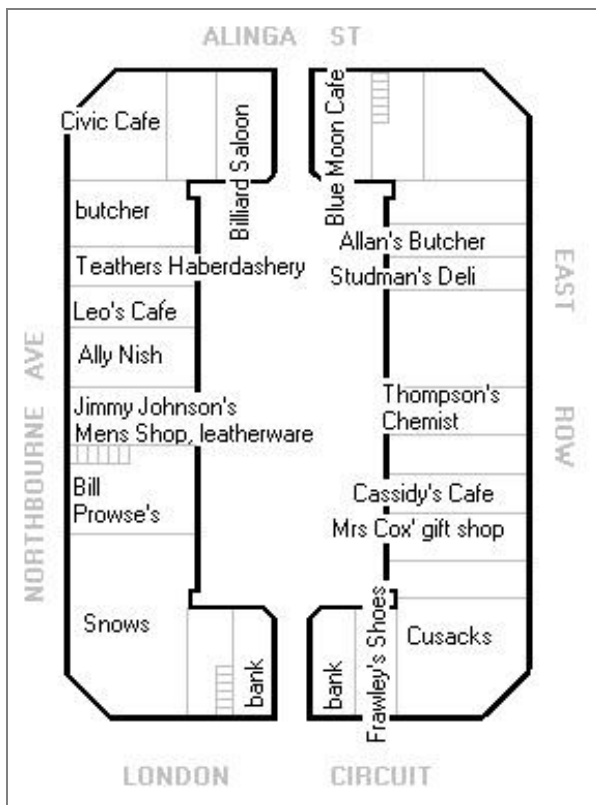


Figure 37. Plan of the Sydney Building by Michael Hall, based on the recollections of Roma Prowse. It shows occupants of the building around early to mid-1930s. The plan should be used with caution.

Source: CDHS Newsletter, June/July 2005

²⁰ Memorandum, A. Percival for Director-General, Property and Survey Branch, Dept of Works, to Secretary, PM's Department, 'Canberra, Subleasing of Premises at Civic Centre', 14 February 1939, CRS A461, item D6/1/3.



Figure 38. Sydney and Melbourne Buildings, 1938

Source: Argus Newspaper Collection of Photographs, State Library of Victoria, H2002.199/755

Completion of the Melbourne Building

Meanwhile, with a partial return to prosperity, the local business community began to lobby the government to complete the Melbourne Building, adding that they wanted it to include larger spaces for retail trading. The twelve lots that had been purchased at auction in April 1927 still remained vacant. In March 1937, the government responded positively to the business community's representations and decided that it would indeed make available larger lots for retail trading and 'other approved purposes' in the building.²¹ Nothing eventuated, however, possibly because neither the government nor anyone else was willing to commit funds to carry out the construction work. Instead, such was the shortage of office accommodation in Canberra, the government soon after mooted the idea of building two new secretariat buildings for itself between East and West Blocks. Again, the proposal went nowhere, and in 1941 the government reverted to the idea of completing the Melbourne Building mainly in order to provide much-needed office space for its own departments.²²



Figure 39. Sydney Building, East Row colonnade, about 1942

Source: National Library of Australia, nla.pic-vn4387467

On 22 November 1941, the Department of the Interior advertised for tenders to complete the Melbourne Building. The successful tenderers were Cody and Willis of Glebe in Sydney. After serious delays caused both by a shortage of labour during the war years and by Cody and Willis winning other major contracts in Canberra, the building was eventually

²¹ *CT*, 4 Mar 1937, p. 1; 21 Mar 1942, p. 2.

²² *Senate, Report ... upon the development of Canberra*, September 1955, p. 15; *CT*, 11 Nov 1941, p. 4.

completed on 22 February 1946.²³ It then appears that the building was to a large extent occupied by government departments and other public, as opposed to private enterprise, bodies. In 1948, for example, the Canberra University College based itself in the building and remained operating there for about five years.²⁴

²³ The construction of the last part of the Melbourne Building is covered in detail in Willett, in 'Sydney and Melbourne Buildings Conservation Plan', Vol. 1, July 1993, pp. 49, 52, 60. See also *CT*, 22 Nov 1941, p. 3; 26 Mar 1943, p. 4.

²⁴ S.G. Foster and Margaret M. Varghese, *The Making of the Australian National University*, St Leonards NSW, Allen and Unwin, 1996, pp. 8, 144, 148.

Table 4. Development and developers of the Melbourne Building by approximate order of development

Section	Lot	Developing Leaseholder	Building Type	Architect(s)	Builder(s)	Approval of Plans	Completion/ Occupation
1	4	Canberra Building & Investment Co	Shop & offices	N/A	Canberra Building & Investment Co	N/A	N/A
1	5	Oakley & Parkes	Shop & offices	Oakley & Parkes	E. & W. Tofield	By Feb 1927	21.12.27
1	6	Government Savings Bank of NSW	Bank	N/A	N/A	N/A	7 or 8.11.27
1	7	Cornelius O'Keefe &/or J.V. O'Keefe	Shop & offices	K.H. Oliphant	Canberra Building & Investment Co	21.1.27	7.10.27
1	8	H.H. McNall & H.M. McCulloch	Shops	Joseland & Gilling	Colonel J. Walker	21.12.26	9.9.27
1	9	H.H. McNall & H.M. McCulloch	Shops	Joseland & Gilling	Colonel J. Walker	21.12.26	9.9.27
1	10	V. Pringle, Yass	Shops	Oakley & Parkes	A.M. Sweetnam	21.12.26	28.2.27
1	10	P.P. Con (sub)	Alterations & additions to shop	K.H. Oliphant	Taylor & O'Connor	9.5.39	N/A
1	11	V. Pringle, Yass	Shops	Oakley & Parkes	A.M. Sweetnam	21.12.26	28.2.27
1	12	H. Morris	Shop & offices	Oakley & Parkes	Canberra Building & Investment Co	17.1.27	14.12.27
1	13	Cecil Hordern	Shops & offices	Oakley & Parkes	Irving & Spendelove	6.12.26	28.7.27
1	13	Woodgers & Calthorpe	Car shelter	N/A	F.J. Kestel	30.5.29	N/A
1	14	Royal Insurance Co. Ltd.	Shop & offices	Oakley & Parkes	Canberra Building & Investment Co	16.3.27	7.10.27
1	15	Canberra Building & Investment Co	Shop & offices	Oakley & Parkes	Canberra Building & Investment Co	13.10.26	25.11.27
1	16	Commonwealth Bank	Banking premises	Works & Railways	Simmie & Co	6.12.26	27.4.28
1	17	Australian Provincial Assurance Assoc. Ltd.	Offices	Burcham Clamp & Finch	George & Elphinstone	23.12.26	N/A
1	18	Australian Provincial Assurance Assoc. Ltd.	Offices	Burcham Clamp & Finch	George & Elphinstone	23.12.26	N/A
1	19	Commercial Bank of Australia Ltd.	Bank & residence	Anketell & K. Henderson	Simmie & Co	19.1.27	10.7.28
1	20	Queensland National Bank	Banking chamber	Oakley & Parkes	Colonel J. Walker	14.8.26	29.6.27
1	21	Bank of New South Wales	Bank & residence	Oakley & Parkes	E. & W. Tofield	17.2.27	15.11.27
1	21	Bank of New South Wales	Additions	Oakley & Parkes	E. & W. Tofield	24.11.27	10.1.28
1	1	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	2	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46

Table 4. Development and developers of the Melbourne Building by approximate order of development

Section	Lot	Developing Leaseholder	Building Type	Architect(s)	Builder(s)	Approval of Plans	Completion/ Occupation
1	3	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	22	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	23	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	24	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	25	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	26	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	27	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	28	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	29	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46
1	30	Department of the Interior	Offices		Cody & Willis, Glebe		22.2.46

Principal sources: CRS CP952/1, item Vol. 1 and *Canberra Times*

Two Fires

On 28 December 1950, the ‘biggest fire in the history of Canberra’ destroyed part of the Sydney Building, including the South African High Commission offices, part of the Superannuation Board offices, and three shops on the eastern side. The shops that were damaged were Mr P J McGirr’s butcher’s shop, Mr J Costetos’s fruit, vegetable and confectionery shop, Goodlands’ grocery store and, upstairs, Mr T Samios’s Canberra Fish Café. In addition, the Civic Deep Freeze Shop owned by Mr N. Fisk sustained minor water damage. The leases affected by the fire were those held by the estate of the late Dr W G Duffield, the Glen Mervyn Investments Companies and Mrs Brackenreg. Fortunately, all of them were insured against such eventualities.²⁵

The leaseholders swiftly engaged Ken Oliphant to prepare plans for the reconstruction of the damaged parts of the building and Oliphant, equally swiftly, completed the plans within a week of the fire. The most difficult part of the reconstruction as far as Oliphant was concerned was to find roof tiles that matched the existing ones on the building; he flew to Melbourne to try to find some. For all that, he hoped to have McGirr’s butcher’s shop ready for use soon. However, the whole rebuilding and re-occupation of the building was not complete until about October 1951. When the re-occupation occurred, the Superannuation Board took over the whole of the first floor space that had formerly been occupied by it and the South African High Commission; the latter vacated the premises. On the ground floor, Goodlands’ grocery store and Costetos’s fruit and vegetable shop changed places.²⁶



Figure 40. Sydney Building, 1951

Source: ACT Heritage Library, Department of Capital Territory Collection, 009165

A yet more destructive fire occurred on 11 April 1953. Described as ‘the most disastrous and costly fire in the history of Canberra’, it destroyed more than half of the western side of the Melbourne Building. The offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.²⁷

In August 1953, the reconstruction of the burnt section of the Melbourne Building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With

²⁵ *CT*, 29 Dec 1950, p. 1; 13 Apr 1953, p. 1.

²⁶ *CT*, 3 Jan 1951, p. 4; 3 Aug 1951, p. 2.

²⁷ *CT*, 13 Apr 1953, p. 1.

the Royal Tour approaching, the reconstruction of the building, which was expected to cost £80,000, was to be given top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and 'other Canberra services'. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.²⁸

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG's Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers' hostel in Childers Street.²⁹



Figure 41. Sydney Building decorated for the royal tour in 1954

Source: Australian War Memorial, P03011.017



Figure 42. Sydney Building, East Row colonnade, about 1950s-1960s

Source: Frank Hurley, National Library of Australia, nla.pic-an23488132

Development from the 1950s Onward

Despite the fires, the Sydney and Melbourne Buildings as part of Civic as a whole began to thrive from 1950 onward. It started with the auction of two new sections for commercial buildings in that year. An important impetus for development was the 1955 report of the Senate Select Committee that had been appointed to inquire into the development of Canberra. The committee's report resulted in the appointment in March 1958 of the National

²⁸ *CT*, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

²⁹ *CT*, 16 Jul 1954, p. 2.

Capital Development Commission (NCDC), which was charged with the responsibility of pushing on with the building of the national capital. In the five years from 1959 to 1965, the NCDC oversaw the construction of a number of buildings in Civic, one outstanding commercial development being the opening of the Monaro Mall shopping centre in March 1963. With large department stores operating in Civic by this time, it was now incontestably the commercial and retail centre of Canberra.



Figure 43. Blue Moon Café, Sydney Building, 1953

Source: National Library of Australia, nla.pic-vn4768704



Figure 44. Charcoal Inn, now the Charcoal Restaurant, Melbourne Building, 1965, with owner Zarko Mijuskovic standing at centre

Source: National Archives of Australia, A12111, 1/1965/16/61

But at the same time, a countervailing tendency was emerging in other parts of Canberra. From the beginning of the 1950s, small suburban shopping centres such as O'Connor and Ainslie were established specifically to cater to residents in those areas, while shopping centres already existed at Manuka and Kingston. These naturally would tend to drag customers away from Civic or, more specifically, from its smaller businesses like grocery stores, butcher's shops and greengrocers – people could access these sorts of suppliers closer to home. Further competition for Civic came with the establishment of major shopping centres at Woden, Belconnen and Tuggeranong which was part of the creation of new towns as the form for the development of Canberra. The design of the Sydney and Melbourne Buildings, moreover, did not lend itself to the scale of a department store or, indeed, large specialty (or 'category-killer') types of store that appeared in the 1980s.

The outcome of these trends was the virtual disappearance from the two buildings of the

traditional small retail businesses that sold such staples as groceries, meat, vegetables and fruit. Instead, with Civic now relatively far from population centres and with the growth of nightlife and of eating out in the national capital, the buildings are now home to a large collection of restaurants, bars, pubs and nightclubs. While some might bemoan the negative impact of such businesses, they constitute a major new use for the two buildings and, without them, they might be largely unoccupied and even more rundown.

While a detailed study of current owners and businesses has not been undertaken, it is understood that some long-standing businesses still operate in the buildings. Perhaps the longest-running business is the Charcoal Restaurant in the Melbourne Building, which has operated since 1962. Its distinctive interior appears to retain a reasonably high degree of integrity from this period.

Comment

One obvious conclusion to be drawn from the foregoing is that, while the Sydney and Melbourne Buildings were supposed to have provided space for private businesses of various kinds, the buildings have equally for a large part of their history been *de facto* office buildings for government departments and instrumentalities. Indeed, it was to a considerable degree because these entities rented space in the buildings over a long period that they were viable commercial propositions for the leaseholders and were not left for years in a semi-abandoned and perhaps rundown state.

Summary of Physical Changes to the Buildings

While the external form and appearance of both the Sydney and Melbourne Buildings are generally unchanged since construction, when viewed from the surrounding streets, there has been considerable change to the shopfronts and first floor verandahs (information in this section is based on Philip Cox, Richardson, Taylor & Partners (1993, pp. 80-85), updated where possible, noting that interiors are not fully addressed in this plan). In the 1950s there was growing pressure for additional office space which saw the gradual glazing in of first floor verandahs. It is believed that shopfront changes have occurred in more recent decades.

In the colonnades, the paving has been changed to quarry tiles or bitumen, apparently laid on top of the original slab, and all of the treads at the edge have been replaced or obscured by later finishes. There are several types of non-original treads used. The lighting in the colonnades and on the facades has generally been replaced with modern ball fittings, and in the case of the Melbourne Building, the location of fittings in the colonnades has been moved from the underside of beams to the middle of the ceiling panels between beams.

Other substantial changes have been extensions into the courtyards and internal modifications.

There are numerous surface mounted conduits in the colonnades and elsewhere.

Sydney Building

All first floor verandahs of the Sydney Building have been glazed-in. For most blocks, the internal verandah walls remain, although some have been demolished. Changes to the shopfronts along the colonnades are many and varied. Structural change to the street facades is minimal.

Considerable changes have occurred in the courtyards of the Sydney Building. Many of the blocks have been extended for two storeys right up to the rear property line. Only a few remain to their original plan area. Some extensions have included a third floor.

Some blocks of the Sydney Building still retain original interior fabric, and in some cases this has been concealed by later finishes. In other cases only the original shell remains and the interior is entirely new. In the 1990s a new refurbishment trend became evident. Some blocks refurbished in this period had non-original suspended ceilings removed at ground level only, and the original plaster ceilings and cornices refurbished. These blocks now allow the original volume of the retail areas of the building to be appreciated.

Melbourne Building

The Melbourne Building verandahs at first floor have also been enclosed. Until the early 1980s all verandas were glazed-in. However, a change in NCDC policy concerning the Sydney and Melbourne Buildings saw some of the verandas restored along Alinga Street and West Row. In the other sections of the Melbourne Building, enclosed verandahs have been utilised in a similar way to the Sydney Building, with the internal wall being removed in some situations.

Other than changes arising from the 1953 fire, no structural changes have been made to the street facade of the Melbourne Building. As with the Sydney Building, other façade changes have affected shopfront windows.

The courtyard area of the Melbourne Building has seen less physical change than the Sydney Building. The main reasons for this relate to the fact that nearly half of the building was not constructed until 1944 and it was occupied over a long period by Government departments.

For the other parts of the building, most blocks have been extended. This consists of two or three storey face brick extensions to the rear site boundary.

The interiors of the Melbourne Building need to be separated into the former Government and Non-Government parts. Most of the former Government offices were gutted in a fire in 1953, and have been refurbished in recent years into bars, cafes and restaurants on the ground floor and serviced apartment accommodation on the first floor.

The Non-Government areas of the building have changed internally over the years. The principal remaining original elements (floors and ceilings) have in most cases been, concealed by new floor finishes and suspended ceilings. The extent of physical change to these elements is not known. Most blocks appear to have been refitted over the original structure and fabric, and at least a few have been completely gutted and refurbished.

4. EVIDENCE OF OTHER VALUES: AESTHETICS, CREATIVE AND TECHNICAL ACHIEVEMENT, SCIENTIFIC AND SOCIAL

This chapter presents evidence about a range of other potential heritage values.

4.1 AESTHETICS, CREATIVE AND TECHNICAL ACHIEVEMENT

This section briefly presents evidence of creative achievement which is then analysed in the following chapter.

The Sydney and Melbourne Buildings display a number of the features of the Inter-War Mediterranean style:

- light-coloured smooth walling;
- medium pitch roof of Roman pattern tiles;
- exposed rafter ends;
- round arches;
- arcaded loggia (the colonnades);
- formal entrance treatments; and
- fanlights (Apperly, Irving & Reynolds 1989, p. 174).

The buildings also have other classical references including: the rhythmical arcade design with pavilions featuring pedimented parapets and central arches punctuating the arcades; and cast roundels, shields and consoles on the exterior walls above the colonnades.

In addition, the buildings display evidence of creative achievement through their prominent setting and landmark qualities, as well as their planned relationship to each other, Northbourne Avenue and City Hill.

4.2 SCIENTIFIC VALUE

There is no evidence that the Sydney and Melbourne Buildings are likely to yield information which may contribute to an understanding of the cultural history of Canberra or the ACT. The place does embody information about a range of other values but this information is essentially known, and no further important information seems likely to appear. Accordingly, there is no evidence of scientific value.

4.3 SOCIAL VALUE

The social value of the Sydney and Melbourne Buildings has not been researched.

None the less, the prominence of the buildings in the central commercial part of Canberra over a very long period of time suggests the possibility of social value. The buildings are a

landmark. In addition, the range of businesses and government uses may, individually or overall attract contemporary community esteem. For example, longstanding businesses such as the Charcoal Restaurant may have strong or special associations for sections of the community. Similarly, the presence of various nightclubs over a period of time may attract such associations to the buildings generally, if not to the individual premises.

Such associations are yet to be explored and tested.

5. ANALYSIS OF EVIDENCE

Having provided background information and evidence about the Sydney and Melbourne Buildings in the preceding chapters, it is important to analyse this in order to understand exactly why the buildings are important. This will help guide future conservation and management.

The following analysis has been prepared by the consultant team using the evidence presented in Chapters 3-4 which has been analysed against the criteria for the ACT Heritage Register (reproduced at Appendix D), and judgements have been reached on the basis of the professional expertise of the consultants. The analysis is divided into sections related to the criteria.

- (a) It demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches**

The Sydney and Melbourne Buildings display a degree of creative achievement through their planning and architectural style, and as important elements in a broader town planning composition. However, while this achievement is substantial, it does not appear to meet the high level required by this criterion.

- (b) It exhibits outstanding design or aesthetic qualities valued by the community or a cultural group**

The buildings may have design and aesthetic qualities which are valued by the wider Canberra community, including landmark qualities. However, no research has been undertaken to substantiate such values.

- I It is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest**

The Sydney and Melbourne Buildings are examples of the Inter-War Mediterranean style, and they display a large number of style indicators including two key indicators.

This style is displayed by a number of Canberra buildings, especially houses. These are:

- Administration Building and houses, Mount Stromlo Observatory Precinct (1926-29);
- Calthorpes' House (1927);
- Murray Crescent Precinct (1933-34);
- Curator's Cottage at Manuka Oval (1937); and
- houses in Barton, Forrest, Griffith and Reid conservation areas (based on a search of the Australian Heritage Database).

Many of these buildings are good examples of the style. In this context, the Sydney and Melbourne Buildings are also good examples, and are of added interest for the larger scale of the composition compared to the other examples. The Sydney and Melbourne Buildings meet this criterion.

(d) It is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations

The buildings may have social values for the wider Canberra community related to their landmark qualities as well as strong and special associations because of the social, commercial and government uses over a long period of time. However, no research has been undertaken to substantiate such values.

(e) It is significant to the ACT because of its importance as part of local Aboriginal tradition

While consultations have not been undertaken with the local Aboriginal community, there is no suggestion from other sources of the buildings having value under this criterion.

(f) It is a rare or unique example of its kind, or is rare or unique in its comparative intactness

There are several possible values arising under this criterion. The buildings are rare as large-scale commercial buildings dating from the early decades in the development of the national capital. They compare with developments in Kingston and Manuka also from the 1920s, such as the J B Young's store and the Manuka Arcade.

The buildings are rare in Canberra being large-scale examples of Inter-War Mediterranean style buildings. Most other buildings of this style are houses, and the Administration Building at Mount Stromlo is the only other large-scale example.

The Sydney and Melbourne Buildings are also unique in Canberra in the form of development – as the block by block development of the buildings was undertaken by individual leaseholders working to an overall design. No other such example is known to exist in Canberra. Normally buildings would have been, and continue to be, substantially developed by one government or private owner. The different approach in this case partly reflects the special circumstances of Canberra as a city built for and under the close control of government.

The Sydney and Melbourne Buildings display a moderate degree of integrity but this does not seem a rare or unique quality.

The Sydney and Melbourne Buildings meet this criterion.

(g) It is a notable example of a kind of place or object and demonstrates the main characteristics of that kind

The buildings are a notable example of the Inter-War Mediterranean style as discussed under Criterion I above, and therefore meet this criterion.

The buildings might also be considered in the context of commercial buildings as a class of places. However, there is insufficient information about such a class and its characteristics to enable a meaningful assessment at this time.

(h) It has strong or special associations with a person, group, event, development or cultural phase in local or national history

The Sydney and Melbourne Buildings are of some historic value as commercial buildings associated with the early development of Canberra as the national capital. This value is shared by commercial buildings in Braddon, Kingston and Manuka which were also developed in the 1920s. While these developments were substantial, the Sydney and Melbourne Buildings were the major development in Canberra City which was intended at the time as the commercial centre for the new city.

The Sydney and Melbourne Buildings have played and continue to play an important role in defining Canberra City. They established the early character and scale of the city's retail and business area. From the 1920s until at least the late 1950s the buildings were the major development in Canberra City and provided its focus. While they continue as a landmark in Canberra City, other development since 1960 has diffused the focus of commercial activity and changed the character and scale of Canberra City. The role of the Sydney and Melbourne Buildings has been diminished by this other development.

The buildings are associated with a range of individuals, notably Sir John Sulman, and other architects J H Kirkpatrick, J S Murdoch, H M Rolland and D E Limburg. All of these architects played a substantial role in the development of Canberra.

Sulman is an important historical figure in Australia, and part of this relates to his role with the Federal Capital Advisory Committee in the development of Canberra (see Apperly and Reynolds 1990). While the FCAC had limited success, it is an important phase in the story of the development of the national capital. Sulman is associated with the design of many buildings, however in the case of Canberra he arguably has a special association with two places – Old Parliament House, being a key advocate for the building, and the Sydney and Melbourne Buildings where he prepared the concept design. These two places perhaps best present substantial and tangible evidence of his influence in Canberra.

Kirkpatrick has an association with the Sydney and Melbourne Buildings as the design architect who realised Sulman's concept. However, it is not clear this is a strong or special association with Kirkpatrick – mindful that every architect has an association with the buildings they design or contribute to. In addition, Kirkpatrick's historical importance seems modest. His other notable associations are through the design, with others, of the former Australian Forestry School (1927) and Albert Hall (1928). On balance, the association with Kirkpatrick does not seem sufficient to meet this criterion.

The role of Murdoch, Rolland and Limburg in the design of the buildings appears to have been much less substantial, and therefore not strong or special.

The Sydney and Melbourne Buildings meet this criterion.

(i) It is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes

There is no evidence of the place having value under this criterion.

- (j) **It has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site**

The buildings have contributed to some degree to an understanding of the cultural history of the ACT, and they have the potential to make a greater contribution. However, it is not clear if this has been a significant contribution to a wider understanding. In addition, there is nothing to distinguish these buildings from the potential of any other heritage place in the ACT to play such a role.

On this basis, the Sydney and Melbourne Buildings do not meet this criterion.

- (k) **The place exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements**

There is no evidence of the place having value under this criterion.

- (l) **The place is a significant ecological community, habitat or locality for any of the following:**
- (i) **the life cycle of native species;**
 - (ii) **rare, threatened or uncommon species;**
 - (iii) **species at the limits of their natural range; or**
 - (iv) **distinct occurrences of species.**

There is no evidence of the place having value under this criterion.

Future Heritage Criteria – HERCON

The Council of Australian Governments (COAG) has agreed that the States and Territories will move progressively to the use of consistent heritage assessment criteria, known as the HERCON criteria. The ACT is likely to modify its criteria in line with HERCON following the review of the *Heritage Act* in 2010. The following table correlates the current ACT Heritage Criteria used above with the new HERCON criteria, to allow this assessment of significance to be more easily understood in the future.

Table 5. ACT Heritage Act Criteria correlated with the HERCON Criteria	
HERCON Model Criteria	ACT Heritage Criteria 2004
	A place or object has heritage significance if it satisfies 1 or more of the following criteria (the heritage significance criteria):
(a) Importance to the course or pattern of our cultural or natural history.	<p>I it is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost, or is of exceptional interest;</p> <p>(h) it has strong or special associations with a person, group, <u>event, development or cultural phase</u> in local or national history;</p> <p>(i) it is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes;</p> <p>(k) for a place—it exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements;</p> <p>(l) for a place—it is a significant ecological community, habitat or locality for any of the following:</p> <ul style="list-style-type: none"> (i) the life cycle of native species; (ii) rare, threatened or uncommon species; (iii) species at the limits of their natural range; (iv) district occurrences of species.
(b) Possession of uncommon rare or endangered aspects of our cultural or natural history.	(f) it is a rare or unique example of its kind, or is rare or unique in its comparative intactness;
I Potential to yield information that will contribute to an understanding of our cultural or natural history.	(j) it has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site;
(d) Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.	(g) it is a notable example of a kind of place or object and demonstrates the main characteristics of that kind;
(e) Importance in exhibiting particular aesthetic characteristics.	(b) it exhibits outstanding design or aesthetic qualities valued by the community or a cultural group;
(f) Importance in demonstrating a high degree of creative or technical achievement at a particular period.	(a) it demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches;

Table 5. ACT Heritage Act Criteria correlated with the HERCON Criteria

HERCON Model Criteria	ACT Heritage Criteria 2004
(g) Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of the continuing and developing cultural traditions.	(d) it is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations; (e) it is significant to the ACT because of its importance as part of local Aboriginal tradition;
(h) Special association with the life or works of a person, or group of persons, of importance in our history.	(h) it has strong or special associations with a person, group, event, development or cultural phase in local or national history;

6. STATEMENT OF SIGNIFICANCE

The statement of significance is vital as a clear, brief summary about why the Sydney and Melbourne Buildings are important. The statement is the basis for the conservation and management guidance presented later in this conservation management plan.

6.1 SIGNIFICANCE

References to criteria in this section relate to the ACT Heritage Register criteria (reproduced at Appendix D). The references are provided after the relevant text.



The Sydney and Melbourne Buildings have a range of heritage values related to their architectural style, large scale as commercial buildings from the period, unique form of development, and historical associations.

The Sydney and Melbourne Buildings are significant as good examples in Canberra of the Inter-War Mediterranean style, and are of added interest as large-scale examples in this style. This style was one the distinctive designs used in the early decades of the development of Canberra as the national capital, and use of the style declined after the 1930s.

(Criteria I and (g))

The buildings are rare as:

- large-scale commercial buildings dating from the early decades in the development of the national capital; and
- as large-scale examples of Inter-War Mediterranean style buildings.

The Sydney and Melbourne Buildings are also unique in Canberra in the form of development – as the block by block development of the buildings was undertaken by individual leaseholders working to an overall design. The different approach in this case partly reflects the special circumstances of Canberra as a city built for and under the close control of government.

(Criterion (f))

The Sydney and Melbourne Buildings are of historic value as commercial buildings associated with the early development of Canberra as the national capital. While there were other substantial developments in Canberra from the same period, the Sydney and Melbourne Buildings were the major development in Canberra City, which was intended at the time as the commercial centre for the new city.

The Sydney and Melbourne Buildings have played and continue to play an important role in defining Canberra City. They established the early character and scale of the city's retail and business area. From the 1920s until at least the late 1950s the buildings were the major

development in Canberra City and provided its focus. While they continue as a landmark in Canberra City, other development since 1960 has diffused the focus of commercial activity and changed the character and scale of Canberra City. Accordingly, the role of the Sydney and Melbourne Buildings has been diminished.

The buildings have a strong and special association with the architect Sir John Sulman. Sulman is an important historical figure in Australia, and part of this relates to his role with the Federal Capital Advisory Committee in the early development of Canberra in the 1920s. Sulman prepared the concept design for the Sydney and Melbourne Buildings, and they are one of only two places in Canberra that perhaps best present substantial and tangible evidence of his influence in Canberra.

(Criterion (h))

In addition, it seems possible the buildings have social value and aesthetic qualities valued by the community. However, further research is needed to substantiate such values.

6.2 ATTRIBUTES RELATED TO SIGNIFICANCE

The following list of attributes are features that express or embody the heritage values detailed above, and these are useful in ensuring protection for the values.

Criterion	Significance	Attributes
Criteria I and (g)	The Sydney and Melbourne Buildings are significant as good examples in Canberra of the Inter-War Mediterranean style, and are of added interest as large-scale examples in this style. This style was one of the distinctive designs used in the early decades of the development of Canberra as the national capital, and use of the style declined after the 1930s.	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings including features which display the Inter-War Mediterranean style • The large-scale of the buildings
Criterion (f)	<p>The buildings are rare as:</p> <ul style="list-style-type: none"> • large-scale commercial buildings dating from the early decades in the development of the national capital; and • as large-scale examples of Inter-War Mediterranean style buildings. <p>The Sydney and Melbourne Buildings are also unique in Canberra in the form of development – as the block by block development of the buildings was undertaken by individual leaseholders working to an overall design. The different approach in this case partly reflects the special circumstances of Canberra as a city built for and under the close control of government.</p>	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings including features which display the Inter-War Mediterranean style • The large-scale and commercial nature of the buildings • Evidence of the individual blocks
Criterion (h)	The Sydney and Melbourne Buildings are of historic value as commercial buildings associated with the early development of Canberra as the national capital. While there were other substantial developments in Canberra from the same period, the Sydney and Melbourne Buildings were the major development in Canberra City, which was intended at the time as the	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings overall • Evidence of the commercial character of the buildings (eg. shopfronts) • The character and scale of the buildings

Table 6. Attributes

Criterion	Significance	Attributes
	<p>commercial centre for the new city.</p> <p>The Sydney and Melbourne Buildings have played and continue to play an important role in defining Canberra City. They established the early character and scale of the city's retail and business area. From the 1920s until at least the late 1950s the buildings were the major development in Canberra City and provided its focus. While they continue as a landmark in Canberra City, other development since 1960 has diffused the focus of commercial activity and changed the character and scale of Canberra City. Accordingly, the role of the Sydney and Melbourne Buildings has been diminished.</p> <p>The buildings have a strong and special association with the architect Sir John Sulman. Sulman is an important historical figure in Australia, and part of this relates to his role with the Federal Capital Advisory Committee in the early development of Canberra in the 1920s. Sulman prepared the concept design for the Sydney and Melbourne Buildings, and they are one of only two places in Canberra that perhaps best present substantial and tangible evidence of his influence in Canberra.</p>	<ul style="list-style-type: none">• The landmark qualities of the buildings

7. DEVELOPMENT OF POLICY – OPPORTUNITIES AND CONSTRAINTS

In addition to the heritage significance of the Sydney and Melbourne Buildings, there are a range of other important factors which will influence the conservation and management guidance provided in this plan. These are discussed in this chapter.

7.1 IMPLICATIONS ARISING FROM SIGNIFICANCE

Based on the statement of significance presented in Chapter 6, the following management implications arise. Conserve the:

- Sydney and Melbourne Buildings overall, including features which display the Inter-War Mediterranean style;
- large-scale and commercial nature of the buildings;
- evidence of the individual blocks;
- evidence of the commercial character of the buildings (eg. shopfronts); and
- the landmark qualities of the buildings.

These implications do not automatically lead to a given conservation policy in Chapter 8. There are a range of other factors that must also be considered in the development of the policy, and these are considered in the rest of this chapter. Such factors may modify the implications listed above to produce a different policy outcome.

7.2 LEGISLATIVE REQUIREMENTS

The legislative and related requirements relevant to the Sydney and Melbourne Buildings relate to the:

- *Australian Capital Territory (Planning and Land Management) Act 1988* (Commonwealth);
- *National Capital Plan* (Commonwealth);
- *ACT Planning and Development Act 2007* (ACT);
- *Territory Plan 2008* (ACT);
- *Heritage Act 2004* (ACT); and
- *Building Code of Australia*.

The *Australian Capital Territory (Planning and Land Management) Act 1988* and *National Capital Plan* provide the overarching framework for planning in the ACT. The *National Capital Plan* also has specific provisions relating to Main Avenues which includes Northbourne Avenue. However, in practical terms it is the ACT planning and heritage provisions which are directly relevant to the Sydney and Melbourne Buildings. These are briefly outlined below.

ACT Planning and Development Act 2007 (ACT)

This is the principal planning and development Act for the Territory, aside from the National Capital aspects of the Territory. It provides a planning and land system for sustainable development of the ACT which is consistent with social, environmental and economic aspirations. The Act has no effect to the extent that it is inconsistent with the *National Capital Plan*, but is taken to be consistent with the plan to the extent that it can operate concurrently with it. (*ACT Planning and Development Act 2007*, section 6)

The Act provides for the creation of the ACT Planning and Land Authority, and the *Territory Plan* which is discussed below.

Territory Plan 2008 (ACT)

General

The plan is a statutory document which is:

- a key part of the policy framework for administering planning in the ACT, particularly where the ACT Planning and Land Authority has decision-making roles;
- used to manage development, in particular land use and the built environment;
- used to assess development applications; and
- is used to guide the development of new estate areas (future urban land), and the management of public land.

The Territory, the Executive, Ministers and Territory authorities must not do or give approval for anything that is inconsistent with the plan, nor the *National Capital Plan* (www.actpla.act.gov.au/tools_resources/legislation_plans_registers/plans/territory_plan/territory_plan_master_page).

The *Territory Plan* operates in conjunction with the *National Capital Plan*.

Sydney and Melbourne Buildings

The buildings are on land zoned Commercial – CZ1 – Core. The *Territory Plan* identifies zone objectives, the assessment track for types of development, and prohibited developments. Zone objectives include to,

- a) Encourage a mix of predominantly commercial land uses that contribute to a diverse and active character
- b) Provide for a range of conveniently located retail and service outlets
- c) Promote vibrant, interesting and lively street frontages including during evenings and weekends...
- h) Promote the establishment of cultural and community identity that is representative of, and appropriate to, the place' (*Territory Plan*, 4.1 CZ1 – Core Zone Objectives, p. 1)

The *Territory Plan* specifies a range of possible uses in this zone which may be approved subject to an assessment.

There is also a *City Centre Development Code* which applies to development in this zone. The code provides general development controls as well as site specific controls. The code addresses use restrictions, building and site controls, built form, parking and site access, and amenity. The code includes a specific provision regarding development adjacent to the Sydney and Melbourne Buildings,

'Development in areas adjacent to Section 1 and Section 48 is compatible with the built form and historic character of the Sydney and Melbourne buildings.' (*Territory Plan*, 4.2 City Centre Development Code,

Heritage Act 2004 (ACT)

This Act is the principal Territory heritage legislation. It provides a comprehensive system to conserve significant heritage places and objects in the ACT. The main elements of the *Heritage Act* include:

- to establish a system for the recognition, registration and conservation of natural and cultural heritage places and objects, including Aboriginal places and objects;
- to establish the heritage council as the key advisory body on heritage issues;
- establish a more comprehensive and accessible Heritage Register with streamlined processes to nominate and register heritage places and objects;
- to provide for heritage agreements to encourage conservation of heritage places and objects;
- to provide for heritage guidelines to protect heritage significance;
- to define obligations of public authorities to protect heritage;
- establish enforcement and offence provisions to provide greater protection for heritage places and objects including Heritage Directions, Heritage Orders and Information Discovery Orders; and
- to provide a more efficient system integrated with land planning and development to consider development applications having regard to the heritage significance of a place and heritage guidelines.

The buildings have been entered on the ACT Heritage Register, and accordingly they are subject to the protective provisions of the Act (see Appendix B for a copy of the citation). In part, these provisions ensure heritage advice is provided to and considered by ACTPLA regarding any development applications affecting a registered place.



Figure 45. Plan of Sydney and Melbourne Buildings registered area
Source: ACT Heritage Council

The range of statutory and non-statutory heritage listings relevant to the buildings are detailed in the following table.

Name of Place	Status	List or Register	Heritage Body
Melbourne and Sydney Buildings	Registered	ACT Heritage Register	ACT Heritage Council
Sydney and Melbourne	Registered	Register of the National	Australian Heritage

Table 7. Summary of Heritage Listings

Name of Place	Status	List or Register	Heritage Body
Buildings		Estate	Council
Sydney and Melbourne Buildings	Classified	List of Classified or Recorded Places	National Trust of Australia (ACT)
Sydney and Melbourne Buildings	Registered	Register of Significant Twentieth Century Architecture	Australian Institute of Architects (ACT Chapter)

Under the former legislation, ACT Heritage Register citations included specific requirements which were an important part of the protective provisions. In the case of the Sydney and Melbourne Buildings, these are reproduced at Appendix B. Under the transitional arrangements to the current *Heritage Act*, these requirements were made heritage guidelines under the new Act (ACT *Heritage Act 2004*, section 129). Accordingly, functions undertaken under the Act must be done in accordance with these requirements/heritage guidelines, such as advice given by the Heritage Council on development applications. That is, the requirements/heritage guidelines continue to operate as protective provisions.

In addition, the ACT Heritage Council has developed a signage policy specifically for the buildings. The objective of this policy is to minimise the impact of any new signs on the heritage significance of the buildings. The policy is also reproduced at Appendix B.

Building Code of Australia

The Code is the definitive regulatory resource for building construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It specifies matters relating to building work in order to achieve a range of health and safety objectives, including fire safety.

All building work at the Sydney and Melbourne Buildings should comply with the Code. However, given constraints provided by the existing heritage buildings, full compliance may not always be easy to achieve.

7.3 STAKEHOLDERS

There are various parts of the community who could be considered as stakeholders with an interest in the Sydney and Melbourne Buildings. These include:

- owners, tenants and employees (past and present);
- temporary residents (in the case of the Melbourne Building);
- visitors and passers-by;
- those with an amateur or professional interest in the heritage of Canberra;
- businesses that profit from tourism such as the Canberra Explorer bus (whose online imagery promotes a bus in front of the Melbourne Building);
- businesses promoting tourism (tourism imagery promoting Canberra sometimes features these buildings); and
- businesses and others promoting the city centre as a destination, such as not for profit industry groups representing property owners and businesses – like Canberra CBD Limited.

A number of the key bodies are briefly discussed below. The owners and tenants of the buildings, as well as the ACT Economic Development Directorate, are discussed in Section 7.4 below.

ACT Heritage Council/ACT Heritage

The role of the Heritage Council and ACT Heritage are addressed in the previous section regarding legislation.

Canberra CDB Limited

Canberra CBD Limited is a not-for-profit company charged with improving and marketing the City Centre as a pre-eminent retail, lifestyle and commercial precinct in the ACT. The company administers the Canberra City Centre Marketing and Improvements Grant, raised through a levy on property owners in the City Centre.

Canberra CBD Limited has an ongoing interest in the quality of the city environment, including iconic heritage places such as the Sydney and Melbourne Buildings. It has previously commissioned a study to analyse the buildings and their possible future development (Tonkin Zulaikha Greer 2009), and have expressed a willingness to financially help with improvements to the presentation of these buildings.

National Trust of Australia (ACT)

The Trust is a community-based heritage conservation organisation. It maintains a register of heritage places, and generally operates as an advocate for heritage conservation. Listing on the Trust's register carries no statutory power, although the Trust is an effective public advocate in the cause of heritage.

The Trust has classified the Sydney and Melbourne Buildings, as noted above. Accordingly, the Trust would promote the conservation of the buildings, and is vigilant for any proposals likely to impact on the heritage place.

Australian Institute of Architects (ACT Chapter)

The AIA is a professional non-government organisation concerned with architectural matters. The AIA, ACT Chapter's Register of Significant Twentieth Century Architecture Committee has registered the buildings.

The AIA is generally concerned for the conservation of architectural heritage, and similar to the National Trust, would be keen to promote the conservation of the Sydney and Melbourne Buildings.

7.4 MANAGEMENT CONTEXT, REQUIREMENTS AND ASPIRATIONS

Owners and Tenants of the Buildings

There are a large number of owners and tenants in the Sydney and Melbourne Buildings.

Their range of interests and concern vary, although all share in a concern for the viability of the commercial enterprises which give life to the buildings. Research undertaken in 2008 highlighted the following issues:

- the historical importance of the buildings was recognised;
- lack of coordination, commitment and funding by owners and government;
- maintaining the standard of the buildings;
- the poor quality of the maintenance/disrepair/unattractiveness of the buildings and their environs, including the courtyards;
- pavement problems;
- inconsistent and inappropriate signage;
- security in the public areas, especially East Row (Crosby Textor Research Strategies Results 2008, p. 10).

Achieving coordination amongst the large number of owners, and achieving a good uniform standard of maintenance seem to be major challenges.

Other issues are known to include:

- waste management;
- lighting;
- service/delivery access from the courtyards;
- greater street pavement use, eg. for cafes;
- acoustic and visual privacy;
- providing for exhausts and ventilation;
- graffiti and vandalism;
- consolidation of leases to allow amalgamation of spaces;
- the presence of the bus interchange; and
- changes to the backs of blocks/more windows/activating the courtyards (some of these issues are drawn from Property Council of Australia 2007).

ACT Economic Development Directorate

The role of the Economic Development Directorate is to align and coordinate land release and development, property management and major projects. In the case of the Sydney and Melbourne Buildings, the Economic Development Directorate is:

- undertaking this conservation management plan project as a way to promote greater coordination and improved heritage conservation outcomes for the buildings; and
- undertaking a range of projects to promote refurbishment of the buildings and improved amenity around the buildings.

The projects are described below.

Several of these projects are identified in the *Canberra City Area Action Plan 2010-2016* (Department of Land and Property Services 2010) as part of a much wider plan to strengthen Canberra City.

Sydney and Melbourne Buildings Façade Refurbishment

This project undertaken by David Clarke Architects has documented a range of problems with the external fabric of the buildings, and proposed measures to address them. The large number of problems include:

- damaged and cracked render;
- detached conduits;
- extraneous attachments to the exterior fabric (eg. conduits, signs, lights);
- surface mounted conduits;
- damaged paving and bitumen paving;
- holes in fabric;
- damaged downpipes;
- detritus on parapets and trims;
- deteriorated paintwork – a new colour scheme is proposed as part of the works, prepared by Pegrum and Associates Architects in 2000 (see Appendix F);
- dislodged and damaged roof tiles;
- inappropriate gutter profiles;
- loose, disconnected and damaged gutters and downpipes;
- inappropriate gutter and downpipe materials;
- uncapped parapets;
- missing light fittings;
- inappropriate signs;
- rotten and detached timberwork;
- window mounted airconditioners;
- tiling/cladding on originally rendered surfaces;
- damaged column bases and capitals;
- damaged soffits;
- painted window glass; and
- inappropriate shopfronts.

The ACT Economic Development Directorate is working with owners and Canberra CBD Ltd to have these refurbishment works undertaken, including in a coordinated manner.

Odgers Lane Upgrade

This project seeks to upgrade the lane or courtyard of the Melbourne Building by:

- re-paving the eastern half of the courtyard to facilitate outdoor use (eg. by cafes);
- installing new public seating down the centre of the courtyard, over the tree beds;
- constructing a new waste enclosure towards the centre and southern part of the courtyard;
- changing the traffic flow in the courtyard; and
- refurbishing the bitumen in the lanes north and south of the courtyard itself, and re-arranging the footpaths in these areas.

Signage Guidelines

These guidelines are being prepared to encourage owners and tenants to install signage which is more sympathetic to the heritage values of the buildings. It is recognised that achieving better signage is a long term project. See Appendix H.

Lighting Guidelines

These guidelines are intended to provide owners with advice about appropriate lighting in the colonnades and on the facades of the buildings. The proposed lighting is to be sympathetic to the heritage values of the buildings while addressing relevant standards for lighting public spaces. The guidelines are reproduced at Appendix G.

Verge Restoration and Lighting Upgrades

This project involves:

- replacement of the existing paving on Alinga Street adjacent to the Sydney Building, and on West Row adjacent to the Melbourne Building, with bluestone – similar to other sections of paving adjacent to the buildings which has previously been replaced;
- other minor changes associated with the pavement works (eg. pram crossings, tree pavement surrounds, new kerbing and rainwater sumps, and installation of tactile indicators);
- replacement of the bitumen crossing at Verity Lane with new bitumen; and
- new or replacement street and footpath lighting adjacent to the Sydney and Melbourne Buildings on West Row, Northbourne Avenue, East Row and Alinga Street (adjacent to Sydney Building only).

7.5 CONDITION AND INTEGRITY

This section begins with an overview of the condition and integrity of the Sydney and Melbourne Buildings. This is followed by a more detailed consideration of the state of the attributes of the place, and comments about some specific aspects.

Overview

In general terms, the condition of the Sydney and Melbourne Buildings is poor to good, and they display a medium level of integrity. The exterior of the buildings are in many places in poor condition, with the Sydney Building being notably worse than the Melbourne Building overall. Parts of the Melbourne Building are in quite good condition. Aspects which diminish the integrity of the buildings include the closing-in of verandahs, shopfront changes, signage, and interior changes – some of which have an external impact.

The London Plane trees in the courtyards are in good condition.

Condition and Integrity of Attributes

The following table provides a summary of the condition and integrity of the various attributes related to the significance of the buildings.

In the table, condition relates to the state of the attribute, often the physical state – for example, an original gutter which is badly deteriorated would be a condition issue. Integrity relates to the intactness of the attribute – for example a modern style gutter replacing an original gutter might be an integrity issue irrespective of its condition. It is often useful to distinguish between these matters, especially as integrity relates closely to significance.



Figure 46. Paint and render problems on the Sydney Building
Source: Duncan Marshall 2011



Figure 47. Modern shopfronts and painted out highlights on the Sydney Building
Source: Duncan Marshall 2011

The attributes in the table are listed in the order derived from the statement of significance in Section 6.1.

Table 8. Condition and Integrity of the Attributes of the Sydney and Melbourne Buildings			
Criteria	Attributes	Condition	Integrity
Criteria I and (g)	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings including features which display the Inter-War Mediterranean style • The large-scale of the buildings 	• Poor-Good	• Medium
		• Good	• High
Criterion (f)	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings including features which display the Inter-War Mediterranean style • The large-scale and commercial nature of the buildings • Evidence of the individual blocks 	• Poor-Good	• Medium
		• Good	• High
		• Good	• High
Criterion (h)	<ul style="list-style-type: none"> • The Sydney and Melbourne Buildings overall • Evidence of the commercial character of the buildings (eg. shopfronts) • The character and scale of the buildings • The landmark qualities of the buildings 	• Poor-Good	• Medium
		• Fair	• Medium
		• Good	• High
		• Good	• High

Discussion of Specific Issues

The façade refurbishment project discussed in the previous section has identified a large number of condition and integrity issues which will not be repeated here. In addition, there are a number of other specific issues worth mentioning:

- airconditioning plant is mounted on the roofs, and some is visible from the surrounding streets, especially in the case of the Sydney Building;
- the colonnade paving, some of the skirting, and the edge pavers are not original or entirely sympathetic;
- some ground floor interiors have lowered ceilings which affect the glazed shopfront highlights; and
- the courtyards have many unsympathetic wall mounted services such as airconditioners, ductwork and conduits.

The tree survey undertaken as part of this project identified some minor condition issues with the courtyard trees (see Appendix M).

7.6 ISSUES RELATING TO THE BROADER URBAN CONTEXT

The Sydney and Melbourne Buildings cannot be considered as isolated buildings, unrelated to each other or the surrounding urban context. There is a strong and important relationship between the buildings, with Northbourne Avenue extending up towards City Hill, and with the surrounding streets.

The visibility of the buildings in the streetscape is one dimension of this relationship, moderated in those places where mature street trees are present, and the surrounding pavement widths are another factor. The moderated scale of building development facing the Sydney and Melbourne Buildings is also an important factor.

Future changes in the surroundings which need careful consideration and control include:

- anything which impacts on the visibility of the buildings in the streetscape, including new tree plantings, and bus and truck parking;
- changes to Northbourne Avenue including its median strip; and
- the scale and character of new buildings facing the Sydney and Melbourne Buildings, such as on London Circuit.

8. CONSERVATION POLICY AND IMPLEMENTATION STRATEGIES

8.1 OBJECTIVE

The objective of this policy is to achieve the conservation of the cultural heritage significance of the Sydney and Melbourne Buildings.

8.2 DEFINITIONS

The definitions for terms used in this report are those adopted in *The Burra Charter*, *The Australia ICOMOS Charter for places of cultural significance* (Australia ICOMOS 1999), a copy of which is provided at Appendix J. Key definitions are provided below.

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

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

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

Conservation means all the processes of looking after a place so as to retain its cultural significance [as listed below].

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

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 material into the fabric.

Adaptation means modifying a place to suit the existing use or a proposed use. [Article 7.2 states regarding use that: a place should have a compatible use]

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

8.3 CONSERVATION MANAGEMENT POLICY AND IMPLEMENTATION STRATEGIES

Table 9. Policy and Strategy Index		
Number	Policy Title	Strategies
General Policies		
Policy 1	Significance the basis for planning, management and work	
Policy 2	Adoption of Burra Charter	
Policy 3	Adoption of policies	
Policy 4	Planning documents for or relevant to the Sydney and Melbourne Buildings	
Policy 5	Compliance with legislation	5.1 Provision of CMP to ACT Heritage Council 5.2 Reconciliation of CMP and Heritage Guidelines
Policy 6	Related conservation management planning	
Policy 7	Expert heritage conservation advice	
Policy 8	Decision making process for works or actions	8.1 Decision-making process
Policy 9	Coordinated management	
Policy 10	Review of the conservation management plan	
Training, Consultation and Liaison		
Policy 11	Training	
Policy 12	Relationship with the ACT Heritage	
Policy 13	Information about proposed works	
Conservation of the Buildings and Courtyards		
Policy 14	Conservation of the Buildings and Courtyards	14.1 Shopfronts 14.2 Interiors 14.3 Verandahs 14.4 Signage 14.5 Windows – painting and posters 14.6 Banners and flags 14.7 Colonnade lighting 14.8 Redundant plant, services and conduits 14.9 Tree beds 14.10 Ground disturbance in the courtyards 14.11 Lease amalgamations 14.12 Colonnade paving 14.13 Colonnade step 14.14 Obstructions in colonnades
Policy 15	Maintenance planning and works	15.1 Maintenance plan 15.2 Maintenance informed by monitoring 15.3 Maintenance and repair works 15.4 Exterior colour scheme 15.5 Tree maintenance works
Policy 16	Upgrading and adaptation works	16.1 Coordinated approach to airconditioning plant 16.2 New or replacement plant 16.3 Exterior changes at the rear of the buildings

Table 9. Policy and Strategy Index		
Number	Policy Title	Strategies
		16.4 Substation 16.5 Colonnade lighting
Policy 17	Condition monitoring	17.1 Monitoring program
Setting		
Policy 18	Setting	18.1 Semi-permanent dividing screens on the street verge
Use of the Place		
Policy 19	Use of the Sydney and Melbourne Buildings	19.1 Lease or occupancy agreements
New Development		
Policy 20	New buildings and additions	
Interpretation		
Policy 21	Interpretation of the significance of the Sydney and Melbourne Buildings	21.1 Interpretive strategy
Unforeseen Discoveries		
Policy 22	Unforeseen discoveries or disturbance of heritage components	
Keeping Records		
Policy 23	Records of intervention and maintenance	23.1 Records of decisions 23.2 Records of maintenance and monitoring
Further Research		
Policy 24	Addressing the limitations of this conservation management plan	

In the following policies and strategies, a reference to the ACT Government usually means the ACT Economic Development Directorate, which is the current ACT agency with an identified role and responsibility for the Sydney and Melbourne Buildings.

General Policies

Policy 1 *Significance the basis for planning, management and work*

The statement of significance set out in Chapter 6 will be a principal basis for future planning and work affecting the Sydney and Melbourne Buildings.

Policy 2 *Adoption of Burra Charter*

The conservation and management of the Sydney and Melbourne Buildings, their fabric and uses, will be carried out in accordance with the principles of *The Burra Charter* (Australia ICOMOS 1999), and any revisions of the Charter that might occur in the future.

Policy 3 *Adoption of policies*

The policies recommended in this conservation management plan will be endorsed as a primary guide for management as well as future planning and work for the Sydney and Melbourne Buildings.

Policy 4 *Planning documents for or relevant to the Sydney and Melbourne Buildings*

All planning documents developed for the Sydney and Melbourne Buildings will refer to this conservation management plan as a primary guide for the conservation of their heritage values. The direction given in those documents and in this plan will be mutually compatible.

Policy 5 *Compliance with legislation*

The ACT Government, and owners and tenants of the Sydney and Melbourne Buildings must comply with all relevant legislation and related instruments as far as possible, including the:

- *ACT Planning and Development Act 2007* (ACT);
- *Territory Plan 2008* (ACT);
- *Heritage Act 2004* (ACT); and
- the *Building Code of Australia*.

Commentary: This includes the need to seek relevant approvals for changes impacting on the heritage values of the Sydney and Melbourne Buildings.

Implementation strategies

- 5.1 The ACT Government will provide a copy of this plan to the ACT Heritage Council.
- 5.2 The ACT Government will seek to have the heritage assessment and heritage guidelines in the ACT Heritage Register citation reconciled with this conservation management plan.

Commentary: In the currently available citation, the heritage guidelines are actually called specific requirements which is the former statutory term no longer used.

Policy 6 *Related conservation management planning*

Conservation management planning undertaken for components of the Sydney and Melbourne Buildings will consider the guidance provided in this plan, and seek to achieve integrated, complimentary management. This may lead to changes to this plan.

Commentary: It is possible that a conservation management plan may be prepared by the owner of an individual block.

Policy 7 ***Expert heritage conservation advice***

People with relevant expertise and experience in the management or conservation of heritage properties will be engaged for the:

- provision of advice on the resolution of conservation issues; and
- for advice on the design and review of work affecting the significance of the Sydney and Melbourne Buildings.

Commentary: If needed, ACT Heritage may be able to advise about suitable experts.

Policy 8 ***Decision making process for works or actions***

The ACT Government, and owners and tenants of the Sydney and Melbourne Buildings will ensure that they have an effective and consistent decision-making process for works or actions affecting the buildings which takes full account of the heritage significance of the place. All such decisions will be suitably documented and these records kept for future reference.

Implementation strategies

8.1 The process will involve:

- consultation with internal and external stakeholders relevant to the particular decision;
- an understanding of the original design and subsequent changes to the area involved;
- documentation of the proposed use or operational requirements justifying the works or action;
- an assessment of the impact on significance; and
- identification of relevant statutory obligations and steps undertaken to ensure compliance.

Policy 9 ***Coordinated management***

The ACT Government and owners of the Sydney and Melbourne Buildings will explore options to achieve effective integrated management of the exterior of the buildings, especially the facades and colonnades, including sustainable funding for building maintenance.

Commentary: Options may include a body corporate structure or ceding title to the colonnade spaces to the ACT Government. Consideration should also be given to quarantining the existing levy paid by property owners in the Sydney and Melbourne Buildings for dedicated use on those buildings. An increased levy should also be considered if needed. Such coordinated management might

address a range of issues, including signage, lighting, painting and other maintenance work.

Policy 10 Review of the conservation management plan

This conservation management plan will be reviewed:

- to take account of new information and ensure consistency with current management circumstances every five years; or
- whenever major changes to the place are proposed or occur by accident (such as fire or natural disaster); or
- when the management environment changes to the degree that policies are not appropriate to or adequate for changed management circumstances.

Training, Consultation and Liaison

Policy 11 Training

Adequate training for ACT Government staff and owners and tenants of the Sydney and Melbourne Buildings should be provided regarding the significance of the buildings, and the policies and practices for their appropriate management.

Policy 12 Relationship with the ACT Heritage

The ACT Government and owners and tenants of the Sydney and Melbourne Buildings should maintain regular contact with ACT Heritage, including informal consultations where appropriate.

Commentary: ACT Heritage administers the *Heritage Act 2004* (ACT) and provides the secretariat for the ACT Heritage Council. Early consultation can simplify and speed any approvals needed under the Act.

Policy 13 Information about proposed works

Stakeholders and the public should be informed in a timely fashion, as appropriate, about proposals for works or programs within or affecting the Sydney and Melbourne Buildings.

Commentary: A list of stakeholders is provided in Section 7.3. This policy is in addition to the formal requirements to notify agencies such as ACTPLA and the ACT Heritage Council.

Conservation of the Buildings and Courtyards

Refer also to the policy section on new development below.

Policy 14 Conservation of the Buildings and Courtyards

In general terms, the Sydney and Melbourne Buildings will be conserved.

Fabric related to the Inter-War Mediterranean style will be conserved. Key and other features of the Sydney and Melbourne Buildings which express the style include:

- light-coloured smooth walling;
- medium pitch roof of Roman pattern tiles;
- exposed rafter ends;
- round arches;
- arcaded loggia (the colonnades);
- formal entrance treatments; and
- fanlights.

Additional qualities or features to be conserved include:

- other classical references displayed by the buildings including: the rhythmical arcade design with pavilions featuring pedimented parapets and central arches punctuating the arcades; and cast roundels, shields and consoles on the exterior walls above the colonnades;
- the evidence of original blocks;
- original shopfronts, or surviving original shopfront elements;
- original interiors, or surviving original interior elements;
- open verandahs, where these exist;
- the London Plane trees in the courtyards; and
- the prominent setting and landmark qualities of the buildings, as well as their planned relationship to each other, Northbourne Avenue and City Hill.

Implementation Strategies

- 14.1 No changes will be made to original shopfronts, or surviving original shopfront elements.

Where shopfronts are not original, owners are encouraged to reconstruct shopfronts to match the original shopfronts, or at least to achieve the general style of original shopfronts.

New or replacement modern-style shopfronts will not be installed.

- 14.2 No changes will be made to original interiors, or surviving original interior elements. In the case of the northwest section of the Melbourne Building, this includes interiors and elements dating from after the 1950s fire.

Where interiors are not original, owners are encouraged to respect the original layout and spaces of the buildings, and to recreate these where appropriate. For example, where ceiling heights have been lowered on the

ground floor, therefore blocking the front window highlights, owners are encouraged to reinstate original ceiling heights.

- 14.3 In the case of enclosed first floor verandahs, owners are encouraged to re-open these as exterior spaces.
- 14.4 The ACT Government will develop a policy document to guide future external signage. The aim will be to provide a greater degree of coordination of signage which is more sympathetic to the historical buildings. The document will address issues such as the location, mounting, size and form of signs, such as in the colonnades. The policy document will take account of the existing ACT Heritage Council policy on signage for the buildings, and be approved by the Council.

Commentary: A policy document is already being prepared. See Appendix H.

- 14.5 While signage for a business is appropriate (ie. the name of a business), partially or fully painting out windows for advertising purposes should not be undertaken, especially the use of bright colours. Similarly, fully covering windows with posters should not happen.

Commentary: This strategy may be modified by the proposed policy document foreshadowed at Strategy 14.1.

- 14.6 Banners or flags will not be attached to the buildings.
- 14.7 The Colonnade Lighting Guidelines may be implemented in any change to the colonnade or façade lighting.

However, the preferred option is to reconstruct the original colonnade and façade lighting if possible.

No new lighting or surface mounted conduits or services will be installed in the colonnades or on the street facades of the buildings, except for lighting which reconstructs or is at least sympathetic to the original lighting.

Commentary

Refer to the Colonnade Lighting Guidelines prepared by Webb Australia at Appendix G. The comprehensive implementation of these guidelines is an issue which should be addressed through the coordinated management of the buildings – see Policy 9.

The original colonnade lighting used a fitting similar to that found in the Lobbies at Old Parliament House.

- 14.8 Non-original and redundant plant, services and conduits will be removed and any damage to surfaces or finishes made good. This applies to the courtyards as well as the rest of the buildings.

14.9 The tree beds in the courtyards should not be disturbed, including the kerbing, to protect the root zones. The ACT Government will remind owners and tenants of the significance of the trees and the need to protect the root collars from damage, such as by works in the vicinity.

14.10 Any ground disturbance in the courtyards, or change to the surface, will be guided by an arborist consulted prior to the works taking place.

Commentary: This includes work on underground services or re-paving the courtyards. The proposed Odgers Lane project is likely to involve such work.

14.11 While lease amalgamations may be permitted, internal changes will conserve evidence of the original blocks (eg. boundary walls).

14.12 The long-term option for the colonnade paving should be to restore the original concrete paving or, if this is damaged beyond repair or otherwise unable to be restored, then a new sympathetic finish should be installed.

The treatment of the edge paver should be considered in this context.

Commentary: It is believed the original paving survives under the current tiling and bitumen. However, it is possible the paving has been damaged to achieve good adhesion for the tiling. Paving with a grey tile close to a concrete finish may be the best option in such circumstances. The original edge pavers were concrete to match the colonnade paving. The current pavers are not original and not a match for the originals.

14.13 The step between the colonnade and the street pavement will be maintained where this survives.

14.14 Planter boxes and other permanent obstructions in the colonnades should not be permitted.

Policy 15 Maintenance planning and works

The Sydney and Melbourne Buildings will be well maintained and all maintenance and repair work will respect the significance of the place. Maintenance and repair will be based on maintenance planning that is informed by:

- a sound knowledge of each part of the building, its materials and services, and their heritage significance; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt repair in the event of breakdown.

Implementation Strategies

15.1 The ACT Government and owners of the Sydney and Melbourne Buildings

will develop a maintenance plan for the buildings, including provisions for life-cycle maintenance.

- 15.2 The ACT Government and owners will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 17).
- 15.3 Owners will undertake the maintenance and repair works identified as part of the Façade Refurbishment project documented by David Clarke Architects, subject to the commentary provided at Appendix E. The works will be undertaken in a timely manner, and according to a timetable agreed by owners. Every effort will be made to coordinate the timing of these works, and ideally the works would be undertaken as a single project.

Commentary: Appendix E qualifies some of the proposed works. There may be a cost benefit if the works are undertaken as a coordinated, single package.

- 15.4 The proposed exterior colour scheme for the buildings will be validated by paint scrapes, unless this has already been undertaken. Once a scheme is validated, no other colour scheme or variation will be used.

Commentary: The scheme proposed by David Clarke Architects is based on a scheme developed by Pegrum and Associates Architects in 2000. This scheme is noted as being, ‘consistent with the early period and heritage values of the Sydney and Melbourne buildings.’ However, it is not clear whether the scheme is actually based on evidence of the historical colours used on the buildings, as revealed by paint scrapes. While the scheme may prove acceptable, it must be based on evidence. See Appendix F.

- 15.5 The ACT Government will undertake the minor tree maintenance work identified in the tree survey (see Appendix M).

Policy 16 *Upgrading and adaptation works*

The ACT Government, owners and tenants may replace or upgrade fabric and services, or undertake adaptation works as required by their condition or changed standards. Such works will not compromise significance unless there is no feasible and prudent alternative, in which case every effort will be made to minimise the impact on significance.

Adaptation may also be undertaken to allow for a new use which is compatible with the significance of the buildings.

Commentary

Adaptation in this plan involves no, or minimal impact on significance, in accordance with *The Burra Charter*.

As noted in Section 7.4, there is a current proposal to partly adapt the Melbourne Building courtyard to facilitate new outdoor uses, improve public amenity and waste management.

A future possibility are proposals to double glaze the windows facing the surrounding streets. This may be possible, consistent with the policy above, partly depending on the detailed resolution of installing double glazing and the impact on window frames. However, consideration must be given to other policies and strategies which relate to external glazing, notably Policy 14, Strategy 14.1, Strategy 14.3, and Strategy 15.3.

Implementation Strategies

- 16.1 A long-term coordinated approach to the provision of airconditioning plant should be developed, including consideration of an option to consolidate plant in screened locations.

Commentary: The proliferation of plant in the courtyards and in visible locations on roofs is a problem. Consolidation of plant may prove cost-effective. Such an option is suggested in a previous study of the buildings (Tonkin Zulaikha Greer 2009), including the possibility of locating central plant rooms on other sites (eg. across London Circuit).

- 16.2 New or replacement airconditioning plant will not be visible from surrounding streets, and ideally should not be placed on roofs.

- 16.3 Changes may be made to the exterior rear parts of the buildings, however owners will take a long-term, planned approach to such changes, to achieve a better quality urban environment. The largely red-brick service character of the courtyards will be conserved.

In the case of exhausts, preference should be given to ducts rising inside the buildings, not on an external face.

Commentary: While the courtyards will remain primarily service areas, this does not mean changes to these areas should be made in an unsympathetic way.

- 16.4 The original/early electrical substation building in the Melbourne Building courtyard may be adaptively re-used if it can no longer serve as a substation. The exterior form of the building should be conserved, and the significance of any surviving equipment assessed for possible conservation.

Commentary: The ownership of this structure has not be checked, and it may be the property of ACTEW.

- 16.5 The ACT Government will explore with owners options to achieve a coordinated approach to lighting the colonnades.

Commentary: The current lighting is not coordinated such that some lighting is turned off at night. One option may be for a body corporate or the ACT Government to assume overall responsibility for the lighting. This strategy relates to Policy 9.

Policy 17 Condition monitoring

A program of monitoring the condition of the building fabric and courtyard trees will be implemented. This program will be distinct from the maintenance program but will be linked to it for implementation. The information gained will identify areas experiencing deterioration, which will in turn inform maintenance planning.

Implementation Strategies

- 17.1 The ACT Government and owners will develop and implement a monitoring program to identify changes in the condition of the place.

Setting

The policies in this section apply to the area around the Sydney and Melbourne Buildings, including Northbourne Avenue, City Hill and the blocks surrounding the buildings.

Policy 18 *Setting*

An appropriate setting for the Sydney and Melbourne Buildings will be maintained which:

- protects the heritage values of the buildings;
- respects the planned relationship between the buildings, especially through the treatment of the Northbourne Avenue median;
- protects the visibility of the buildings, recognising the existing mature trees hide the buildings somewhat, and including consideration of truck and bus parking adjacent to the buildings; and
- respects the buildings through the scale and character of buildings on surrounding blocks.

Commentary:

The *City Centre Development Code* within the *Territory Plan* includes a specific provision regarding development adjacent to the Sydney and Melbourne Buildings intended to protect the heritage values of the buildings.

‘Development in areas adjacent to Section 1 and Section 48 is compatible with the built form and historic character of the Sydney and Melbourne buildings.’ (*Territory Plan*, 4.2 City Centre Development Code, p. 14)

While this general guidance is a good beginning, more detailed guidance about scale, character, materials and colours could be developed with the involvement of the ACT Heritage Council.

With regard to the Northbourne Avenue median, a detailed study of the history of treatments, plantings and particular values has not been undertaken. None the less, it is apparent that tree planting was an early feature, that otherwise the median remained reasonably open allowing views between the buildings, and that the median was not interrupted by structures. Accordingly, any future treatment of the median should respect these qualities – tree planting, the median remaining reasonably open, retaining the possibility of views between the buildings, and no structures.

Implementation Strategies

- 18.1 Sympathetic semi-permanent dividing screens for food and beverage outlet seating on the street verge may be installed. However, this should generally not be higher than standard table height. Full height dividers and roof structures will not be permitted.

Use of the Place

Policy 19 *Use of the Sydney and Melbourne Buildings*

The primary uses of the Sydney and Melbourne Buildings will include retail, commercial, office, restaurants, cafes, bars, residential accommodation, and otherwise will be sympathetic to the character of the buildings.

Commentary: Ancillary or secondary uses which support the primary uses may be permitted, but should be relatively limited in extent.

Implementation Strategies

19.1 Any lease or occupancy agreement for the buildings will highlight the heritage significance of the place and recognise this conservation management plan.

New Development

Policy 20 New buildings and additions

No new buildings will be permitted, such as in the courtyards.

Minor new structures (eg. waste or service enclosures) may be permitted in the courtyards, subject to careful siting and sympathetic design. Such structures will be kept to a minimum in number and extent, and not impact on the health of the London Plane trees.

No additions will be made to the street frontages or roofs, and no new elements will rise above the ridge heights. Additions may be undertaken to the rear of blocks where space permits, and will retain the red-brick service character of the courtyards.

Interpretation

Policy 21 Interpretation of the significance of the Sydney and Melbourne Buildings

The significance of the buildings will be interpreted to the general public visiting the area as well as visitors to and the occupiers of the buildings themselves.

Commentary: Interpretation includes *Canberra Tracks* interpretive signage already installed on the buildings.

Implementation Strategies

21.1 The ACT Government and owners will develop and implement a simple interpretive strategy considering the range of possible messages, audiences and communication techniques. This should be integrated with existing interpretation.

Commentary: While the existing external signage is probably adequate, opportunities to enhance interpretation might include interpreting individual blocks, including interpretation material in Quest Apartments'

accommodation or on its website, and if a website were created to promote the buildings overall, then on such a website. The individual block histories presented in Appendix C would be a useful resource for this interpretation.

Unforeseen Discoveries

Policy 22 Unforeseen discoveries or disturbance of heritage components

If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric or values requires major management or conservation decisions not envisaged by this conservation management plan, the plan will be reviewed and revised (see Policy 10).

If management action is required before the plan can be revised, a heritage impact statement will be prepared that:

- assesses the likely impact of the proposed management action on the existing assessed significance of the place;
- assesses the impact on any additional significance revealed by the new discovery;
- considers feasible and prudent alternatives; and
- if there are no such alternatives, then considers ways to minimise the impact.

If action is required before a heritage impact statement can be developed, the ACT Government or owner will seek relevant expert heritage advice before taking urgent action.

Urgent management actions will not diminish the significance of the place unless there is no feasible and prudent alternative.

Commentary

Unforeseen discoveries may be related to location of new documentary or physical evidence about the place or specific heritage values that are not known at the time of this plan, and that might impact on the management and conservation of the place. Discovery of new heritage values, or the discovery of evidence casting doubt on existing assessed significance would be examples. This might relate to a range of values.

Discovery of potential threats to heritage values may also not be adequately canvassed in the existing policies. Potential threats might include the need to upgrade services or other operational infrastructure to meet current standards, the discovery of hazardous substances that require removal, or the physical deterioration of fabric.

Unforeseen disturbance might be related to accidental damage to fabric, or disastrous events such as fire or flood.

Keeping Records

Policy 23 Records of intervention and maintenance

The ACT Government will maintain records related to any substantial intervention or change in the place, including records about maintenance, where it is responsible for or otherwise facilitates such matters.

Owners are encouraged to maintain such records.

Implementation strategies

23.1 The ACT Government will retain records relating to decisions taken in accordance with Policy 8 – Decision making process for works or actions, where it is involved in such matters.

23.2 The ACT Government will retain copies of all maintenance plans prepared for the place, including superseded plans, and records about monitoring, where it is involved in such matters. (Refer to Policies 15 and 17)

Further Research

Policy 24 Addressing the limitations of this conservation management plan

Opportunities to address the limitations imposed on this study (see Section 1.4) will be taken if possible, and the results used to revise the conservation management plan.

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APPENDIX A: PROJECT BRIEF

PROJECT BRIEF

1.0 INTRODUCTION

The brief for this project comprises this **Project Brief** together with the **Basic Brief for Construction Works**.

The Project Brief details project specific requirements, the Basic Brief details the general requirements and administrative procedures (including content of submissions), and the Reference documents provide guidance on technical matters.

The following indicates how this document relates to other key documents used in the engagement of the Consultant.

Letters of Offer and Acceptance

Agent's Agreement

Project Brief

Basic Brief for Construction Works

STANDARDS AND GUIDELINES

Standard Specification for Urban Infrastructure Works (TAMS)

Design Standards for Urban Infrastructure (TAMS)

ACT Procurement Solutions Guidelines for the Production of Tenders and
General condition of Contract

Agents Circulars

NATSPEC

National standards and guidelines
(e.g. Building Code of Australia, Australian Standards, AUSTRROADS etc)

2.0 OBJECTIVES

The objective of this consultancy is to prepare a Conservation Management Plan (CMP) for Sydney and Melbourne Buildings consistent with the requirements of ACT Heritage and in accordance with the Australian ICOMOS (International Council of Monuments and Sites) Charter for the Conservation of Places of Cultural Significance (Burra Charter) 1999 and its guidelines. Also required is advice on concurrent, and related consultancies, for the design of the upgrade of Odgers Lane and policies for signs and lighting associated with the two buildings.

3.0 BACKGROUND

The Sydney and Melbourne Buildings were the first permanent retail buildings constructed in the City. They have endured a long history of adaptation to suit tenancies, owners and an evolving City centre.

The *Canberra City Area Action Plan 2010-2016 (Action Plan)* projects include the surrounds of Sydney and Melbourne Buildings and improvements to Odgers Lane. Within building leases there are ongoing management issues such as signs, painted finishes, facade details and lighting. In order to deal with imminent projects within the building envelopes, laneways and adjacent road verges a revised Conservation Management Plan (CMP) is required.

The Sydney and Melbourne Buildings are entered on the ACT Heritage Register under the *ACT Heritage Act 2004*. This listing protects the heritage values of the place, and imposes a number of obligations including the need to prepare a CMP.

As an overview, the following has been extracted from the newsletter “Heritage Talks ‘Making Presence of the Past’ – Issue 2, February 2009”.

Recognition of the buildings’ importance occurred in 1980 when they were among the first structures to be entered in the Register of the National Estate in Canberra. They are on the ACT Heritage Register and classified by the National Trust. The impact, however of the 1980 registration was both positive and negative.

The statement of significance of that time stated that only the façades were important. Consequently what went on behind the façades was not tightly controlled. The interiors have been altered and extensions into the courtyards have occurred.

Fortunately, the façades have retained a high integrity although the variety of infill to upper balcony openings and some signage differs from the historic values of these buildings.....

Whilst the Sydney and Melbourne Buildings continue as a landmark, the commercial heart of Civic has shifted since the 1960s. The challenge for the upgrade is the coordination of the many different landlords of the privately tenanted businesses, who are responsible for the maintenance of their own premises.

ACT Heritage looks forward to working closely with designers and developers as this early 20th century icon is primed for 21st century Canberrans.

4.0 PROJECT DESCRIPTION

The objective of this Request for Tender is to engage a Consultant to prepare a CMP consistent with the requirements of ACT Heritage and in accordance with the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter) 1999 and its guidelines.

The CMP will extend, and combine, the existing CMP for both buildings dated July 1993 and the CMP for the courtyard trees dated May 1989. The revised CMP is to be endorsed by the ACT Heritage Council.

The CMP is to cover the building exteriors, including colonnades and former balconies. It shall also include the publically managed curtilage of the buildings comprising the courtyards and all adjacent road verges and associated urban design treatments. The CMP will consider a number of implications arising from the heritage significance, as well as a range of other legislative, management, physical and stakeholder issues.

The consultant will produce a document that also provides owners and tenants with practical information on the heritage elements of the buildings. The life of the document is five years with the need for review stated in the document.

4.1 PROJECT SITE

The buildings are located on either side of Northbourne Avenue and London Circuit. Sydney Building is encompassed by Alinga Street on the north and West Row on the west. Melbourne Building is encompassed by East Row on the east and Alinga Street on the north.

4.2. PROJECT SCOPE

Tenders are invited from suitably qualified and experienced organisations to provide consultancy for the preparation of the CMP. This may involve a range of consultations, research, inspections and analysis so as to provide a sound understanding of the place leading to the confirmation of the statement of significance for the Sydney and Melbourne Buildings and their courtyards. The statement of significance builds on, and combines, the current 1989 and 1993 documents.

This CMP continues to be a document which reinforces why these buildings and courtyard trees are significant and what policies there are to ensure that significance is retained. It takes all of the relevant plans; assessments etc and translates the information into specific policies for appropriate heritage management. The history of the buildings is well known and need not be fully repeated.

The CMP accounts for existing use types because these buildings are not intended for adaptation or redevelopment.

The buildings are in private ownership and not under a body corporate or similar structure. Recommendations must provide practical guidance and acknowledge existing ownership, business turnover, Civic's night time economy and the commercial impacts on the growth of Civic.

Gaps in existing conservation policies such as advertising signs (a separate commission with Swell Design), decorative lighting (likely to be Webbs), preferred pavement to the colonnade, external paint colours and finishes (a separate commission with David Clarke Architects being managed by Canberra CBD Limited), the address to the courtyards, and any other matter not identified in the 1993 and 1989 documents shall be specifically addressed.

The statement of significance and the information about constraints and opportunities will be used as the basis for developing the conservation policy, implementation strategies and new works guidelines.

The CMP will focus on:

- drawing information readily available from existing sources to compile sections of the CMP;
- developing the best understanding of significance given existing constraints;
- developing key general policies and strategies which can provide an immediate framework to guide the ongoing use and expression of the buildings and their courtyards; and
- developing policies and strategies to assist with immediate issues confronting stakeholders.

The following will be addressed:

- Roofs
- Walls
- Windows and fan lights
- Doors
- Balconies
- Whole of building such as paint colours and decorative lighting
- Screens
 - Gutters, fascias, eaves, soffits and downpipes
- Pilasters/Columns
 - Colonnade

The CMP will acknowledge matters that concern current and future tenants such as:

- Security and safety
- Advertising
- Acoustic and visual privacy
- Water efficiency
- Stormwater management
- Site facilities and aerial devices
- Fire prevention
- Health and safety
- Graffiti and vandalism
- Equity in investing in matters that are not directly related to return
- Hours of operations noting that any time parts of either building will be operational with uses ranging from nightclubs to banks.
- Scaffolding and barriers related to refurbishment works
- Facade and pavement cleaning technology
- Tree management related to arboricultural work for solar access, aesthetics, courtyard use etc
- Requirements by stakeholders not owning occupying or managing the building such as
 - Deliveries
 - Emergencies
 - Energy efficiency
 - Trade Waste
 - Waste management
 - Climate control
 - Access and mobility
 - Exhausts and ventilation
 - Litter such as cigarettes

the placement of interpretative signs etc.

And outside the colonnade such as planting boxes and other inclusions that influence the heritage integrity of the buildings.

The CMP will also address the public domain in the colonnade such as:

- Level change
- Pavement
- Lighting
- Advertising
- Steps, ramps road crossings stakeholders. The project officer will coordinate any interaction with the stakeholders. The proposal will allow for 10 x 1 hour meetings with stakeholders and other consultants engaged by the Territory.

The CMP will also address the public domain in the courtyards such as:

- Trees
- Pavement surfaces
- Steps, ramps, walls and railings
- Traffic management devices
- Furniture
- Signs and advertising
- Roads, footpaths, kerbs and gutters and traffic elements
- Services and street lighting

The Territory will provide links to specialists working on concurrent activities:

- Building Condition
- Signs
- Lighting
- Laneway design

4.2.1 Resources provided by the Territory

The Territory will provide the successful tenderer with the following material and will discuss any approved initiatives not yet documented:

1. DSB and Anutech May 1989 *Conservation Management Plan for the Courtyard Trees*.
2. Philip Cox, Richardson Taylor and Partners July 1993. *Conservation Management Plan*.
3. Pegrum and Associates (not dated). *Sydney and Melbourne Building Paint Colour Schemes*.
4. ACT Heritage Unit 2010 (not dated). *Draft Signs policy for the Sydney and Melbourne Buildings*.
5. Tonkin Zulaikha Greer September 2009. *Renewal Study/ Sydney and Melbourne Buildings for Canberra CBD Limited*. This study included several Appendices: A – Services, B – Summary of Reports providing a synopsis of City centre reports that included the Buildings, C – Consultation. D – Traffic and Parking.
6. Rider Hunt Levett Bucknall October 2009. *Opinion of probable order of cost for Renewal Study/ Sydney and Melbourne Buildings (Medium Case) for Canberra CBD*

- Limited*. Also prepared, November 2009 was a *Cost Benefit Analysis Table*.
7. Tonkin Zulaikha Greer February 2010. *Melbourne Building Seed Project for Canberra CBD Limited*
 8. Rider Hunt Levett Bucknall February 2010. *Opinion of probable order of cost for Melbourne Building Seed Project for Canberra CBD Limited*.
 9. ACT Department of Land and Property Services. October 2010 *Canberra City Area Action Plan 2010 – 2016*.
 10. HBTO + EMTB. July 2010. *Sydney and Melbourne Buildings Surrounds Final Sketch Plan Report*.
 11. David Clarke Architects. October 2008 *.Sydney & Melbourne Buildings Facade Refurbishment and Schedule of Works*.

For citations on the Heritage Register, see the CMD website. Note that there is other information on the Sydney and Melbourne Buildings on this website <http://www.cmd.act.gov.au>.

The interpretative signs designed and placed by the ACT Heritage Unit. Information can be found on the Chief Ministers Department (CMD) Website and by viewing the signs on site.

4.3. IMPLEMENTATION PLAN

Not used

4.4 CONSULTATION

Consultation will be managed by the project officer is Jane Easthope. Phone 6205 2758 e-mail jane.easthope@act.gov.au. Consultation with stakeholders should be through the project officer. If there is a need for a presentation to the Heritage Council, this will be organised by the project officer. The project officer will also convene meetings as necessary with Canberra CBD Ltd and through them, the property owners.

The consultant shall not make any separate allowance to conduct consultation nor to prepare a consultation report.

4.4.1 Concurrent studies

The Territory is investing in improvements to the public realm (most are identified in the *Action Plan*). The CMP consultant will participate in all concurrent studies through progress meetings arranged by the project officer.

Design Performance Guidelines

- a. For use by the building owners and occupiers. It is attached or somehow connected to the CMP.
- b. Guidelines on lighting, pavement, facade surface, outdoor advertising (signage) and other/s identified during the preparation of the CMP.
- c. The Territory will develop a standard template into which the specialist will insert graphics and information. The Territory will coordinate the specialist. The CMP consultant will advise on appropriateness of recommendations.

Odgers Lane

- a. A project in preliminary stage.
- b. Essentially the works involve a clean-up of the laneway and rationalisation of the waste

management, delivery, servicing and parking so that it may be shared by both vehicles and people; not just vehicles. The intent is switching an old utility to a new one. To work, it has to be organic with the rear of the tenancies encouraged to change use and orientation.

- c. Privately funded modular flooring, tables, chairs, screens, building wrap etc. for café and other commercial uses is overlaid on Territory funded improvements to the public realm.

Northbourne Avenue

- a. A possible project (funding stream being identified).
- b. Widening of the verges between Bunda Street and London Circuit corresponding with narrowing of the median. Shared by pedestrians, cyclists and possibly café uses. Loading and bus layover rationalised. Pedestrian spine in the median directly connects to City Hill.
- c. The CMP consultant will advise on the appropriateness of public realm elements such as the inclusion of trees in the Northbourne verges.

Melbourne and Sydney Buildings verges.

- a. Upgrade of the pavements and furniture complying with the Canberra Central Design Manual.
- b. Design work on hold (FSPs complete) whilst Odgers Lane and Northbourne Avenue progresses.
- c. The lighting design component is taken to Tender Readiness. This will inform the Performance Guidelines.
- d. The CMP consultant will advise on the plinth/step dividing the colonnade and verge.

Building remedial works

- a. The Condition Report identifies remedial works necessary before the buildings can be painted. The budget for painting has been allocated in the 2010/11 financial year by CCBD.
- b. The CMP consultant will advise that the colour palette established by Pegrum and Associates is appropriate.

The intent is to consult the building owners, tenants and managers at a meeting scheduled for 1 March 2011 and again when required and convenient. The CMP will be discussed in addition to the concurrent studies. The CMP consultant will participate in the discussions.

4.5 Draft and Draft Final CMP

The Consultant is to prepare and submit a draft and draft final CMP allowing for input from stakeholders. The project officer will coordinate any interaction with the stakeholders. The proposal will allow for 10 x 1 hour meetings with stakeholders and other consultants engaged by the Territory.

Draft Report comprising a report and draft plans which addresses the issues noted in Section 3.5 of the Basic Brief.

The following are the numbers of copies required:

- 4 copies of the report,
- 4 A3 copies of drawings,

- 4 CD copies of all documentation in PDF format.

4.6 Final CMP

The consultant shall provide services for the final CMP output will be concise and easy-to-read. It must be readily actionable by the owners and tenants and will include drawings, maps and photographs etc. Text shall be provided in Word format and documents shall be provided in PDF, JPG and DWG formats.

The final document will be loaded onto the web and copies distributed to owners and tenants. The final output must be easily copied and printed. In addition to the original on disc, the consultant is to produce five copies at the draft and draft final phases and ten copies of the final CMP.

5.0 DESIGN INFORMATION

5.1 STANDARDS

Works are to comply with the standards and guidelines identified in the **Basic Brief**.

The works shall comply with all current standards and guidelines together with all relevant Acts currently in force in the ACT.

6.0 PROGRAM

The consultant shall respond to the following milestones in a return brief to establish a mutually agreed project program.

Item	Description	Weeks	Date due
a)	Execute consultancy contract.	-	3 Feb 11
b)	Commencement meeting within one week of contract execution.	1	10 Feb 10
c)	Meet with property owners and tenants (organised by others)	-	1 Mar 11
d)	Draft CMP	9	5 May 11
e)	Draft CMP to the Heritage Council CMP Taskforce	-	12 May 11
f)	Stakeholder Consultation		
g)	Draft Final for recommendation that the ACT Heritage Council endorses the CMP		July 11
h)	Final Deliverable		Late July 11
	Total weeks	25	

7.0 BUDGET

The consultant is to provide a fee offer of no more than \$40,000 plus GST for the scope of work described in the brief. The fee proposal should include a price breakdown according to the components of head consultant, sub-consultants and others and should clearly outline breakdowns of all sub-consultancy tasks.

Fees proposals are to show separation of Goods and Services Tax.

8.0 QUALITY ASSURANCE

8.1 GENERAL

The Consultant shall undertake the CMP in accordance with ACT Heritage and in accordance with the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter) 1999 and its guidelines.

The Consultant shall ensure that all documents and drawings produced for this project acknowledge the sponsoring client Land and Property Services as well as ACT Procurement Solutions by including logos and names in the title block of drawings or text documents.

9.0 LIAISON

All liaisons regarding the contract are with Infrastructure Procurement Project Officer:

Name: Nanda Nandapalan. Telephone: 6207 0125

Facsimile: 6207 5468. Email: nanda.nandapalan@act.gov.au

All liaison regarding the preparation of the CMP are through the LAPS project officer;

Name: Jane Easthope Telephone: 6205 2758

Facsimile: 6207 0123 Email: jane.easthope@act.gov.au

10 COPYRIGHT

The Territory shall retain copyright of all documents prepared as part of this project.

APPENDIX B: ACT HERITAGE REGISTER CITATION & SIGNAGE POLICY



Entry to the ACT Heritage Register

Heritage Act 2004

20032. Melbourne and Sydney Buildings

Sections 1 and 48

CITY

This document has been prepared by the ACT Heritage Council.

This entry which was previously part of the old heritage places or the old heritage objects registers (as defined in the *Heritage Act 2004*), as the case may be, is taken to be registered under the *Heritage Act 2004*.

Conservation Requirements (including Specific Requirements), as defined under the *Heritage Act 2004*, that are contained within this document are taken to be Heritage Guidelines applying to this place or object, as the case may be.

Information restricted under *the old heritage places register or old heritage objects register* is restricted under the *Heritage Act 2004*.

Contact: ACT Heritage Council c/o Secretary PO Box 144
Enquiries: phone 02 6207 2164 fax 02 6207 5715

Lyneham ACT 2602
e-mail heritage@act.gov.au



Helpline: 02 6207 9777
Website : www.cmd.act.gov.au
E-mail: EnvironmentACT@act.gov.au

32. Melbourne and Sydney Buildings [V78]¹

Location

District of Canberra Central, Division of City, Sections 1 and 48 as identified in Figure 32 and indicated on the Territory Plan Map by the Heritage Places Register Overlay H32.

Features Intrinsic To The Heritage Significance Of The Place

The place comprises:

- a) exterior facade of the Melbourne and Sydney Buildings;
- b) remaining original interiors;
- c) central courtyards and remaining internal lightwells; and
- d) London Plane trees (*Platanus x acerifolia*) in the interior courtyards of both buildings.

Statement Of Significance

The buildings are good examples of the Inter-War Mediterranean style, displaying key features of the style such as light-coloured smooth walling, medium pitch roofs of Roman pattern tiles, round arches, arcaded loggias and formal entrance treatments.

The Melbourne and Sydney Buildings were the earliest major developments in Civic, and are commercial buildings, associated with the early development of Canberra. The buildings were based on design principles set by prominent architect, J S Sulman and the design work was finalised by J H Kirkpatrick. The buildings have been the model to establish the colonnade principle which is now an important element throughout Civic.

The Melbourne and Sydney Buildings have played and continue to play a role as landmarks in Civic. They provided a focus in establishing the early character and scale of the city's retail and business area, and they dominated development in Civic from the 1920s until the late 1950s.

The Melbourne and Sydney Buildings' design and details exhibit particular aesthetic characteristics, which were inherent in the original design and are valued by the community today.

The London Plane trees are rare large specimens of their species in the ACT.

Specific Requirements

In accordance with s.54 of the *Land (Planning and Environment) Act 1991*, the following requirements are identified as essential to the conservation of the heritage significance of this place. The requirements are intended to implement the following conservation policy for the place:

The existing buildings are to be conserved and appropriately maintained, including any original interiors.

- i) **Building including alterations and additions**
 - a) The external fabric of the buildings is to be conserved. Where significant original fabric of interiors is found to exist, it shall be retained where practicable as part of any redevelopment.
 - b) There is to be no increase in height of the original buildings. Extensions to the rear of either building must not rise above the ridge line of the existing tiled roof, nor extend past the property line, and must adopt a sensitive and cohesive design approach which acknowledges and respects the form and scale of the original building.
 - c) Where first floor balconies are currently open, no enclosures shall be permitted.
- ii) **Layout**
 - a) Existing driveway entry points are to be retained and no additional ones are to be developed.
 - b) The central courtyards and remaining internal light wells are to be retained.
- iii) **Landscape elements**
 - a) The existing trees in the internal courtyards are to be conserved and appropriately maintained. Where replacement of the existing trees is required the replacements shall be of the same species.

¹ [V78: Added to Heritage Places Register 12/12/1997 (Variation Number 78)]

Figure 32: Melbourne and Sydney Buildings





POLICY 2:

Signage Policy for Sydney and Melbourne Buildings

The ACT Heritage Council provides the following conservation objectives and guiding principles for the installation of signs on the Sydney and Melbourne Buildings.

Conservation Objective

To minimise the impact of new signs on the heritage significance of the Sydney and Melbourne Buildings.

The ACT Heritage Council appreciates the need for businesses occupying the Sydney and Melbourne Buildings to advertise their presence and their products. The Council seeks to balance the need for signage to be visible whilst to the public at the same time having minimal impact on the heritage values of these buildings. Although these guidelines are not mandatory, they represent the best practice for heritage conservation; endorsed by the ACT Heritage Council, they will be used by the Council when providing advice on developments in heritage precincts.

The Guidelines relate to signage that is visible from public spaces, and do not apply to signage within premises and not visible from the street.

SIGNAGE

1. New signs should not detract from the heritage values of the buildings;
2. The size and number of signs should be kept to a minimum for each business;
3. The installation of new signs should be fully reversible with minimal damage to the built fabric;
4. If new anchorage/mounting points are required, they should cause minimal irreversible damage to the built fabric;
5. Original signage including surface painted, should be retained and protected in situ;
6. No sign should be painted onto an unpainted surface;
7. New signs should be low reflective and of a neutral colour;
8. New signs should not be internally illuminated or flashing;
9. New signs should directly relate to the sole owner, business and function. Product advertising should not be allowed;
10. Installation of any real estate signage indicating property for sale, letting or auction should be removed within 10 days of completion.

Installation of new signage must be supported by the ACT Heritage Council. Please contact the Heritage Unit on 13 22 81 for further information.

GPO Box 158 CANBERRA ACT 2601
heritage@act.gov.au

APPENDIX C: ADDITIONAL HISTORICAL INFORMATION

C.1 EXTRACT FROM THE 1993 CMP HISTORY

The following extract from the 1993 conservation management plan deals with the development of the design for the buildings and their architectural origins (Philip Cox, Richardson, Taylor & Partners 1993, pp. 31-41, 65-69).



2.4 The Construction of a Design

2.4.1 Introduction

In their 1922 report “concerning the layout of the Civic Centre,” the FCAC devoted significant time to the design of the Retail Traders block. The Committee felt that a dignified and orderly design was required for buildings for such prominent city sites. They were also determined that individual lessees not be allowed to build to suit their own convenience, the only result would be an “undignified and haphazard ugliness.”(45)

Sketch plans were prepared by the Committee, to illustrate an appropriate treatment, for one of the city blocks. The design was to change a number of times before construction.

2.4.2 The Original Design 1922-24

In 1922 the Chairman of the FCAC prepared a design for Sydney building for reasons outlined above. The design was based on the, “old Regent Street of London, and the Rue de Rivoli in Paris, each universally admitted to be the finest shopping Street in their respective cities”. (46) (Figs 16, 17)

The design showed,

“a self contained shopping centre surrounded by a continuous colonnade to give shelter from sun and rain, which retail traders find absolutely essential, and usually provide by ugly verandas. This block will accommodate all the shops on the ground floor and offices on the first floor.... It will also afford temporary quarters in the earliest stage of occupation for the Governmental institutions ... until their own buildings can be erected.. (47)

The Committee were concerned that the building should have an appearance of quality and should not be detracted from by the rubbish filled back alley’s associated with many shopping centres. The plan’s solution to this problem was;

“..the entire hiding of the inevitably untidy back quarters attached to shopping premises, which were shown to abut on a central tree planted court approached by one, entrance only. Thus shoppers could perambulate under shelter the whole block; consisting of a continuous line of shops,...” (48)

The preliminary plan dealt also with matters of structure, construction and occupancy and was addressed in the Committee’s Civic Centre planning report as follows;

“By building such a block.., by reinforced concrete piers with light walls or partitions between, accommodation will be provided at a much cheaper rate for each occupant ‘than if he erected his own separate building or premises, and would therefore encourage those’ whose services will be needed as soon as Parliament is transferred, to settle and commence business at once, instead of waiting to see – if they were justified in incurring an expenditure of capital”

“The plan shows suggestive methods of subdivision by which the various grades of traders may be accommodated and the expansion of their business arranged for at a minimum of expense by removing the light division walls, so that any number of shops could be thrown into one. The shops are partly lock – up and, partly with dwellings attached to suit immediate requirements...”

“It will be noted that the dwellings are shown on the ground floor fronting onto an internal e planted courtyard to which access is obtained by a roadway one of the fronts. Eventually extension of the shops, bulk store and other accommodation would take their place.”

The Committee envisaged at the time that the traders block would be erected by and principally occupied by Government institutions. Proposed tenants were:

Post office, Commonwealth Bank, Municipal offices, Public Library, Co-op store for Government officials.

“The remainder would be let to banks, insurance and other companies, retail traders and the professional and commercial community.”

Public hall, billiard rooms, temporary cinema and work rooms. (49)

The proposed cost of construction of the block was £80,000 in 1922.

In September of 1922 the FCAC’s plan was submitted to the Minister for Works and Railways and duly received approval. On 3 October the plan was approved by Cabinet, but a decision to build, was delayed until a sale of leases was decided on.

The Committee’s plan was presented at the December 1924 land auctions as the plan to which construction must proceed.

2.4.3 Private Enterprise – The First Amendment

Soon after approval of the first plan was received, a change in the Cabinet saw the beginning of changes to the plan. The Sydney members of the FCAC (disbanded in 1924) were deeply concerned by the nature of changes being made to their plan by the Cabinet, due, to pressure from the lessees. (Fig 18 & 19)

Their concern was expressed in a letter to the Prime Minister (S.M. Bruce) in 1925 and stated:

“The evil effects of the alterations to the original plan, for which Cabinet, is responsible, did not end with those enumerated above, for the retail traders finding the” Cabinet pliable, have in their ignorance and short-sightedness worried the Commissioners into removing practically all restrictions, and a whittling process has begun which, if permitted, not only the subject buildings but those to follow will be no better than in any country town; and the ideals which all Australians will seek in Canberra cannot be realised.

The letter went on to express that they believed the lessees to be short-sighted and self interested, not realising the rapid changes which would accompany the arrival of Parliament in Canberra.

“and (the traders) are quite oblivious of ... the changes to city conditions that will take place and will render the buildings they propose to erect, out of date in a very few years, and meanwhile be a blot on the city’s appearance. By rigid adherence to some definite scheme of city development alone can the Government’s intention be realised.”

‘..if the shopkeepers are allowed to do just as they please, there will be no chance of getting any better treatment in the eleven other blocks to be dealt with in future. A bad precedent will have been created which could only be got rid of by pulling it down, to say nothing of widespread public criticism of Federal aspirations. (50)

Changes to the plan which were opposed by the FCAC members included:

- the increasing of minimum shop frontages to 20 feet. Previously 12 to 15 feet.
- Breaking the block into four sections each separated by a 20 foot wide laneway.

“...exposing the whole back premises of the four separate blocks, the very thing the chairman’s plan was designed to avoid, and also destroying continuity of the colonnade.” (51)

- division of each of the four blocks into separate holdings, with residences on the first floor instead of offices etc.

The Committee further defended their scheme in their Final Report,

‘..the scheme previously approved, afforded that flexibility and adaptability thought to be an important necessity in the early stages of commercial development of Canberra.’ (52)

2.4.4 The Second Amendment

The purchase of Civic Centre leases at the December, 1924 auctions constituted an agreement by the purchaser to build his premises in accordance with a design exhibited at the auction. Some objections to the design were raised before the auction, however it appears that lobbying of politicians after the auctions were the cause of the first and second design amendments.

In November of 1925 a petition opposing the approved plan, was presented to the Federal Capital Commission, signed by all but 1 lessee. In the petition, the leaseholders urged the FCC to give serious consideration to redesigning the whole block. Their principal objection related to the arcade to the perimeter of the block.

“if the arcade treatment is insisted upon, they will lose a certain amount of valuable space, as the blocks are none too deep, and also that the public will not be attracted by window displays as they will pass on the outer footpath and not notice what is shown inside the arcade.” (52)

In response to the lessees opposition and with consideration of the FCAC s expressed opinion, the FCC conducted an inquiry into the matter. As a result of the inquiry, the design was amended. (Fig 20) Important features of the amended design were as follows.

- “(a) Increased shop area on the ground floor, by incorporation therein of the 8 ft shown as arcade on the original plan;*
- (b) An Arcade of greater width i.e. 2 ft, outside the shop line;*

- I Additional floor area on the first floor over the Arcade by an extension of 4 ft beyond the original building line with an 8 ft balcony.*
- (d) Increased area of residences at the rear by allowing for extension of the building to the backline of the allotment;*
- (e) The omission of the plantations at the rear of allotments and the provision of guarded trees only, thus affording greater space for manoeuvring traffic.*
- (f) The provision of buildings on Allotments 29 and 30 which were shown as reserved in the original subdivisional plan.” (53)*

It appears that some aesthetic changes were made to the facade treatment at this time. Those changes were proposed as a response to the semi – monumental nature of buildings designated for sites on the interior of London Circuit. Changes involved, the insertion of ‘Architectural features’ at the corners and the middle of each elevation.

Construction of the blocks would proceed to the guidelines of the amended design.

...

2.5 Architectural Origins

2.5.1 Introduction

It is difficult to place sole authorship on one Architects’ shoulders for the design of Sydney and Melbourne buildings. As stated in Section 2.4.9 [there] were a number of changes to the design before any construction took place.

The architectural concept around which the buildings were designed is attributed to J.S. Sulman, who in 1924 was the Chairman of the Federal Capital Advisory Committee.

In his capacity as Chairman and Architect Sulman developed the design proposal which contained a continuous ground level colonnade to the perimeter of the block. The building wrapped around a service courtyard with access at only 2 points.

When changes to the design were made between 1925 and 1926, the Federal Capital Commission, were in Office. Noted Architect J.S. Murdoch was the Director General of Works for the Commission. Correspondence from the time records Murdoch’s opinion being sought on issues relating to the design. The extent of Murdoch’s input to the design changes is uncertain; however it can be assumed that he had some influence on the final design.

Control drawings drawn up by the Federal Capital Commission in 1926 were designed by their Architect J.H. Kirkpatrick and prepared by H.M. Rolland and D.E. Limburg in the Commission’s office. As this was the design to which construction proceeded, it can be argued that the Sydney and Melbourne buildings as they appear today were designed by J.H. Kirkpatrick in the office of the FCC from a conceptual design of J.S. Sulman. (A brief biography of the Architects Sulman and Kirkpatrick are included in Appendix E Volume 2 of the Conservation Plan.)

2.5.2 Architectural Styles

A study of available design drawings prepared between 1924 and 1927 clearly shows the hand of a number of architects.

The 1924 (Sulman) drawings are very symmetrical with lightly patterned repetitive facades. The architecture is definitely of the new 'Federal Capital' style and bears strong similarities with Canberra Hotel (Murdoch) of the same era.

Concept drawings prepared between 1924 and 1926 portray an Architectural style influenced strongly by international trends. The style of this design reflects on the Deco Style of Architecture in favour in Europe at the time.

The main body of this design presented a strong horizontal line with a symmetrical repetitive facade. Decoration was minimal for most of the facade and was concentrated at the corner and mid facade elements. The roof of this design unlike the previous or later options was concealed behind a parapet.

The 1925 design (J.H. Kirkpatrick and FCC) has very strong ties with Brunelleschi's Foundling Hospital and the cloisters of the Church of San Lorenzo. The design is also representative of the 'Federal Capital' style developing in the new Capital.

2.5.3 Federal Capital Architecture

The creation of a New National Capital called for the development of an Architecture of distinction, one which would portray the spirit of the Nation and the need to come to terms with a harsh climate. The question of what constituted a suitable Architecture was mooted by Australian architects as early as 1901. In 1901 George Sydney Jones stated at a Congress;

"the architecture should be essentially Australian (and.) not slavishly copy the art of past dead centuries"(1).

Griffin's recommendation was;

"essentially uniformity in style," but without "an adaptation of any historical style" (2).

The ideals of the Federal Capital Advisory Committee and Federal Capital Commission, presented variances of these views in their pursuit of a 'perfect city' concept.

Thus it was that the architectural style which developed in the National Capital between 1924 and 1940 was not a pure style, rather, a blend of elements from current styles in other continents. Some of the influential Architects are outlined below.

The emergence of Federal Capital Architecture is attributed to Sir John Sulman, (Chairman of Federal Capital Advisory Committee). Sulman was born and trained in England. His work in England had been an active expression of the Arts and Crafts Movement.

Griffin arrived in Australia in 1913 with fresh experience of the Prairie style of Frank Lloyd Wright in his mind. Griffin and his wife Marion had spent some years working with Wright and had gained an understanding of the elements of the style – interlocking volumes and masses, low slung roof planes and sweeping horizontals. Unfortunately Griffin was not able to see any of his building designs constructed in the National Capital.

In 1918 student architects of Sydney University were being urged by Professor Leslie Wilkinson to:

“consider the virtues of designing for the climate along the lines of Mediterranean architecture in Spain and Italy.”(3)

The Spanish Mission style was popular in America at the time and assisted by Wilkinson’s teaching and practice, emerged as a major influence in Canberra.

Federation Architecture, Australian Architecture’s first unique style was in decline in the early 1920’s. Other styles which had some influence at the time were Queen Anne and Colonial Revival.

The early years of Federal Capital Architecture were a blend of Arts & Crafts, Prairie, Colonial Revival, Mediterranean and Spanish Mission styles. The edges of each style are not distinct; however some buildings demonstrate predominance of a particular period.

By 1930 Australian Architecture was turning toward the Art Deco Style. Canberra buildings constructed after 1930 demonstrate the influence of Deco. Once again they are not pure Deco, simply an adaptation of the principles to the developing Federal Capital Style.

Briefly, the features of Federal Capital Architecture style are:

- Simplicity and elegance.
- Careful massing and pleasant proportions.
- Symmetry.
- Red tile roofs, stuccoed walls and either ochred or painted white.
- Use of arches, round headed windows.
- Importance of setting.
- Minimal decoration.

(The preceding text to Clause 2.5.3 is an abridged and modified version of the description found in “Federal Capital Architecture” by Ken Charlton, and notes contained in the National Trust (ACT) Register of classified places.)

C.2 BLOCK HISTORIES

This section provides a block by block history of the Sydney and Melbourne Buildings. The historical records refer to lots but the current term is blocks.

SECTION 48 – SYDNEY BUILDING

Section 48, Lot/Block 1 (Corner of Northbourne Avenue and Alinga Street)

This large allotment did not sell at the auction held on 12 December 1924, but it had been sold by 11 August 1925. The identity of the purchaser is not currently known, though it is likely to have been George Inglis Hudson, dentist, chemist, entrepreneur and inventor of the famous Hudson's Eumenthol Jujubes. Hudson certainly owned the leasehold on this and the neighbouring lot 25 by November 1926, at which point his Eumenthol Chemical Company was preparing to develop the two lots. Excavations and foundations for a 'large shop and office building' covering both lots were underway by February 1927. The supervising architects for the project were Herbert E. Ross and H. Ruskin Rowe.¹

By 24 November 1927, Dr Arthur Cahill was seeking office accommodation on the first floor, but the Executive Architect of the FCC recommended against occupation at this date because some work still needed to be done. He thought that the building would be ready for occupation on 1 December 1927.²

In a referendum held in Canberra on 1 September 1928, the people of Canberra voted for the introduction of the sale of liquor from licensed premises in the Capital Territory. As a result, an Ordinance authorised the FCC alone to issue liquor licenses. It issued licences to the Canberra, Acton, Kurrajong and Wellington Hotels, as well as to three cafes that the Commission itself established at Civic, Manuka and Kingston. Liquor trading commenced in Canberra on 22 December 1928, with the Civic Café occupying lot 1 in the Sydney Building.³

The café soon acquired an unsavoury reputation. According to Bill Tully, it was known as the 'Blood-house' because of the fights that frequently broke out there. Quoting the Canberra University College annual, *Prometheus*, he referred to its 'long dirty deal tables' which held beer 'while the fights were on', as well as to its sawdust-covered floors which soaked up the blood. Charles Prowse recalled that as a child he gave the café 'a wide berth as it was always rough and smelt so awful.' Because of the evil reputation of the Civic and other government-run liquor outlets, their leases were renewed in April 1935 on condition that they built modern hotels nearby. This led to the construction across the road of the Hotel Civic, which opened in August 1936, and concomitantly to the closure of the Civic Café.⁴

¹ Radley West, 'Hudsons...the great antiseptic remedy', *Pharmacy History Australia*, vol. 3, no. 33, November 2007, p. 3; *CT*, 18 Nov 1926, p. 9; 24 February 1927, p. 10.

² CRS A292, item C1893.

³ Patricia Clarke, 'The Journos' Pub: the Hotel Wellington 1927-1984', in Shirley Purchase (ed.), *Canberra's Early Hotels: A Pint-sized History*, Canberra, CDHS, 1999, p. 92.

⁴ Bill Tully, 'Civic's Same Named Pub: a Tight Ship on Choppy Waters', in Purchase (ed.), *Canberra's Early Hotels*, pp. 125-6. See also recollections of Roma Prowse, in 'The Sydney Building – Civic's early retail hub', *CDHS Newsletter*, no. 399, June/July 2005, p. 7.

Meanwhile, by January 1932, the leaseholder of the lot was Lady Mildred Louise Calder, who also held the lease for the neighbouring lot 25 on Alinga Street. At that time, the first floor of both lots was occupied by the Department of Defence.⁵ Lady Calder was the wife of the British peer, Sir James Charles Calder, whose business interests included brewing; the family's brewing business produced Calder's Ale. This might help to explain the fact that Lady Calder's investment in lot 1 included the Civic Café. Sir James and Lady Calder lived in Norfolk in England.⁶

The lot may later have been occupied by J.B. Young Ltd, which also had some other adjacent shop premises along Northbourne Avenue (see below).⁷

Section 48, Lot/Block 2 (Corner of Alinga Street and East Row)

This large allotment did not sell at the auction of 12 December 1924, but by 8 April 1925 both it and the neighbouring lot 26 in Alinga Street had been purchased by George Inglis Hudson. However, by November 1926, the lease on lot 2, together with those on lots 4, 26 and 28, had been purchased by Canberra Shops Ltd. The Melbourne architects, Oakley and Parkes, were shareholders in this company.⁸

By January 1932, the basement, ground and first floors of the building on both allotments were occupied by the Commonwealth Department of Health. Canberra Shops Ltd was still the leaseholder of both lots.⁹ The lot was later left vacant for many years, but was occupied by Beard Watson's furniture store by 1957.¹⁰

Section 48, Lot/Block 3 (Corner of Northbourne Avenue and London Circuit)

This large allotment did not sell at the auction of 12 December 1924, but by 16 December – and probably later on the same day as the auction – it had been sold privately to Norman Moses of Queensland at the upset value of £1200. Moses soon sold the lease on to the architects Fink and Plottel of Melbourne, who in turn sold it to Canberra Shops Ltd in November 1926. At this time, Simmie and Company of Sydney and Melbourne were erecting a building on the lot which was described as 'the best in this section of Civic Centre'. The building was to include a large shop on the ground floor, with offices above. The building was occupied on Saturday 17 September 1927.¹¹

Mr and Mrs E.R. Snow ran a drapery business in the building on this allotment for many years, as a result of which the site soon became known – and long remained – as Snow's Corner. Eli Robert (Bob) Snow was born in Hillgrove NSW and arrived in Canberra with his wife Ilote (formerly Gregg *née* Tyson) in 1927. He and his wife opened Snow's drapery, mercery and clothing store in their prime Civic location in late September 1927. A week later, Mademoiselle Ursula, 'Robe Specialist – Hemstitching & Pleating', opened her business in Room 6 upstairs. At a later date, a Mrs Willis operated a dressmaking business in

⁵ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁶ See <http://genforum.genealogy.com/calder/messages/221.html> .

⁷ Information from Pam and Alan Ray and Lady Lois Hicks (*née* Swindon).

⁸ CRS A199, item FC1926/239; *Canberra Times*, 18 November 1926, p. 9.

⁹ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

¹⁰ Information from Lady Hicks.

¹¹ *QA*, 16 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893.

an upstairs room, perhaps taking over from Mademoiselle Ursula. The manager of Snow's shop, Harold Sisson, lived in a flat above the shop, adjoining the first floor residence of Bill Prowse and his family at lot 16.

Apart from their Civic shop, the Snows also operated their 'Canberra Men and Boys' Wear' stores at Kingston and Manuka. After Ilote Snow died in September 1929, Bob married Flora Reid in 1932. He continued to run his shop at the corner of Northbourne Avenue and London Circuit until 1953 when he retired to Sydney. He died in Sydney on 30 November 1954.¹²

Bob and Ilote's son, Robert Alva Snow became a director of Canberra Shops Ltd, which later became Capital Property Trust. At some point, this entity acquired the leasehold of the Snows' shop. Bob's grandsons, George and Terry Snow, were much later involved in the redevelopment of part of the Sydney Building, possibly through Capital Property Trust.¹³

In the 1970s, the site became a Fletcher Jones store and remains so to the present day. The store had 'vast' display windows which presented 'traditional garments' that were favoured by 'the likes of Tammy Fraser and Major General Alan Stretton in the '70s.' In the store's heyday in this decade, customers queued up at the door before the 9.00 am opening on Saturday mornings, with the store employing seventeen sales staff to cope with the rush.

By the mid-1990s, Fletcher Jones had become 'surrounded by watering holes' whose patrons perpetrated occasional acts of vandalism on the store. On average, the store had to replace one of its display windows every three months, at not inconsiderable cost. In 1995, Capital Property Trust sold the leasehold of the property, calling it a 'non-core property'. The Fletcher Jones store, however, continued to occupy the site.¹⁴

The site has been used as a clothing store since late September 1927. This means that, at the time of writing, it has served continuously as a clothing store for a period of nearly 84 years.

Section 48, Lot/Block 4 (Corner of London Circuit and East Row)

This large allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known. By November 1926, the lease on lot 4, together with those on lots 2, 26 and 28, had been purchased by Canberra Shops Ltd. In the same month, the architects Oakley and Parkes let a contract for the erection of a building on the allotment, the successful tenderer being the Canberra Building and Investment Company Ltd. Construction was to commence immediately.¹⁵

On 8 November 1927, Mr C.W. Davies applied to use the upper floor of this and lot 28 'primarily as refreshment rooms and for dancing', though he indicated that they might also be used for 'meetings, concerts and other entertainments of like nature.' The FCC's Executive

¹² Gwen Pinner, 'Two parliamentary openings', *Canberra Historical Journal* (hereafter *CHJ*), new series no. 22, September 1988, p. 3; 'Mr. R.E. Snow Dies In Sydney', *CT*, 1 Dec 1954, p. 2; *CT*, 23 Sep 1927, p. 5, and 27 Sep 1927, pp. 5, 6; entries for Eli Robert Snow and Ilote Tyson, in Peter Procter, *Biographical Register of Canberra and Queanbeyan: from the district to the Australian Capital Territory 1820-1930*, Canberra, Heraldry and Genealogy Society of Canberra Inc., 2001, pp. 299, 320; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, pp. 6, 7.

¹³ Entry for Robert Alva Snow, in Procter, *Biographical Register of Canberra and Queanbeyan*, p. 299; Pinner, *CHJ*, September 1988, p. 3.

¹⁴ 'A piece of Canberra history for sale', *Canberra Times*, 25 March 1995.

¹⁵ *CT*, 18 Nov 1926, p. 9.

Architect, Robert Casboulte, stated that the premises were more than adequate for such purposes. At its meeting on 24 November, the FCC gave approval to Canberra Shops Ltd to lease portion of the premises erected on lots 4 and 28 to the Canberra Cafeteria and Catering Co. Ltd, for the purposes of a shop and refreshment rooms, and for the use of the upper floor as a café and for other subsidiary purposes, such as cabaret or dancing. However, the premises were not to be used as a public dancing hall or for entertainment for the general public in which a special charge would be made.¹⁶

In July 1928, the Executive Architect reported on the proposed use of the basement as a billiard saloon. By 12 August 1929, the Returned Sailors and Soldiers Imperial League of Australia had applied to use part of the building as club rooms and to hold smoke nights.¹⁷

By 25 March 1929, an unnamed Commonwealth department or departments was leasing 3,116 square feet of office space on the first floor of this lot and 880 square feet on the first floor of lot 28. Three years later, however, no government department was leasing space in the lot 4 building.¹⁸

On 1 September 1933, the Cusack family opened a large furniture store at Civic in the APA Building, next door to McKillop's Stock and Station Agency. APA, the Australian Provincial Assurance Association, owned lots 17 and 18 in the Melbourne Building, but Roma Prowse recalled that Cusacks occupied lot 4 of the Sydney Building.¹⁹

By February 1948, the first floor was being used as a restaurant called 'The Gloucester', the proprietor of which was Vida Comb. In July 1952, she transferred the licence of the restaurant to Hollis Victor Thompson of Potts Point in Sydney. Meanwhile, by late 1949, the ground floor had become Churchills Grocery Store run by Charles Roland Churchill.²⁰

Section 48, Lot/Block 5 (Alinga Street)

This allotment did not sell at the auction of 12 December 1924, but by 23 December of that year it had been purchased by the Commercial Bank of Australia. The bank subsequently sold on the lease and instead, at the second auction on 29 May 1926, it purchased the lease on lot 19 in Section 1, in what was to become part of the Melbourne Building.²¹

The lease on lot 5 was purchased by a Mr O'Dwyer of Caulfield VIC and his business partner, Grant, later in 1926. In November of that year, it was reported that O'Dwyer was preparing to develop the allotment. Plans were submitted by 10 December 1926 and building commenced in February 1927 under the supervision of a prominent Melbourne architect, Joseph Plottel. The builders were George and Elphinstone.²²

¹⁶ CRS A292, item C1893.

¹⁷ Memorandum, Executive Architect to Secretary FCC, 'Building Regulations – Submission of Plans', 12 August 1929, CRS A292, item C1893.

¹⁸ Memorandum, Executive Architect to Accountant, 'City Centre Buildings', 25 March 1929, CRS A292, item, C1893; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

¹⁹ *CT*, 1 Sep 1933, p. 2; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

²⁰ *CT*, 11 Feb 1948, p. 3; 15 Nov 1949, p. 5; 24 Jul 1952, p. 5.

²¹ *QA*, 23 Dec 1924, p. 2.

²² *CT*, 18 Nov 1926, p. 9; 24 Feb 1927, p. 10; CRS A292, item C1893.

According to Roma Prowse, the premises were used as billiard saloon.²³

²³ Recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

Section 48, Lot/Block 6 (Alinga Street)

This allotment did not sell at the auction of 12 December 1924, but by 23 December of that year it had been purchased by the Government Savings Bank of New South Wales. However, the bank later sold the lease and purchased in its stead the lease of the better and bigger site at Section 1 Lot 6 at the corner of Northbourne Avenue and Alinga Street. In November 1926, the architects Oakley and Parkes were preparing to develop Section 48 Lot 6 and, in February the following year, the firm of E. and W. Tofield of Manly NSW won the contract to erect the building.²⁴

Concrete footings for the bank had been completed by 17 June 1927. By 29 August 1927, Messrs E. and W. Tofield were erecting a building or buildings on this and lots 21 and 27. The building was complete on 17 October 1927. On 25 January 1928, the Executive Architect of the FCC informed the FCC's Secretary that the ceiling in the building had not been carried out in accordance with the detail provided by the Commission. This had been brought to the notice of Oakley and Parkes and the contractors 'on several occasions'.²⁵

A few months after the successful opening by Bill Prowse and his family of a hairdressing and tobacconist business in the Sydney Building in May 1927 – see lot 16 below – Prowse's cousin, Richard Henry (Dick) Prowse, and his family followed him to Canberra. They took a lease on lot 6 and opened what was to become perhaps Canberra's best known café, the Blue Moon. The café was open by February 1928.²⁶

Val Emerton wrote in describing the café that,

'... the Prowses created a welcoming and homely atmosphere inside the Blue Moon for the many displaced and lonely workers transferred to Canberra for the opening of the new Parliament House and government offices.

The original café was in the style of old time 'tea rooms with timber panelling hung with prints and mirrors, potted palms, Bentwood chairs and tables set with white linen for special occasions. Over the years Mrs. Prowse catered for a variety of social functions, engagement parties, the occasional wedding reception, and many meetings of business and church groups. She advertised 'Meals at all hours' and must literally have spent hours over the enormous black cooking range in the kitchen at the back of the café preparing food. Her scones and cakes were renowned. In the evening when the shop closed, leftovers were often taken upstairs to the comfortable residence above the shop to be devoured by family and friends as they shared a warm fire in winter and enjoyed a game of cards or a sing-song around the pianola.

Mrs. Prowse must have been quite a remarkable woman. She brought up a family of eight children (only three of whom came to Canberra with their parents), cooked not only for the Blue Moon, her own family, friends and the occasional boarders, but it is told that just as a change of scene, most mornings in summer, she would walk across the paddocks, cross the Molonglo River, and take a swim in the new Manuka Pool. After her dip she would walk back to Civic, refusing any lifts that might be offered, and begin cooking large breakfasts for the early morning customers at the Blue Moon.²⁷

After nearly twenty years, the Prowse's retired from the Blue Moon and left Canberra in November 1946. New proprietors took over in January 1947, but in the next year it was

²⁴ *QA*, 23 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9; 24 Feb 1927, p. 2.

²⁵ CRS A292, item C1893.

²⁶ Val Emerton, 'The Blue Moon Café – the Prowse connection', *CDHS Newsletter*, no. 399, June/July 2005, pp. 4, 5; *CT*, 21 Feb 1928, p. 5.

²⁷ Emerton, *CDHS Newsletter*, no. 399, pp. 4-5.

bought by the Cassidy-Notaras partnership.²⁸

By this time, the café was well established as a Canberra institution, a distinction it retained until it eventually closed. In 2005, Val Emerton lamented that the,

‘...well known meeting place at the northern lane of the Sydney Building is no longer a café where once you would meet your friends for a milkshake after school, a pie, tea and scones, waffles or pancakes or a more substantial meal as a change from the fare provided at the many hostels and guest houses that were a part of the Civic scene for many years. The shop is still there, but is now an outlet for Oxfam sales, and all evidence of the Blue Moon Café has vanished.’²⁹

Section 48, Lot/Block 7 (London Circuit)

The leasehold of this allotment was purchased by the Commercial Banking Company of Sydney at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were put up for sale, as well as being one of the two sites for banks that were sold out of the four that were on offer.³⁰

The bank was erected by Simmie and Company in 1926-27. In a notice dated Wednesday 20 July 1927, the bank’s manager announced that the bank was now open for business in Civic.³¹

Section 48, Lot/Block 8 (London Circuit)

The leasehold of this allotment was purchased by the Bank of Australasia at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were offered, as well as being one of the two sites for banks that were sold out of the four that were on offer.³²

The ground floor of the building was completed by 7 October 1927 and the bank duly opened for business in the ground floor only on Monday 10 October. The whole building was eventually certified as complete on 21 December 1927.³³

On 7 June 1932, the bank announced that it was closing its branch at Civic on 11 July and that all of its business would be transferred to its Goulburn branch. The closure was a cost-cutting measure brought about by the dire economic circumstances of the Depression.³⁴

Section 48, Lot/Block 9 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. According to Michael Hall, the purchasers of this and lots 10 to 12 were two Sydney sisters. By November 1926, the lease of lots 9 to 12 had been bought by the Laristan Building and Investment Company. This company was registered in Victoria and its

²⁸ *CT*, 27 Nov 1946, p. 2; 8 Feb 1947, p. 4; Gibbney, *Canberra 1913-1953*, p. 238.

²⁹ Emerton, *CDHS Newsletter*, no. 399, p. 4.

³⁰ *QA*, 16 Dec 1924, p. 2.

³¹ *CT*, 18 Nov 1926, p. 9; 22 July 1927, p. 9.

³² *QA*, 16 Dec 1924, p. 2.

³³ CRS A292, item C1893; *CT*, 11 Oct 1927, p. 4.

³⁴ *CT*, 9 Jun 1932, p. 2; copy of telegram, W.G. Woodger, President of City Area Lessees Association, to Hon. Archdale Parkhill, 8 June 1932, CRS A1, 1932/797.

principals were Senator H.E. Elliott and his brother C.R. Elliott. Senator Elliott was none other than the distinguished war hero, Brigadier General Harold Edward ('Pompey') Elliott, who had first been elected a Senator for the Nationalist Party in 1919.³⁵

Again according to Hall, Senator Elliott had wanted to purchase one allotment so that he could establish an office of his legal firm in Canberra. However, the only way he could obtain suitable land was to buy the four allotments from the Sydney sisters 'at a considerable premium'. He then tried to sell off the three allotments he did not need, but the FCC prevented him from doing so. Rather ironically, when the branch of his legal firm under solicitor Eric Hart eventually opened in Canberra in late November 1926, it occupied offices in the Canberra Times Building.³⁶

In January 1927, Oakley and Parkes, as supervising architects, accepted the tender of Simmie and Company to erect a building for shops and offices that would cover all four of the allotments held by Elliott's company. The Laristan company evidently spent £10,000 in erecting the building, but then had trouble subletting retail and office space to tenants. As at January 1932, the first floor of the building covering allotments 9 to 12 was occupied by the Superannuation Board of the Department of Treasury. The ground floor of lot 9 was occupied from 1 October 1928 as the Civic Post Office, but it moved to Section 1 Lot 6 on 1 October 1931. According to Roma Prowse, lot 9 was afterwards occupied by a butcher's shop.³⁷

On behalf of the Laristan Building and Investment Company, Woodgers and Calthorpe auctioned the building covering lots 9-12 in March 1950. At that time, the building had four lock-up shops on the ground floor, with first floor office space subdivided and let to various government departments. All four lots were purchased by J.B. Young Ltd. J.B. Youngs had already been occupying three of the four shopping premises, including that at lot 9, for some time.³⁸

Section 48, Lot/Block 10 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. According to Michael Hall, the purchasers of this and lots 9, 11 and 12 were two Sydney sisters. By November 1926, the lease of lots 9 to 12 had been bought by the Laristan Building and Investment Company. The Laristan Building and Investment Company was registered in Victoria and its principals were Senator H.E. Elliott and his brother C.R. Elliott. In January 1927, Oakley and Parkes, as supervising architects, accepted the tender of Simmie and Company to erect a building for shops and offices that would cover all four of the allotments held by Laristan. The company spent £10,000 in erecting the building, but then had difficulty subletting retail and office space to tenants.³⁹

According to Roma Prowse, John and Mary Teather opened a haberdashery on the ground floor of lot 10. It is more likely, however, that it was the site of William Morris's bootmakers

³⁵ *CT*, 18 Nov 1926, p. 9; A.J. Hill, 'Elliott, Harold Edward (Pompey) (1878-1931)', *Australian Dictionary of Biography*, vol. 8, Melbourne University Press, 1981, pp. 428-31.

³⁶ Michael Hall, 'Pompey goes to Canberra', *CDHS Newsletter*, no. 416, Apr 2008; *CT*, 2 Dec 1926, p. 8.

³⁷ *CT*, 6 Jan 1927, p. 11; 21 Oct 1932, p. 5; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3; Hall, *CDHS Newsletter*, no. 416, Apr 2008; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

³⁸ *CT*, 28 Feb 1950, p. 3; 13 Mar 1950, p. 2; information from Pam and Alan Ray, and Lady Hicks.

³⁹ *CT*, 18 Nov 1926, p. 9; 6 Jan 1927, p. 11; Hall, *CDHS Newsletter*, no. 416, Apr 2008.

shop. The Teathers owned lots 13 and 14 further along the Northbourne Avenue frontage. By January 1932, the first floor of the building covering all four of Laristan's allotments was occupied by the Superannuation Board of the Department of Treasury.⁴⁰

On behalf of the Laristan Building and Investment Company, Woodgers and Calthorpe auctioned the building covering lots 9-12 in March 1950. At that time, the building had four lock-up shops on the ground floor, with first floor office space subdivided and let to various government departments. All four lots were purchased by J.B. Young Ltd. The shop at lot 10 had been occupied a butcher's shop by Henry Thomas Hayward since at least the early 1940s.⁴¹

Section 48, Lot/Block 11 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. According to Michael Hall, the purchasers of this and lots 9, 10 and 12 were two Sydney sisters. By November 1926, the lease of lots 9 to 12 had been bought by the Laristan Building and Investment Company. The Laristan Building and Investment Company was registered in Victoria and its principals were Senator H.E. Elliott and his brother C.R. Elliott. In January 1927, Oakley and Parkes, as supervising architects, accepted the tender of Simmie and Company to erect a building for shops and offices that would cover all four of the allotments held by Laristan. The company spent £10,000 in erecting the building, but then had difficulty subletting retail and office space to tenants.⁴²

If Roma Prowse's recollections can be trusted, part of the building – probably the ground floor – served as Leo's Café. This establishment had originally been known as the White Gate Café and was started by Harry Notaras around January 1929. Leo Sakellaridis, a business associate of Notaras's, took it over in about February 1932 and retained the name. He soon called it Leo's White Gate Café and it quickly became known simply as Leo's. By January 1932, the first floor of the building covering all four of Laristan's allotments was occupied by the Superannuation Board of the Department of Treasury.⁴³

On behalf of the Laristan Building and Investment Company, Woodgers and Calthorpe auctioned the building covering lots 9-12 in March 1950. At that time, the building had four lock-up shops on the ground floor, with first floor office space subdivided and let to various government departments. All four lots were purchased by J.B. Young Ltd which had already been occupying three of the four shopping premises, including that at lot 11, for some time. The shop at lot 11 served as J.B. Young's delicatessen.⁴⁴

Section 48, Lot/Block 12 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11

⁴⁰ Recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; *CT*, 15 Jul 1949, p. 2; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁴¹ *CT*, 16 May 1941, p. 5; 28 Feb 1950, p. 3; 13 Mar 1950, p. 2; information from Pam and Alan Ray, and Lady Hicks.

⁴² *CT*, 18 Nov 1926, p. 9; 6 Jan 1927, p. 11; Hall, *CDHS Newsletter*, no. 416, Apr 2008.

⁴³ Recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; *CT*, 22 Jan 1929, p. 5; 18 Feb 1932, p. 5; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁴⁴ *CT*, 28 Feb 1950, p. 3; 13 Mar 1950, p. 2; information from Pam and Alan Ray, and Lady Hicks.

August 1925. According to Michael Hall, the purchasers of this and lots 9 to 11 were two Sydney sisters. By November 1926, the lease of lots 9 to 12 had been bought by the Laristan Building and Investment Company. The Laristan Building and Investment Company was registered in Victoria and its principals were Senator H.E. Elliott and his brother C.R. Elliott. In January 1927, Oakley and Parkes, as supervising architects, accepted the tender of Simmie and Company to erect a building for shops and offices that would cover all four of the allotments held by Laristan. The company spent £10,000 in erecting the building, but then had difficulty subletting retail and office space to tenants.⁴⁵

By mid-1930, the lot (or probably just the ground floor) was occupied by a grocery store. This was probably R.J. Maloney's Provision Store (grocery and ironmongery shop) which had opened 'three doors from the post office' on 8 February 1929.⁴⁶

In mid-1930, Laristan approached the department with a request to erect a temporary storage building of timber with a galvanised iron roof at the rear of the premises. The department indicated that only brick buildings could be erected on this section. However, an inspection by departmental officials revealed that galvanised iron structures had already been erected at the rear of a number of blocks and that they were being used as storage buildings and garages. They had been erected without approval.⁴⁷

As at January 1932, the first floor of the building covering all four of Laristan's allotments was occupied by the Superannuation Board of the Department of Treasury.⁴⁸

On behalf of the Laristan Building and Investment Company, Woodgers and Calthorpe auctioned the building covering lots 9-12 in March 1950. At that time, the building had four lock-up shops on the ground floor, with first floor office space subdivided and let to various government departments. All four lots were purchased by J.B. Young Ltd which had already been occupying three of the four shopping premises, including that at lot 12, for some time. The shop at lot 12 may have served as J.B. Young's grocery department.⁴⁹

Section 48, Lot/Block 13 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known. By November 1926, the leaseholders were Fink and Plottel, who also held the lots on either side, nos. 14 and 29. On their behalf, Simmie and Company began to erect in the middle of this month a building that would cover all three allotments. The supervising architects for construction of the building were Plotell, Burnet and Allsop. The building was occupied on Saturday 17 September 1927.⁵⁰

As at January 1932, the first floor of the building covering these allotments was occupied by the Pensions Branch of the Department of Treasury. The lease on this lot and the adjacent lots

⁴⁵ *CT*, 18 Nov 1926, p. 9; 6 Jan 1927, p. 11; Hall, *CDHS Newsletter*, no. 416, Apr 2008.

⁴⁶ *CT*, 8 Feb 1929, pp. 5, 6.

⁴⁷ Memorandum, P.A. Gourgaud, Secretary, to Civic Administrator, FCT Branch, Department of Home Affairs, 'Civic Centre: Melbourne and Sydney Buildings: Section 1 & 48', 18 July 1930, CRS A292, item, C1893.

⁴⁸ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁴⁹ *CT*, 28 Feb 1950, p. 3; 13 Mar 1950, p. 2; information from Pam and Alan Ray, and Lady Hicks.

⁵⁰ *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893.

14 and 29 was held at this time by the architectural firm of Fink and Plottel. However, the leases on lots 13 and 14 soon passed to T.H. Teather. This and / or lot 14 are much more likely to have been the site of the haberdashery business that Roma Prowse stated that John and Mary Teather opened on in ground floor premises on this side of the Sydney Building. By October 1927, John Teather was in occupation at 'Civic Centre' and was advertising that he was agent for Malvern Star bicycles and a diverse range of other products, including pianos. In January 1928, he began to advertise that he was selling AB Pure Grade House Paint. He died at Civic in September 1929, but his widow and children carried on in business at Civic where they sold women's hats and clothing. Just to complicate the issue, Roma Prowse recalled that Jimmy Johnson's menswear and leatherware shop occupied either this or one of the allotments on either side.⁵¹

Section 48, Lot/Block 14 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known. By November 1926, the leaseholders were Fink and Plottel, who also held lots 13 and 29. On their behalf, Simmie and Company began to erect in the middle of this month a building that would cover all three allotments. The supervising architects for construction of the building were Plotell, Burnet and Allsop. The building was occupied on Saturday 17 September 1927.⁵²

As at January 1932, the first floor of the building on this and the neighbouring lot 15 was occupied by the Electoral Branch of the Department of Home Affairs. At this time, the architectural firm of Fink and Plottel held the lease on this and on lots 13 and 29. Lots 13 and 14 were soon purchased by T.H. Teather. This and / or lot 14 are much more likely to have been the site of the haberdashery business that Roma Prowse stated that John and Mary Teather opened on in ground floor premises on this side of the Sydney Building. By October 1927, John Teather was in occupation at 'Civic Centre' and was advertising that he was agent for Malvern Star bicycles and a diverse range of other products, including pianos. In January 1928, he began to advertise that he was selling AB Pure Grade House Paint. He died at Civic in September 1929, but his widow and children carried on in business at Civic where they sold women's hats and clothing. Just to complicate the issue, Roma Prowse recalled that Jimmy Johnson's menswear and leatherware shop occupied either this or one of the allotments on either side.⁵³

Section 48, Lot/Block 15 (Northbourne Avenue)

This lot did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known. By 1 July 1926, Oakley and Parkes had purchased the lease on the lot and submitted building plans for approval. By late August, they were supervising the erection of a building on this and lot 16 by the Canberra Building and Investment Company.⁵⁴

⁵¹ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3; *CT*, 18 Oct 1927, p. 5; 20 Jan 1928, p. 5; 14 Jun 1928, p. 5; 9 Sep 1929, p. 2; 12 Dec 1930, p. 5; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

⁵² *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893.

⁵³ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3; *CT*, 18 Oct 1927, p. 5; 20 Jan 1928, p. 5; 14 Jun 1928, p. 5; 9 Sep 1929, p. 2; 12 Dec 1930, p. 5; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

⁵⁴ CRS A292, item C1893.

According to one source, the leaseholder of this allotment by November 1926 was a Major Prisk. This may have been Ralph Carlyle Geoffrey Prisk who had served in the 6th Infantry Battalion in World War 1. At this stage, the building was the most advanced of any building on Section 48.⁵⁵ The reference to Prisk as the leaseholder of lot 15 may have been made in error for lot 16, of which he was certainly the leaseholder. Another possibility is that he was a business associate of Oakley and Parkes.

The ground floor of this allotment may have been occupied by Ally Nish's sports store, which at the latest was operating by mid-September 1930. Roma Prowse placed his store in an allotment further north along the Northbourne Avenue frontage of the building, but other sources report that it was close to the southern corner.⁵⁶

By January 1932, the first floor of the building on this and the neighbouring lot 14 was occupied by the Electoral Branch of the Department of Home Affairs. The lease on the lot was held at this time by Oakley and Parkes.⁵⁷

Section 48, Lot/Block 16 (Northbourne Avenue)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known, though it is quite likely to have been the architectural firm of Oakley and Parkes. By 1 July 1926, the firm had submitted building plans for approval and, by 26 August 1926, the Canberra Building and Investment Company was erecting a building on this and lot 15. Major Prisk is reported to have been the leaseholder in 1926-27, but confusingly Oakley and Parkes are said to have held the leasehold of the allotment in November 1926. It is possible that Oakley and Parkes were associated in business with Prisk.⁵⁸

In early May 1927, James William (Bill) Prowse opened a hairdressing salon and tobacconist business in the building. He advertised in the *Canberra Times* on 3 May that his was the 'First Civic Centre Shop'. Quite probably in retaliation, R.J. Dunne took out a bigger advertisement next to Prowse's in the *Canberra Times* of 6 May stating that his stationery and tobacconist business at Section 48, Lot 24, had opened on Monday 2 May and was the 'First Business to Open at Civic Centre.' It is likely that both businesses opened on the same day, 2 May 1927.⁵⁹

On bringing his family came from Adelong to Canberra in 1926, Bill Prowse took a lease on a newsagency and hairdressing salon in Kennedy Street, Kingston. The business was successful, encouraging him to open another business in the new Sydney Building. According to Prowse's niece, Val Emerton, the salon in Civic sold the Melbourne newspapers and was 'the exclusive agency for Canberra souvenirs made in Shelley chinaware.' For some time, Prowse was also the agent for Kodak film in Canberra.⁶⁰

⁵⁵ *CT*, 18 Nov 1926, p. 9.

⁵⁶ Information from Lady Hicks, and Pam and Alan Ray; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; *CT*, 16 Sep 1930, p. 3.

⁵⁷ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁵⁸ CRS A292, item C1893; *CT*, 18 Nov 1926, p. 9.

⁵⁹ *CT*, 3 May 1927, p. 5; 6 May 1927, p. 9.

⁶⁰ Emerton, *CDHS Newsletter*, no. 399, pp. 4, 6.

Val Emerton described the Prowse family's life in the Sydney Building,⁶¹

'The family lived above the shop in what was for then a quite spacious residence, with a double backyard at the rear of the shop and plenty of room for the four children to play. The three boys – Irwin, Charles and Keith – had a great time while they were there. They played cricket in the paddocks at the foot of City Hill and when a rogue ball found its way onto the roof of the Sydney Building they had no trouble shinning up a stack of boxes in the backyard to retrieve it. Finding this method satisfactory in gaining access to the roof, they used it to search out birds' nests in the guttering, suspending the lightest brother over the edge to look for the eggs. They often wonder now how they survived.'

Bill Prowse even laid out a mini-golf course in the backyard for his sons.

It was no doubt to accommodate his family that at some point before 29 April 1929 Prowse began subdividing the upper floor of his premises. This was done without the approval or knowledge of the FCC and was only discovered by the Commission's Works Inspector when the work was already well under way.⁶² The FCC did not permit neon signs or any large advertising to be mounted on the Sydney and Melbourne Buildings, but the Commission did allow Prowse to set up a barber's pole outside his shop.⁶³

Prowse sold out of his business in Civic by the early 1940s and became a farmer and grazier, first at 'Hill Station' and later at 'Big Tinderry' on the Queanbeyan River. He died in March 1975.⁶⁴

After Prowse retired from the business, its site may have been the one that was taken over by Thomas and Glory McGlade and opened as a jewellery shop.⁶⁵ Glory McGlade was a member of the Snow family who were the proprietors of the large store on the neighbouring lot 3.

Section 48, Lot/Block 17 (East Row)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known.

By November 1926, the leaseholder was J.C. Tickner. This was John Carpenter Tickner, a grazier who held the lease on the former Gillespie family property, Horse Park. By 16 September 1927, the building was largely complete for Tickner, and the shop was occupied on Monday 19 September. The supervising architects were Rudd and Limburg. The building, a butcher's shop and office, was complete on 20 September 1927. As at 29 November 1928, this lot, owned by Tickner, was leased by Mr Allan, a butcher. Allan was illegally occupying a cottage at the Causeway because the living space he wished to occupy above his shop required some alteration to the bathroom. This had been submitted to the FCC for approval some time before, but no response had been forthcoming. The use of the allotment as a butcher's shop by Allan fits to some extent with Roma Prowse's recollections, though she

⁶¹ Emerton, *CDHS Newsletter*, no. 399, p. 5.

⁶² Memorandum, Executive Architect to Secretary, FCC, 'Subject: Works by Private Enterprise', 29 April 1929, CRS A292, item, C1893.

⁶³ Recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

⁶⁴ Emerton, *CDHS Newsletter*, no. 399, p. 6.

⁶⁵ Information from Lady Hicks, and Pam and Alan Ray.

thought the shop was on lot 18.⁶⁶

These premises very probably formed part of the Sydney Building that was burned out in December 1950 and subsequently rebuilt. If at the time a butcher's shop still operated on the site, it would have been that of P.J. McGirr, while the leaseholder may have been Glen Mervyn Investments. Offices upstairs were rented by the Superannuation Board and the South African High Commission. After the rebuilding, only the Superannuation Board continued to rent office space on the first floor.

⁶⁶ *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

Section 48, Lot/Block 18 (East Row)

This allotment did not sell at the auction of 12 December 1924, but by 11 August 1925 it and lots 19 and 22 had been purchased by Mrs Helen J. Brackenreg, wife of James C. Brackenreg, the local Lands Officer in the Lands and Survey Department. By 15 September 1927, the buildings on this and lot 19 were about 85 per cent complete for Mrs Brackenreg. The building contractor was P.L. Bond. The building was complete on 17 October 1927.⁶⁷

This allotment was part of the building that was burned out in December 1950 and subsequently rebuilt. At the time of the fire, the ground floor was probably occupied by J. Costetos' fruit and vegetable shop, with the Superannuation Board leasing space on the first floor. When the rebuilding was completed, Goodlands Grocery Store, which had occupied lot 19 next door, moved into lot 18, and Costetos occupied lot 19. The Superannuation Board continued to lease office space on the first floor.

Section 48, Lot/Block 19 (East Row)

This allotment did not sell at the auction of 12 December 1924, but by 11 August 1925 it and lots 18 and 22 had been purchased by Mrs Helen J. Brackenreg, wife of James C. Brackenreg, the local Lands Officer in the Lands and Survey Department. By 15 September 1927, the buildings on this and lot 18 were about 85 per cent complete for Mrs Brackenreg. The building contractor was P.L. Bond. The building was complete on 17 October 1927.⁶⁸

The plan of the Sydney Building based on Roma Prowse's recollections indicates that Lt 19 was the site of 'Studman's Deli'. Herbert James Studman opened a delicatessen on the East Row side of the Sydney Building in 1930 and operated it until he retired due to ill health in August 1944. The business was then taken over by R.R. Jordan and Company. By late 1948, Goodland's Grocery Store under its manager Warwick Ernest Saunders was occupying the ground floor of the building.⁶⁹

This part of the Sydney Building was among those that were burned out in the fire of 28 December 1950. Apart from Goodlands on the ground floor, T. Samios' Canberra Fish Café operated on the first floor. When the building was rebuilt after the fire, Goodlands moved into lot 18 next door, while J. Costetos' fruit and vegetable shop moved into the ground floor of lot 19. Samios appears to have reopened his fish café on the first floor.

Section 48, Lot/Block 20 (East Row)

This allotment did not sell at the auction of 12 December 1924, but by 23 December it had been purchased by J.W. Keegan of Yass, and later of Manuka. Keegan intended to build a shop and offices on his allotment, but he sold the lot to Dr W.G. Duffield by 29 July 1927.⁷⁰

In the fire of 28 December 1950, this part of the Sydney Building suffered some water damage. The business affected was Mr N. Fisk's Civic Deep Freeze Shop. As at November 1953, the ground floor of the building was being used as a delicatessen and the first floor as a

⁶⁷ J.R. Brackenreg, 'Brackenreg lives and times', *CHJ*, new series no. 15, March 1985, p. 9; CRS A292, item C1893.

⁶⁸ Brackenreg, *CHJ*, March 1985, p. 9; CRS A292, item C1893.

⁶⁹ *CT*, 10 Nov 1939, p. 9; 16 Aug 1944, p. 3; 27 Nov 1948, p. 5.

⁷⁰ *QA*, 23 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9; 29 Jul 1927, p. 11.

café. Acting on the instructions of the executors of Duffield's estate, Woodgers and Calthorpe auctioned the premises on 28 November 1953.⁷¹

Section 48, Lot/Block 21 (East Row)

This allotment did not sell at the auction of 12 December 1924, but by 23 December it had been purchased by J.E. O'Connell of Kogarah NSW. By November 1926, the leaseholder was F.R. Clayton. In February 1927, Messrs E. and W. Tofield of Manly NSW were erecting a building for Clayton this allotment, under the supervision of Oakley and Parkes.⁷²

The plan of the Sydney Building based on Roma Prowse's recollections shows that Charles Thomson, a relative of the Prowse families, owned and operated a pharmacy somewhere along this part of the East Row frontage.

Section 48, Lot/Block 22 (East Row)

This allotment did not sell at the auction of 12 December 1924, but by 11 August 1925 it and lots 18 and 19 had been purchased by Mrs Helen J. Brackenreg, wife of James C. Brackenreg, the local Lands Officer in the Lands and Survey Department. This may have been the site at which J.B. Young's opened a menswear store 'next to the Capitol Café' in August 1929. By July 1933, the leasehold was supposedly held by Kodak Australia, though this company may actually only have been leasing the premises from Mrs Brackenreg.⁷³

Section 48, Lot/Block 23 (East Row)

The leasehold of this allotment was purchased by J.T. Tambakis of Wyalong NSW at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were offered. In November 1926, the Canberra Building and Investment Company Ltd was erecting a building on the site for Tambakis. The FCC's Assistant Architect reported on 14 December 1927 that the employees of Mr Tambakis' restaurant were using the upper floor for sleeping. He was concerned that the building included no bathroom.⁷⁴

Tambakis's business on this lot was probably the one taken over by cousins Jack Cassidy and Harry Notaras and operated under the name, the Capitol Café. They appear to have opened their café in July 1929 and continued to operate it for at least the next 25 years, though it might have moved to lot 30 which Cassidy and Theo Notaras developed in 1934.⁷⁵

Section 48, Lot/Block 24 (East Row)

The leasehold of this allotment was purchased by R.J. Dunne at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were offered. In November 1926, Paynter and Dixon Ltd were erecting premises on the allotment for Dunne, with L.H. Rudd as supervising architect.⁷⁶

⁷¹ *CT*, 6 Nov 1953, p. 6.

⁷² *QA*, 23 Dec 1924, p. 2; *CT*, 24 Feb 1926, p. 2; 18 Nov 1926, p. 9; 30 Aug 1929, p. 6; CRS A292, item C1893.

⁷³ Brackenreg, *CHJ*, March 1985, p. 9; CRS CP 952/1, item Vol. 1.

⁷⁴ *QA*, 16 Dec 1924, p. 2; Brackenreg, *CHJ*, March 1985, p. 9; *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893.

⁷⁵ *CT*, 19 Jul 1929, p. 5; 24 Dec 1954, p. 5.

⁷⁶ *QA*, 16 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9.

On 6 May 1927, Dunne took out a large advertisement in the *Canberra Times* claiming that his stationery and tobacconist business on this allotment was the ‘First Business to Open at Civic Centre.’ It is likely that his advertisement was in response to a claim made by J.W. Prowse in the *Canberra Times* of 3 May 1927 that his hairdressing and tobacconist business on lot 16 was the ‘First Civic Centre Shop’. It is probable that both businesses opened on the same day, Monday 2 May 1927.⁷⁷

By 25 March 1929, an unnamed Commonwealth department was leasing 919 square feet of office space on the first floor of this lot, but the department had quit the space by January 1932. On 8 April 1929, Dunne sold his Federal Newsagency in the Sydney Building to C.J. Graham, of Kyogle. The business was subsequently purchased by Jack Cassidy and Harry Notaras and re-opened in May 1934 as the Capitol Newsagency. Apart from selling newspapers in what they called ‘the Old Newsagency Shop – City’, the partners sold books and stationery, and their shop also incorporated a modern hairdressing saloon operated by Albert (Jono) Johnson. Two years later, Cassidy and Notaras sold the business to Percy Cox, who already owned a newsagency in the Melbourne Building. Cox and his wife Dorothy then continued to run both newsagencies, though Dorothy Cox operated it more as a gift shop.⁷⁸

Section 48, Lot/Block 25 (Alinga Street)

This allotment did not sell at the auction of 12 December 1924, but had been sold by 11 August 1925. The identity of the purchaser is not currently known. In November 1926, it was reported that Hudson’s Eumenthol Chemical Company was preparing to develop this and the neighbouring lot 1. Excavations and foundations for a ‘large shop and office building’ covering both lots were underway by February 1927. The building was being erected for George Inglis Hudson, under the supervision of architects Herbert E. Ross and H. Ruskin Rowe.⁷⁹

By January 1932, the leaseholder of the lot was Lady Mildred Louise Calder, who also held the lease for the neighbouring lot 1 on the corner of Northbourne Avenue and Alinga Street. At that time, the first floor of both lots was occupied by the Department of Defence.⁸⁰

Section 48, Lot/Block 26 (Alinga Street)

This allotment did not sell at the auction of 12 December 1924, but by 8 April 1925 both it and the neighbouring corner lot 2 had been purchased by George Inglis Hudson. By November 1926, the lease on lot 26, together with those on lots 2, 4 and 28, had been purchased by Canberra Shops Ltd. By January 1932, the basement, ground and first floors of the building of lots 26 and 2 were occupied by the Commonwealth Department of Health.⁸¹

Section 48, Lot/Block 27 (London Circuit)

⁷⁷ *CT*, 3 May 1927, p. 3; 6 May 1927, p. 9.

⁷⁸ Memorandum, Executive Architect to Accountant, ‘Subject: City Centre Buildings’, 25 March 1929, CRS A292, item, C1893; *CT*, 11 Apr 1929, p. 5; 18 May 1934, p. 3; 8 Jun 1934, p. 2; 21 Jan 1936, p. 3; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; information from Lady Hicks, and Pam and Alan Ray.

⁷⁹ *CT*, 18 Nov 1926, p. 9; 24 Feb 1927, p. 10.

⁸⁰ ‘Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes’, 19 January 1932, CRS A461, item D6/1/3.

⁸¹ CRS A199, item FC1926/239; *CT*, 18 Nov 1926, p. 9; ‘Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes’, 19 January 1932, CRS A461, item D6/1/3.

The leasehold of this allotment was purchased by F.H. Boland at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were offered. By November 1926, the leaseholder of this allotment was F.W. Hyles for whom Colonel Walker was about to commence erecting a shop and office building. However, in February 1927, the building contract had passed to Messrs E. and W. Tofield of Manly NSW, at which time the allotment was the only vacant lot facing London Circuit in Section 48. This firm subsequently erected the building.⁸²

The plan of the Sydney Building based on Roma Prowse's recollections shows lot 27 as 'Robert's Chemist'. This was Basil Roberts who was running his pharmacy there by November 1935, though he was probably not the first proprietor of a chemist shop on these premises.⁸³

Section 48, Lot/Block 28 (London Circuit)

The leasehold of this allotment was purchased by the auctioneers and real estate agents, Woodgers and Calthorpe, at the auction held on 12 December 1924. It was one of only six lots that were sold out of the 28 that were offered. By November 1926, the lease on lot 28, together with those on lots 2, 4 and 26, had been purchased by Canberra Shops Ltd. At this time, the Canberra Building and Investment Company Ltd was well advanced with the erection of a building on the lot, with Oakley and Parkes being the supervising architects. The building on this lot was certified as complete on 26 September 1927.⁸⁴

On 8 November 1927, Mr C.W. Davies applied to use the upper floor of this and lot 4 'primarily as refreshment rooms and for dancing', though they might also be used for 'meetings, concerts and other entertainments of like nature.' The FCC's Executive Architect stated that the premises were more than adequate for such purposes. At its meeting on 24 November, the FCC gave approval to Canberra Shops Ltd to lease portion of the premises erected on lots 4 and 28 to the Canberra Cafeteria and Catering Co. Ltd, for purposes of shop and refreshment rooms, and for use of the upper floor as a café and for other subsidiary purposes – such as cabaret or dancing. But the premises were not to be used as a public dancing hall or for entertainment for the general public for which a special charge would be made.⁸⁵

By 25 March 1929, however, an unnamed Commonwealth department or departments were leasing 880 square feet of office space on the first floor of this lot and 3,116 square feet on the first floor of lot 4. Roma Prowse's plan of the Sydney Building shows the lot being occupied by Frawley's Shoe Store. However, it is very likely that Frawley's took over an existing shoe shop on the site from Jack McKinstry. He had operated a shoe shop on the site since March 1932.⁸⁶

Section 48, Lot/Block 29 (Northbourne Avenue)

⁸² *QA*, 16 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9; 24 Feb 1927, p. 2; CRS A292, item C1893.

⁸³ *CT*, 23 Nov 1935, p. 3.

⁸⁴ *QA*, 16 Dec 1924, p. 2; *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893.

⁸⁵ CRS A292, item C1893.

⁸⁶ Memorandum, Executive Architect to Accountant, 'Subject: City Centre Buildings', 25 March 1929, CRS A292, item, C1893; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; *CT*, 18 Mar 1932, p. 5; information from Pam and Alan Ray, and Lady Hicks.

This lot was reserved from sale at the auction held on 12 December 1924. By November 1926, however, the lease had been purchased by the Melbourne architects Fink and Plottel, who also held lots 13 and 14. On their behalf, Simmie and Company began to erect in the middle of this month a building that would cover all three allotments. As at 10 September 1927, Plotell, Burnet and Allsop were the architects for the building, as on lots 13 and 14. The building was occupied on Saturday 17 September. By January 1932, the first floor of the building covering the three allotments was occupied by the Pensions Branch of the Department of Treasury. According to Roma Prowse's plan of the Sydney Building, the lot may have been the site then or later of Jimmy Johnson's menswear and leatherware shop.⁸⁷

Section 48, Lot/Block 30 (East Row)

This lot was reserved from sale at the auction held on 12 December 1924. By November 1926, the leaseholder was C. Bibb, whose business partner was named Monck. Plans and specifications were approved on 28 January 1927 and a permit to build was issued to the Canberra Building and Investment Company on 1 August 1927. The architects George Mitchell and James Wallace (Wal) Sproule were to supervise the construction. Commencement of building works should have taken place on 31 December 1926, with a stipulated completion date of 31 December 1927. In July, however, Bibb and Monck sold the lease to the Canberra Building and Investment Company. The company got as far as opening trenches for the foundations in August, but it then relinquished the building contract some time before mid-September. After the relinquishment, no further work was performed on the lot for several years.⁸⁸

By mid-1934, Jack Cassidy and Theo Notaras had purchased the lease on the allotment. They then hired architect Ken Oliphant to supervise the erection of a shop and residence on the site. In August 1934, Ken Oliphant called for tenders for the construction work, the tender being won by H. Johnson.⁸⁹

⁸⁷ *CT*, 18 Nov 1926, p. 9; CRS A292, item C1893; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3; recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7.

⁸⁸ *CT*, 18 Nov 1926, p. 9; 29 Jul 1927, p. 11; CRS A292, item C1893.

⁸⁹ *CT*, 8 Aug 1934, p. 5.

SECTION 1 – MELBOURNE BUILDING

By February 1928, the Executive Architect had discovered that Mr Lancaster of the British General Electric Company had a quantity of highly inflammable material stacked at the back of his premises in Section 1 (Lot not stated). Lancaster was issued with an urgent and definite notice that he should remove the material within 48 hours. By 5 April, no action had been taken.⁹⁰

Section 1, Lot/Block 1 (Corner of Alinga Street and West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Dr W.G. Duffield. However, as with the other eleven lots sold at this auction, the onset of the Depression forced Duffield to surrender his lease. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

This part of the western side of the building was probably not affected by the fire of 11 April 1953.

Section 1, Lot/Block 2 (Alinga Street)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Canberra architect D.E. Limburg. However, as with the other eleven lots sold at this auction, Limburg surrendered the lease when the Depression struck. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

Section 1, Lot/Block 3 (Alinga Street)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Canberra Shops Ltd, in which Oakley and Parkes were shareholders. However, as with the other eleven lots sold at this auction, Canberra Shops Ltd surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

Section 1, Lot/Block 4 (Alinga Street)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by a person

⁹⁰ CRS A292, item C1893.

named McGill. However, the lease was subsequently purchased by the Canberra Building and Investment Company. In January 1932, the ground floor was occupied by the Public Service Board, while the first floor was serving as offices for part of the Prime Minister's Department.⁹¹ The Public Service Board still occupied the premises in the 1950s.⁹²

Section 1, Lot/Block 5 (Alinga Street)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by Oakley and Parkes. By February 1927, Oakley and Parkes had awarded the contract to erect a building on the allotment to the firm of E. and W. Tofield of Manly NSW. By 29 August 1927, construction was well underway, and the building was certified as complete on 21 December. By January 1932, both the ground and first floor were occupied by part of the Prime Minister's Department.⁹³

Section 1, Lot/Block 6 (Corner of Northbourne Avenue and Alinga Street)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the builder John Deans. However, Deans sold on the lease and it was bought by the Government Savings Bank of NSW. The bank had originally purchased lot 6 in what became the Sydney Building, but disposed of it in favour of the bigger and probably better located lot 6 in what would become the Melbourne Building. The Government Savings Bank of NSW eventually opened on the favourable corner position on 7 or 8 November 1927. In January 1932, the first floor was occupied by part of the Prime Minister's Department.⁹⁴

Following a run on the Government Savings Bank of NSW in 1931, it was absorbed by the Commonwealth Bank. The ground floor was then taken over as the Civic Post Office on 1 October 1931. It remained a post office until at least well into the 1950s.⁹⁵

Section 1, Lot/Block 7 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by a small businessman, Cornelius (Con) O'Keefe, who intended to open a grocery and general store on the site. The building was erected by the Canberra Building and Investment Company under the supervision of Ken Oliphant and was certified as complete on 26 September 1927. When it was finished, O'Keefe opened his O.K. Stores in the ground floor, selling all manner of goods. In January 1932, the first floor was occupied by part of the Prime Minister's Department. At the same time, as a subtenant of the department, O'Keefe was renting the first floor of lot 8 next door.⁹⁶

In February 1936, O'Keefe sold the store to J.E. Cleary who came from Dunedoo NSW. Cleary evidently expanded the business further, turning it into a department store, though the

⁹¹ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁹² Information from Lady Hicks, and Pam and Alan Ray.

⁹³ *CT*, 24 Feb 1927, p. 2; CRS A292, item C1893; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁹⁴ CRS A292, item C1893; *CT*, 8 Nov 1927, p. 1; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

⁹⁵ *CT*, 21 Oct 1932, p. 5; information from Lady Hicks, and Pam and Alan Ray.

⁹⁶ CRS A292, item C1893; 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3.

premises must have been quite cramped. The O.K. Stores were still operating in 1950.⁹⁷

Section 1, Lot/Block 8 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by a G. Adams. Before the end of the year, however, ownership of the lease had passed to H.H. McNall and H.M. McCulloch. They engaged Colonel J. Walker to build on this and the adjoining lot 9, under the supervision of architects Joseland and Gilling. In January 1932, the Prime Minister's Department was leasing the first floor, but the department was in fact subletting the floor to the lessee of lot 7, Con O'Keefe. A man named C. Williams – probably Cliff Williams – was running a bicycle shop on the ground floor of the building in December 1933.⁹⁸

Section 1, Lot/Block 9 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by builders, the Hutchinson Brothers. Before the end of the year, however, ownership of the lease had passed to H.H. McNall and H.M. McCulloch. They engaged Colonel J. Walker to build on this and the adjoining lot 8, under the supervision of architects Joseland and Gilling. By 25 March 1929, an unnamed Commonwealth department or departments were leasing 727 square feet of office space on the ground floor of this building, and 844 square feet on the first floor.⁹⁹

In early May 1940, the first floor of this and lots 10 and 11 were ready for occupation and use as an 'Old Soldiers Club'. The total floor space available was 2,150 square feet, which was divided into eight rooms.¹⁰⁰

Section 1, Lot/Block 10 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by V. Pringle of Yass. In February 1927, the contractor A.M. Sweetman, who was building the school at Ainslie, was awarded the contract from Pringle to erect a building on this and the neighbouring lot 11. The supervising architects were Oakley and Parkes. The building was certified as complete on 26 September 1927. By 25 March 1929, an unnamed Commonwealth department was leasing 800 square feet of office space on the ground floor of this building, while a Commonwealth department or departments were leasing 1763 square feet of space on the first floors of this and lot 11.¹⁰¹

In early May 1940, the first floor of this and lots 9 and 11 on either side of it were ready for occupation and use as an 'Old Soldiers Club'. The total floor space available was 2,150 square feet, which was divided into eight rooms.¹⁰²

⁹⁷ *CT*, 26 Feb 1936, p. 3; 10 Nov 1939, p. 8.

⁹⁸ 'Schedule of Accommodation in Canberra: Sub-leased from Private Individuals or Firms: For Commonwealth Purposes', 19 January 1932, CRS A461, item D6/1/3; *CT*, 22 Dec 1933, p. 3.

⁹⁹ CRS A292, item C1893.

¹⁰⁰ Memorandum, A. Percival to Secretary, Prime Minister's Department, 'Office Accommodation: First Floor: Blocks 9, 10 and 11, Section 1, City: Canberra. Old Soldiers Club', 3 May 1940, CRS A461, item D6/1/3.

¹⁰¹ *CT*, 24 Feb 1927, p. 2; CRS A292, item C1893.

¹⁰² Memorandum, A. Percival to Secretary, Prime Minister's Department, 'Office Accommodation: First Floor: Blocks 9, 10 and 11, Section 1, City: Canberra. Old Soldiers Club', 3 May 1940, CRS A461, item D6/1/3.

Section 1, Lot/Block 11 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by V. Pringle of Yass. By February 1927, the contractor A.M. Sweetman, who was building the school at Ainslie, won the contract to erect a building on this and the neighbouring lot 10 for Pringle. The supervising architects were Oakley and Parkes. The building was certified as complete on 26 September 1927. By 25 March 1929, an unnamed Commonwealth department or departments were leasing 1763 square feet of space on the first floors of this and lot 10.¹⁰³

In early May 1940, the first floor of this and lots 9 and 10 were ready for occupation and use as an 'Old Soldiers Club'. The total floor space available was 2,150 square feet, which was divided into eight rooms.¹⁰⁴

Section 1, Lot/Block 12 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by a person named H. Morris. Morris was the developer of the allotment, employing the Canberra Building and Investment Company to erect the building under the supervision of Oakley and Parkes. By 25 March 1929, an unnamed Commonwealth department or departments were leasing 741 square feet of office space on the ground floor of this building, and 835 square feet on the first floor.¹⁰⁵

Whether Morris was connected to William Morris who ran a bootmaking business in the Melbourne Building is unknown. According to Roma Prowse, Morris the Bootmaker had a shop in the Sydney Building. In fact, Morris had a shop in the Melbourne Building, which was taken over by P.J. McGirr and W. Harvey as a butcher's shop in August 1949. Morris was to continue operating as a bootmaker in a shop next to the Post Office in the Sydney Building. It is possible that he had bootmaking shops simultaneously in both buildings.¹⁰⁶

Section 1, Lot/Block 13 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by F.R. Hayes. By December of that year, the owner of the lease was Cecil Hordern. Hordern engaged local builders Irving and Spendelove to erect shops and offices on the lot, under the supervision of Oakley and Parkes. The work was completed by late July 1927. It appears that the building on this lot was the Canberra headquarters of the real estate agents, Woodgers and Calthorpe.¹⁰⁷

Section 1, Lot/Block 14 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the Royal Insurance Company Ltd. The company developed the site for itself, engaging the Canberra Building and Investment Company to erect the building under the supervision of Oakley and

¹⁰³ *CT*, 24 Feb 1927, p. 2; CRS A292, item C1893.

¹⁰⁴ Memorandum, A. Percival to Secretary, Prime Minister's Department, 'Office Accommodation: First Floor: Blocks 9, 10 and 11, Section 1, City: Canberra. Old Soldiers Club', 3 May 1940, CRS A461, item D6/1/3.

¹⁰⁵ CRS A292, item C1893.

¹⁰⁶ Recollections of Roma Prowse, in *CDHS Newsletter*, no. 399, p. 7; *CT*, 15 Jul 1949, p. 2.

¹⁰⁷ Lady Hicks and Pam and Alan Ray (pers. comm.) located Woodgers and Calthorpe's office in approximately this location.

Parkes.¹⁰⁸

Section 1, Lot/Block 15 (Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the builder John Deans. However, Deans sold on the lease and it was bought by the Canberra Building and Investment Company. The company submitted plans by 5 October 1926 and a permit was granted to it by 27 October to erect offices on the site. Oakley and Parkes were the supervising architects. The building was certified as complete on 24 November 1927.¹⁰⁹

Section 1, Lot/Block 16 (Corner of Northbourne Avenue and London Circuit)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the Commonwealth Bank. The bank employed Simmie and Company to erect bank chambers, with architectural supervision by staff of the Department of Works and Railways. By 29 October 1927, bank staff were in occupation of the first floor by 29 October 1927, while the ground floor was 'just ready' for occupation. Wunderlich Ltd were the contractors for 'supplying shop fronts etc.' at the bank. The bank opened on 31 October 1927.¹¹⁰

The Commonwealth Bank occupied this site until the 1990s, making it the longest continual occupant of any lot in either the Melbourne or Sydney Building.

Section 1, Lot/Block 17 (London Circuit)

This lot and the adjoining lot 18 were purchased at the second auction of Civic leases on 29 May 1926 by the Australian Provincial Assurance Association (APA) Ltd. In February 1927, the contractors George and Elphinstone were well advanced with the construction of a building on the two lots. The supervising architects were Burcham Clamp and Finch.¹¹¹

Aside from APA itself, office space in the APA Building as it was called was rented at various times by a number of other tenants. In September 1927, the architect Ken Oliphant moved into offices in the building, where he operated both on his own account and as an agent for two Melbourne firms of architects, his former employers, Oakley and Parkes, and Plottel, Burnet and Alsop. By 25 March 1929, an unnamed Commonwealth department or departments were leasing 2,475 square feet of office space on the first floor of this and lot 18. Two years later, the three Canberra Freemasons lodges secured a lease on part of the first floor of the building. They began to hold meetings in the rooms from November of that year, and continued to do so until the Masonic Centre was opened in National Circuit in May 1936.¹¹² At one time, Verity Hewitt's bookshop occupied premises on this allotment.¹¹³

Section 1, Lot/Block 18 (London Circuit)

This lot and the adjoining lot 17 were purchased at the second auction of Civic leases on 29

¹⁰⁸ CRS A292, item C1893.

¹⁰⁹ CRS A292, item C1893.

¹¹⁰ *CT*, 28 Oct 1927, p. 9; CRS A292, item C1893.

¹¹¹ *CT*, 24 Feb 1927, p. 10.

¹¹² *CT*, 30 Sep 1927, p. 9; CRS A292, item C1893; Robert J. Lindford, 'Freemasonry in the Queanbeyan-Canberra area 1877 to 1939', *CHJ*, new series no. 36, September 1995, p. 25.

¹¹³ Information from Lady Hicks, and Pam and Alan Ray.

May 1926 by the Australian Provincial Assurance Association (APA) Ltd. In February 1927, the contractors George and Elphinstone were well advanced with the construction of a building on the two lots. The supervising architects were Burcham Clamp and Finch.¹¹⁴

Aside from APA itself, office space in the APA Building as it was called was rented at various times by a number of other tenants. In September 1927, the architect Ken Oliphant moved into offices in the building, where he operated both on his own account and as an agent for two Melbourne firms of architects, his former employers, Oakley and Parkes, and Plottel, Burnet and Alsop. By 25 March 1929, an unnamed Commonwealth department or departments were leasing 2,475 square feet of office space on the first floor of this and lot 17. Two years later, the three Canberra Freemasons lodges secured a lease on part of the first floor of the building. They began to hold meetings in the rooms from November of that year, and continued to do so until the Masonic Centre was opened in National Circuit in May 1936.¹¹⁵ The ground floor space may

Section 1, Lot/Block 19 (London Circuit)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the Commercial Bank of Australia Ltd. The bank engaged Simmie and Company to build a bank and residence on the site, with Anketell and K, Henderson as supervising architects. It was recommended on 7 October 1927 that permission could be granted for the bank to occupy the ground floor only, and the bank duly opened for business on Monday 10 October.¹¹⁶

Section 1, Lot/Block 20 (London Circuit)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by a Dr Finlay. However, he sold the lease on and it was in the hands of the Queensland National Bank by August. The bank employed Colonel J. Walker to erect banking chambers, with Oakley and Parkes as supervising architects. The building was completed in July 1928.

Section 1, Lot/Block 21 (Corner of West Row and Northbourne Avenue)

This lot was purchased at the second auction of Civic leases on 29 May 1926 by the Bank of New South Wales. In February 1927, the firm of E. and W. Tofield of Manly NSW won the contract to erect a bank and residence on the site. Oakley and Parkes were the supervising architects. The building was completed November 1927, though some unspecified additions were made in the following January.¹¹⁷

The bank was damaged by flames and water in the fire that occurred on 11 April 1953. In August, responsibility for reconstruction of the burnt section of the building was given to the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction was accorded top priority for completion, with the building to retain the same external appearance as before. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.¹¹⁸

¹¹⁴ *CT*, 24 Feb 1927, p. 10.

¹¹⁵ *CT*, 30 Sep 1927, p. 9; CRS A292, item C1893; Robert J. Lindford, 'Freemasonry in the Queanbeyan-Canberra area 1877 to 1939', *CHJ*, new series no. 36, September 1995, p. 25.

¹¹⁶ CRS A292, item C1893; *CT*, 11 Oct 1927, pp. 4, 5; 28 Oct 1927, p. 10.

¹¹⁷ *CT*, 24 Feb 1927, p. 2.

¹¹⁸ *CT*, 13 Apr 1953, p. 1; 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

Section 1, Lot/Block 22 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Federal Mutual Insurance Company Ltd. However, as with the other eleven lots sold at this auction, Federal Mutual surrendered its lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

This part of the Melbourne Building was damaged in the fire that occurred on 11 April 1953, the fire destroying more than half of the building's western side. On this side of the building, the offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹¹⁹

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and 'other Canberra services'. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.¹²⁰

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG's Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers' hostel in Childers Street.¹²¹

Section 1, Lot/Block 23 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Canberra architect L.H. Rudd. However, as with the other eleven lots sold at this auction, the onset of the Depression forced Rudd to surrender his lease. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

¹¹⁹ *CT*, 13 Apr 1953, p. 1.

¹²⁰ *CT*, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹²¹ *CT*, 16 Jul 1954, p. 2.

This part of the Melbourne Building was damaged, if not destroyed, in the fire that occurred on 11 April 1953. The fire destroyed more than half of the building's western side. Offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹²²

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and 'other Canberra services'. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.¹²³

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG's Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers' hostel in Childers Street.¹²⁴

Section 1, Lot/Block 24 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Canberra Shops Ltd, in which Oakley and Parkes had a financial interest. However, as with the other eleven lots sold at this auction, Canberra Shops Ltd surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

This part of the Melbourne Building was damaged, if not destroyed, in the fire that occurred on 11 April 1953. The fire destroyed more than half of the building's western side. Offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹²⁵

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the

¹²² CT, 13 Apr 1953, p. 1.

¹²³ CT, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹²⁴ CT, 16 Jul 1954, p. 2.

¹²⁵ CT, 13 Apr 1953, p. 1.

interior was to be altered to cater for the Tourist Bureau, the TAA office and ‘other Canberra services’. In December, the contract for the first stage of reconstruction was let to Craft Builders of O’Connor ACT.¹²⁶

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG’s Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers’ hostel in Childers Street.¹²⁷

Section 1, Lot/Block 25 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Canberra Shops Ltd, in which Oakley and Parkes had a financial interest. However, as with the other eleven lots sold at this auction, Canberra Shops Ltd surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

This part of the Melbourne Building was destroyed in the fire that engulfed more than half of the western side of the building on 11 April 1953. Offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹²⁸

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and ‘other Canberra services’. In December, the contract for the first stage of reconstruction was let to Craft Builders of O’Connor ACT.¹²⁹

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG’s Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers’ hostel in Childers Street.¹³⁰

¹²⁶ *CT*, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹²⁷ *CT*, 16 Jul 1954, p. 2.

¹²⁸ *CT*, 13 Apr 1953, p. 1.

¹²⁹ *CT*, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹³⁰ *CT*, 16 Jul 1954, p. 2.

Section 1, Lot/Block 26 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Canberra Building and Investment Company. However, as with the other eleven lots sold at this auction, the company surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

This part of the Melbourne Building was destroyed in the fire that engulfed more than half of the western side of the building on 11 April 1953. Offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹³¹

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and 'other Canberra services'. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.¹³²

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG's Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers' hostel in Childers Street.¹³³

Section 1, Lot/Block 27 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Canberra Building and Investment Company. However, as with the other eleven lots sold at this auction, the company surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

¹³¹ *CT*, 13 Apr 1953, p. 1.

¹³² *CT*, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹³³ *CT*, 16 Jul 1954, p. 2.

This part of the Melbourne Building was probably destroyed in the fire that engulfed more than half of the western side of the building on 11 April 1953. Offices occupied by the Canberra University College, the Bureau of Mineral Resources and the Department of Social Services were almost completely gutted, while the offices of the Courts and Titles Registry, the Bank of NSW and Trans-Australia Airlines were damaged by flames and water.¹³⁴

In August 1953, the reconstruction of the burnt section of the building was placed in the hands of the Melbourne architectural firm of Hocking, Warren and Associates. With the Royal Tour approaching, the reconstruction of the building was accorded top priority for completion. Externally, the building was to have the same appearance as before, but the interior was to be altered to cater for the Tourist Bureau, the TAA office and 'other Canberra services'. In December, the contract for the first stage of reconstruction was let to Craft Builders of O'Connor ACT.¹³⁵

When completed, the reconstructed section of the building included on the ground floor enlarged and modernised offices for the Tourist Bureau, a remodelled office for TAA, Electricity House and offices for the Department of Social Services. The first floor housed the Superannuation Board, the Snowy Mountains Authority, the Electoral Office and the drafting section of the PMG's Department. The Courts and Titles Office was also remodelled. In the meantime, the Canberra University College had quit the building and was forced to occupy a disused workers' hostel in Childers Street.¹³⁶

Section 1, Lot/Block 28 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Canberra Shops Ltd, in which Oakley and Parkes were shareholders. However, as with the other eleven lots sold at this auction, Canberra Shops Ltd surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

Section 1, Lot/Block 29 (West Row)

This lot was purchased at the third auction of Civic leases on 9 April 1927 by Canberra Shops Ltd, in which Oakley and Parkes were shareholders. However, as with the other eleven lots sold at this auction, Canberra Shops Ltd surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

Section 1, Lot/Block 30 (West Row)

¹³⁴ CT, 13 Apr 1953, p. 1.

¹³⁵ CT, 29 Aug 1953, p. 2; 22 Dec 1953, p. 6.

¹³⁶ CT, 16 Jul 1954, p. 2.

This lot was purchased at the third auction of Civic leases on 9 April 1927 by the Canberra architect D.E. Limburg. However, as with the other eleven lots sold at this auction, Limburg surrendered the lease after the onset of the Depression. The lot thus formed part of the Melbourne Building that was not developed until the 1940s. Along with the rest of the unfinished portion of the building, it was completed as a government-funded project under the control of the Department of the Interior. The builders were Cody and Willis of Glebe in Sydney, and this section of the building was eventually completed on 22 February 1946. It then almost certainly provided office accommodation for a government department or instrumentality.

APPENDIX D: FRAMEWORK FOR ASSESSING CULTURAL SIGNIFICANCE

D.1 DEFINITION OF CULTURAL SIGNIFICANCE

For the purposes of this plan, the following definitions of cultural significance are used.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places may have a range of values for different individuals or groups. (Australia ICOMOS 2000: Article 1.2)

D.2 ACT HERITAGE REGISTER CRITERIA

Under section 10 of the ACT *Heritage Act 2004*, a place or object has heritage significance if it satisfies one or more of the following criteria (emphasis added).

- (a) It demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches
- (b) It exhibits outstanding design or aesthetic qualities valued by the community or a cultural group
- (c) It is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest
- (d) It is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations
- (e) It is significant to the ACT because of its importance as part of local Aboriginal tradition
- (f) It is a rare or unique example of its kind, or is rare or unique in its comparative intactness
- (g) It is a notable example of a kind of place or object and demonstrates the main characteristics of that kind
- (h) It has strong or special associations with a person, group, event, development or cultural phase in local or national history

- (i) It is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes
- (j) It has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site
- (k) The place exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements
- (l) The place is a significant ecological community, habitat or locality for any of the following:
 - (i) the life cycle of native species;
 - (ii) rare, threatened or uncommon species;
 - (iii) species at the limits of their natural range; or
 - (iv) distinct occurrences of species.

D.3 HERCON CRITERIA

In April 2008 the national Environment Protection and Heritage Council decided to adopt a consistent set of criteria to identify and manage heritage across Australia. It was agreed that every opportunity should be taken to move towards greater consistency with the National Heritage Convention (also known as HERCON) model criteria. HERCON Criteria are as follows.

- A. Importance to the course or pattern of our cultural or natural history.
- B. Possession of uncommon rare or endangers aspects of our cultural or natural history.
- C. Potential to yield information that will contribute to an understanding of our cultural or natural history.
- D. Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.
- E. Importance in exhibiting particular aesthetic characteristics.
- F. Importance in demonstrating a high degree of creative or technical achievement at a particular period.
- G. Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of the continuing and developing cultural traditions.
- H. Special association with the life or works of a person, or group of persons, of importance in our history.

APPENDIX E: COMMENTS ON PROPOSED REFURBISHMENT WORKS

This appendix provides a brief commentary on the issues and related refurbishment works proposed by David Clarke Architects to address the many condition and integrity issues with the buildings.

Table 10. Commentary on Issues and Proposed Works

Issue identified by David Clarke Architects	Comments
Damaged and cracked render	Proposed remedial works supported
Detached conduits	
Extraneous attachments to the exterior fabric (eg. Conduits, signs, lights)	
Surface mounted conduits	
Damaged paving and bitumen paving in colonnades	While the proposed remedial works are supported as a short-medium term solution, a long term option as defined in Strategy 14.12 should be adopted.
Holes in fabric	Proposed remedial works supported
Damaged downpipes	
Detritus on parapets and trims	
Deteriorated paintwork – a new colour scheme is proposed as part of the works, prepared by Pegrum and Associates Architects in 2000	Proposed remedial works supported subject to validation of the scheme by paint scrapes, if these have not already been undertaken. See Strategy 15.4.
Dislodged and damaged roof tiles	Proposed remedial works supported
Inappropriate gutter profiles	
Loose, disconnected and damaged gutters and downpipes	
Inappropriate gutter and downpipe materials	
Uncapped parapets	Proposed remedial works supported – subject to a heritage review of the detailing.
Missing light fittings	Proposed works should accord with the Colonnade Lighting Guidelines. See Strategy 14.7.
Inappropriate signs	Proposed remedial works generally supported but the works should be reconciled with the proposed signage policy document. See Strategy 14.4.
Rotten and detached timberwork	Proposed remedial works supported
Window mounted airconditioners	
Tiling/cladding on originally rendered surfaces	
Damaged column bases and capitals	
Damaged soffits	
Painted window glass	Proposed remedial works supported. See Strategy 14.5.
Inappropriate shopfronts	Proposed remedial works supported. See Strategy 14.1.
Removal of existing flagpoles on the Melbourne Building	Proposed works not supported. While the age and significance of these flagpoles is not entirely clear, they seem to date from around the 1950s and accordingly have a reasonably long history. They should be maintained.

APPENDIX F: EXTERNAL COLOUR SCHEME

The following external colour scheme was developed by Pegrum and Associates Architects in 2000. As part of the Façade Refurbishment project documented by David Clarke Architects, this scheme is proposed to be implemented. The scheme is noted as being, ‘consistent with the early period and heritage values of the Sydney and Melbourne buildings.’ However, it is not clear whether the scheme is actually based on evidence of the historical colours used on the buildings, as revealed by paint scrapes. While the scheme may prove acceptable, it must be based on evidence. Accordingly, the scheme should be validated before being implemented. See Strategy 15.4.

PALM logo here

ENVIRONMENT ACT

Environment ACT • Heritage Unit
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Sydney and Melbourne Buildings, Canberra City Recommended External Paint Schemes

The following colour schemes were formulated by conservation architects *Pegrum and Associates* and have been implemented on the western portion of the Melbourne Building.

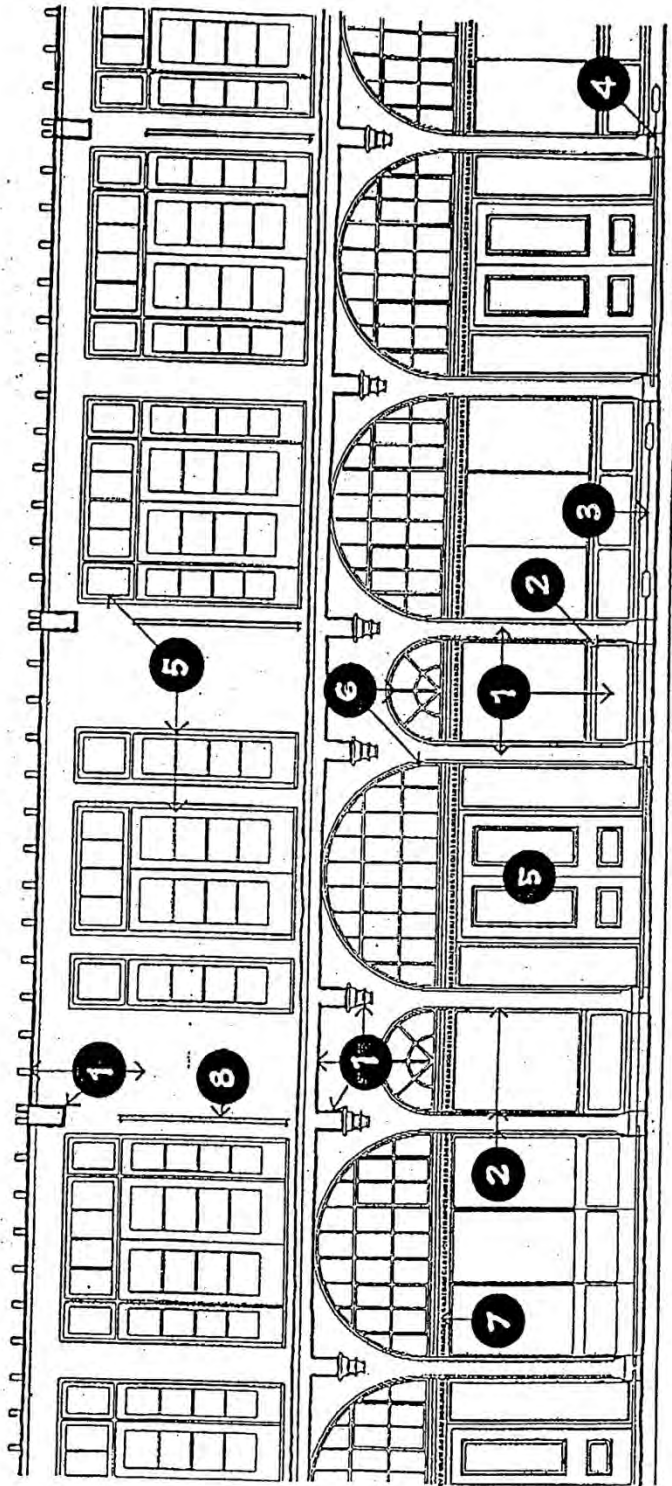
The colours are not necessarily the earliest known scheme for the buildings, but are consistent with the early period and heritage values of the Sydney and Melbourne buildings.

Element/material:	Colour finish:
Rendered Walls (1) (5) -large areas plus detail panels	CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type (possible anti-graffiti below level of top of columns)
Detail trim to walls (4) (6) - openings, beading, medallions, keystones, pediment cappings, etc	WHITE (Dulux) Full gloss – sunscreen acrylic type
Columns, mouldings, bases and capitals (2) - ground floor circular columns and first floor square columns	WHITE (Dulux) Full gloss – sunscreen acrylic type
Segmented bases of columns (7)	MID BROWN (Pascol Paints) Full gloss acrylic
Precast concrete edge trim /nosing (8)	Not painted
Gutters, fascias, eaves, soffits (9)	WHITE (equal to Dulux) Full gloss – sunscreen acrylic type
Exposed downpipes (9)	WHITE (Dulux) Full gloss – sunscreen acrylic type (Where short to gutter) CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type (Where against rendered walls)
Exposed rafters (10)	MID BROWN (Pascol Paints) Full gloss acrylic

Shop front Façade & Inside of Colonnades / Balconies (refer Elevation 2)	
<i>Element/material:</i>	<i>Colour finish:</i>
Rendered Walls, & Stallboards (1) -large areas plus detail panels	CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type (possible anti-graffiti below level of top of columns)
Soffit /ceiling, beams and brackets (1)	CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type
Detail salient beading to arches, pilasters between windows (2)	WHITE (Dulux) Full gloss – sunscreen acrylic type
Skirting below shopfronts / stallboards (3)	Not painted. (Clean paint from existing marble facings)
Base to pilasters between windows (4)	MID BROWN (Pascol Paints) Full gloss acrylic
Timber Joinery, fixed window frames, sashes, doors & frames, beading, trim to stallboards (5)	INDIAN RED (Pascol Paints) Full gloss
-	
Semi –circular fanlights above doors and shop windows (6)	INDIAN RED (Pascol Paints) Full gloss
Moulded lintel between shop windows and fanlight (7)	INDIAN RED (Pascol Paints) Full gloss CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type (contrasting centre spot)

Rear & Side Walls	
<i>Element/material:</i>	<i>Colour finish:</i>
Rendered Walls -large areas	CREAM (Dulux CANDLE WAX) Semi-gloss – sunscreen acrylic type (possible anti-graffiti below level of top of columns)
Timber joinery to windows & doors	WHITE (Dulux) Full gloss – sunscreen acrylic type
Masonry window sills and projecting courses	WHITE (Dulux) Full gloss – sunscreen acrylic type
Metalwork to parapet cappings, rainwater heads, downpipes	MID BROWN (Pascol Paints) Full gloss acrylic
Metal railings to balconies	INDIAN RED (Pascol Paints) Full gloss

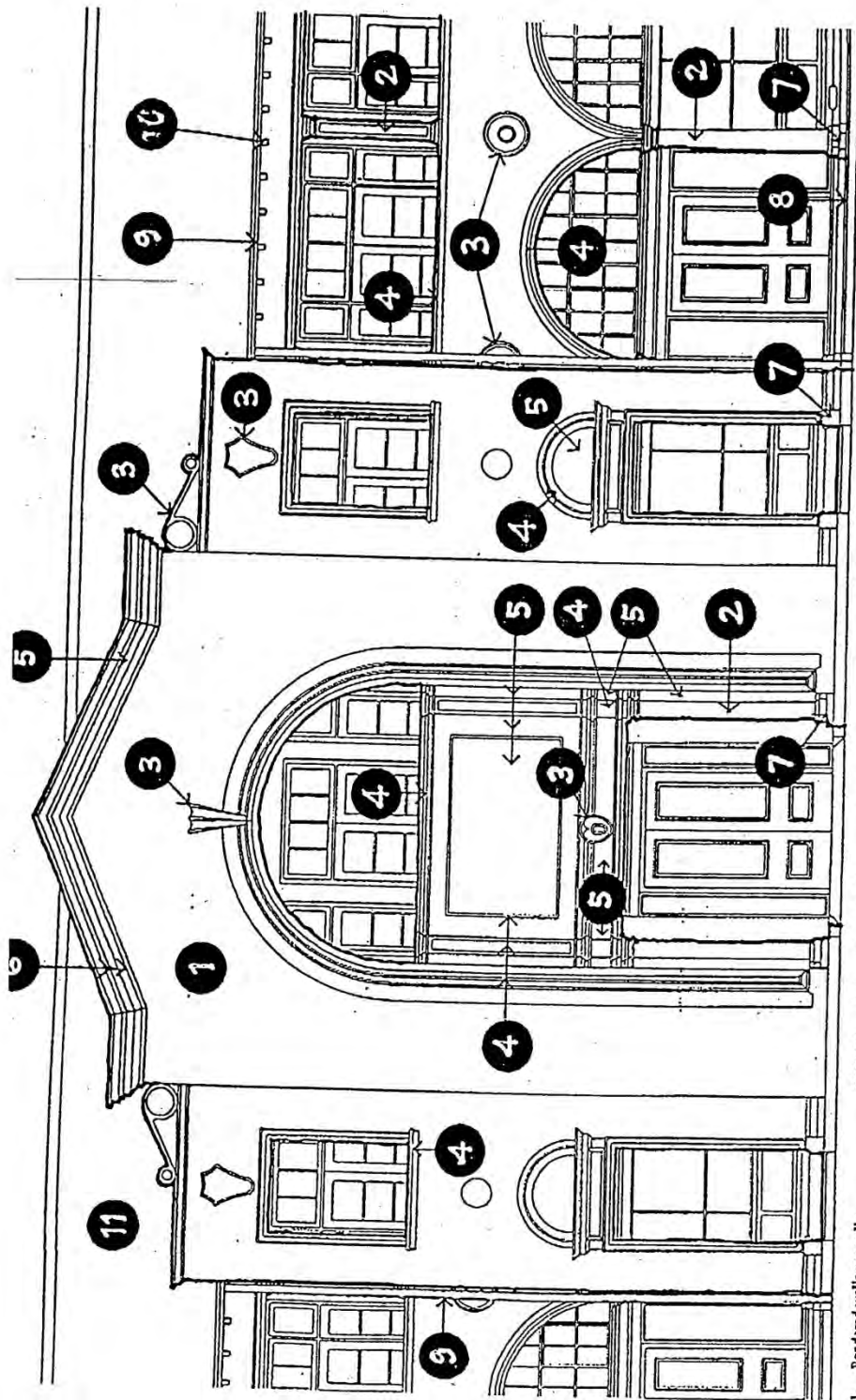
© Drawings and specifications *Pegrum and Associates Architects*.
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THE MELBOURNE BUILDING
 SPECIFICATION: EXTERNAL PAINT COLOURS
 PAINT COLOUR SCHEDULE - ELEVATION 2



- | | | | |
|---|------------|---|------------|
| 1. Rendered walls, soffits, beams
brackets and stallboards | CREAM | 6. Steel framed fanlights and sashes
(internal faces by letsoce) | INDIAN RED |
| 2. Beading to arches | WHITE | 7. Profiled linel (cream centre spot) | INDIAN RED |
| 3. Skirting | Marble | 8. Timber screens to first floor balconies | INDIAN RED |
| 4. Basec to pilasters | MID BROWN | | |
| 5. Timber joinery, fixed window frames,
sashes, doors, frames and beading
(internal faces stained and sealed) | INDIAN RED | | |



- | | | | |
|--|--|--|---|
| <ul style="list-style-type: none"> 1. Rendered walls generally 2. Columns including bases and Capitals 3. Medallions, keystones 4. Mouldings to arches and openings 5. Flat rendered surfaces 6. Pediment cappings
(vertical surface picked out - Cream) | <ul style="list-style-type: none"> 7. Segmented bases to columns 8. Precast paving edge trim 9. Gutters, fascias, eaves soffits, downpipes 10. Exposed rafters 11. Tiled roof | <ul style="list-style-type: none"> CREAM WHITE WHITE WHITE CREAM WHITE | <ul style="list-style-type: none"> MID BROWN Not painted WHITE MID BROWN Not painted |
|--|--|--|---|

THE MELBOURNE BUILDING
 SPECIFICATION: EXTERNAL PAINT COLOURS
 PAINT COLOUR SCHEDULE - ELEVATION I



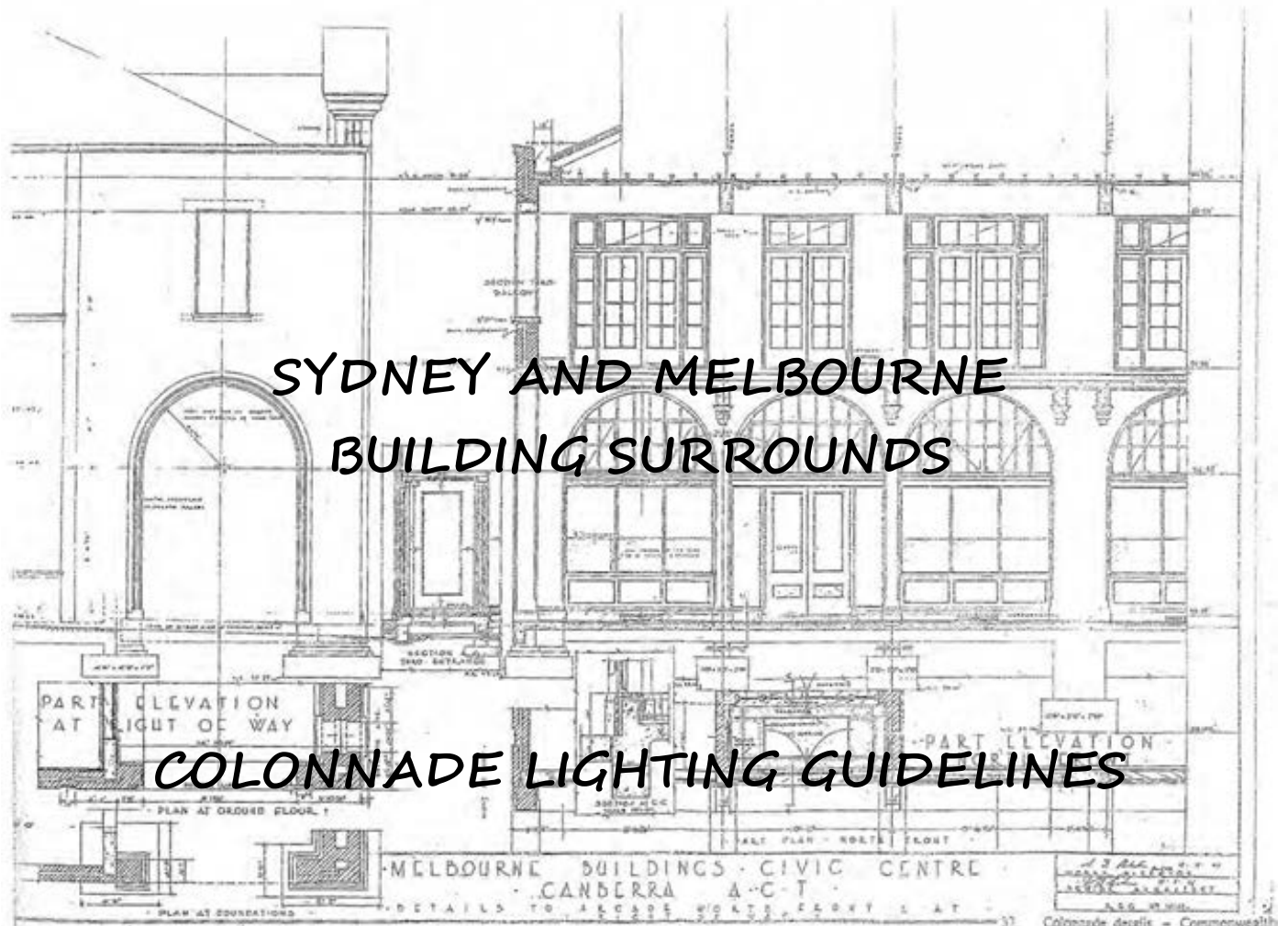
APPENDIX G: COLONNADE LIGHTING GUIDELINES

In accordance with Strategy 14.7, these guidelines may be implemented in any change to the colonnade or façade lighting.

However, the preferred option is to reconstruct the original colonnade and façade lighting if possible. The original colonnade lighting used a fitting similar to that found in the Lobbies at Old Parliament House.

Note that where existing light canopies survive, these should be retained and re-used.

In the following guidelines it is recommended the colonnade lights for the Melbourne Building should be shifted and reinstated onto the beams. While this is a long term objective, in the short to medium term the lights can remain in their current locations.



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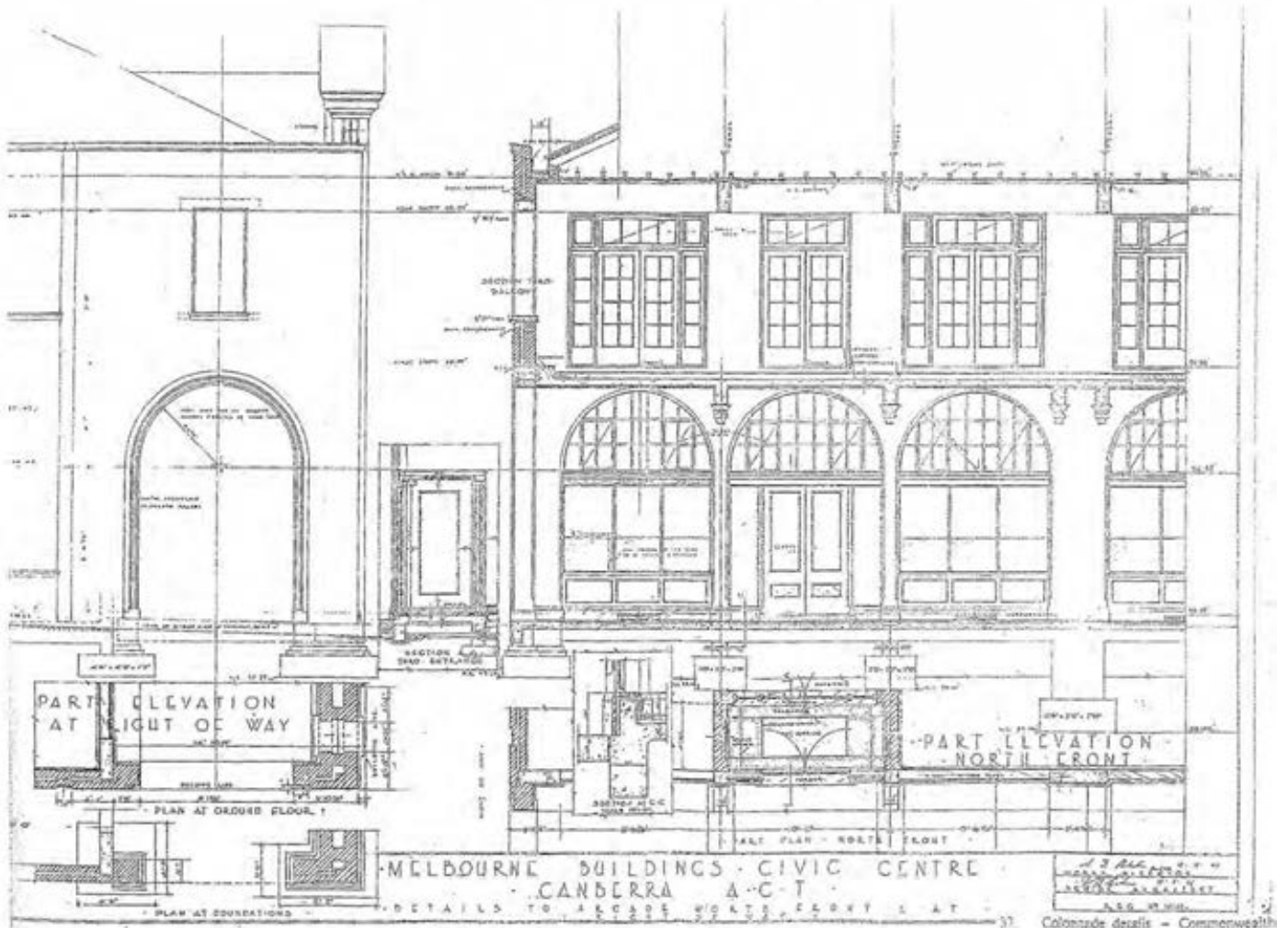
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COMMUNICATIONS AUDIO VISUAL

ELECTRICAL LIGHTING MECHANICAL SECURITY

NEWCASTLE SUNSHINE COAST SYDNEY

BRISBANE CANBERRA GOLD COAST MELBOURNE

FINAL REPORT



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ELECTRICAL LIGHTING MECHANICAL SECURITY

NEWCASTLE SUNSHINE COAST SYDNEY

BRISBANE CANBERRA GOLD COAST MELBOURNE

SYDNEY AND MELBOURNE BUILDING SURROUNDS

COLONNADE LIGHTING GUIDELINES

FINAL REPORT

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FINAL	<input checked="" type="checkbox"/>

Authorised By: JOHN GRIGGS
Date: 6 JUNE 2011

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1 INTRODUCTION

The Sydney and Melbourne Buildings are historic buildings in Canberra City Centre, bounded by West Row, Alinga Street, East Row, London Circuit and separated by Northbourne Avenue.

The colonnades extend on all four sides of each building and form part of the ground level pedestrian area that is permanently accessible to the public. Although the colonnade area is publicly accessible, it is leasehold property and is not on Territory land.

London Circuit colonnade lighting is excluded from the scope of this engagement, however, the principles established herein may also be applicable to the colonnades of the Sydney and Melbourne buildings on London Circuit.

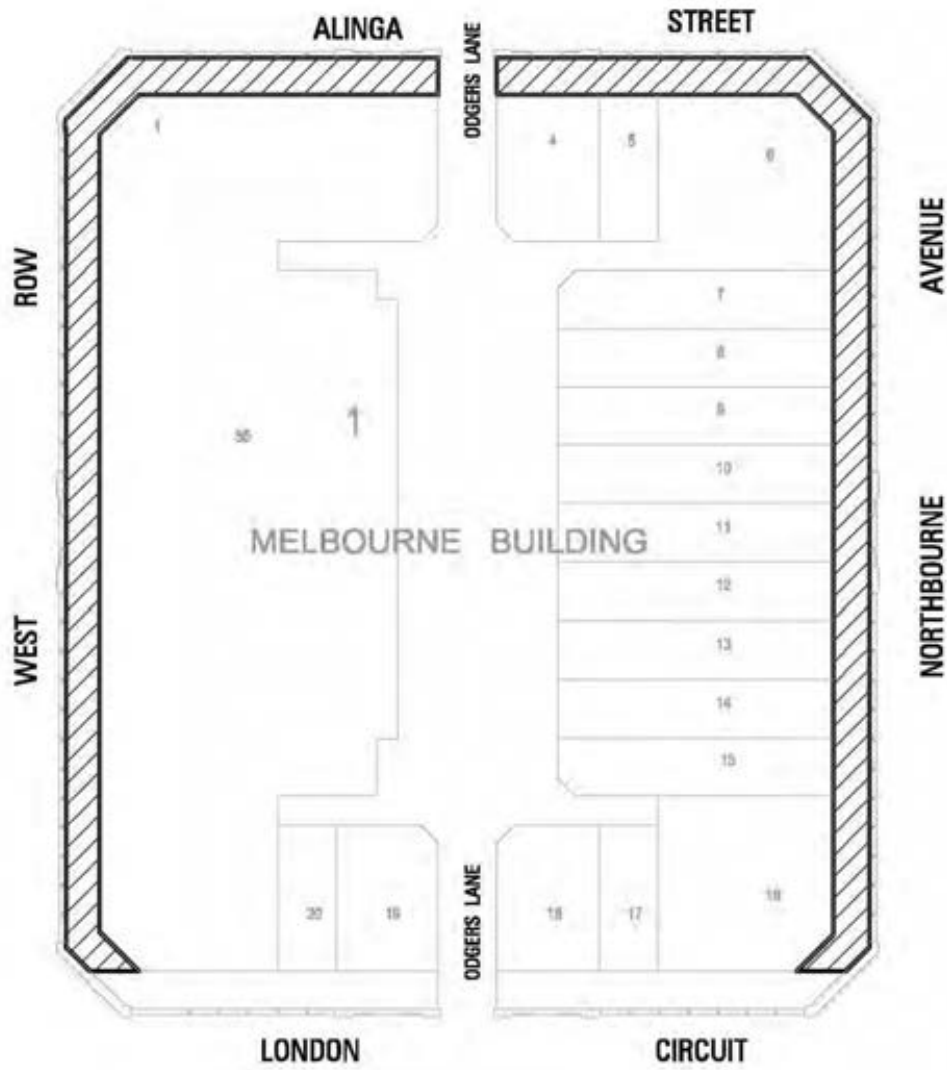
Daytime and night time inspections of the lighting in the colonnades have identified operational and maintenance problems and a range of inconsistencies, resulting in failure to meet public lighting code requirements.

Due to the regular, high level of activity in the colonnades at night, good lighting complying with Australian Standards is considered a minimum requirement for public amenity, enjoyment and safety.


Consequently, ACT Territory and Municipal Services have engaged Webb Australia to investigate and provide recommendations regarding a lighting approach that may be applied and universally adopted by the body corporate and/or leaseholders.

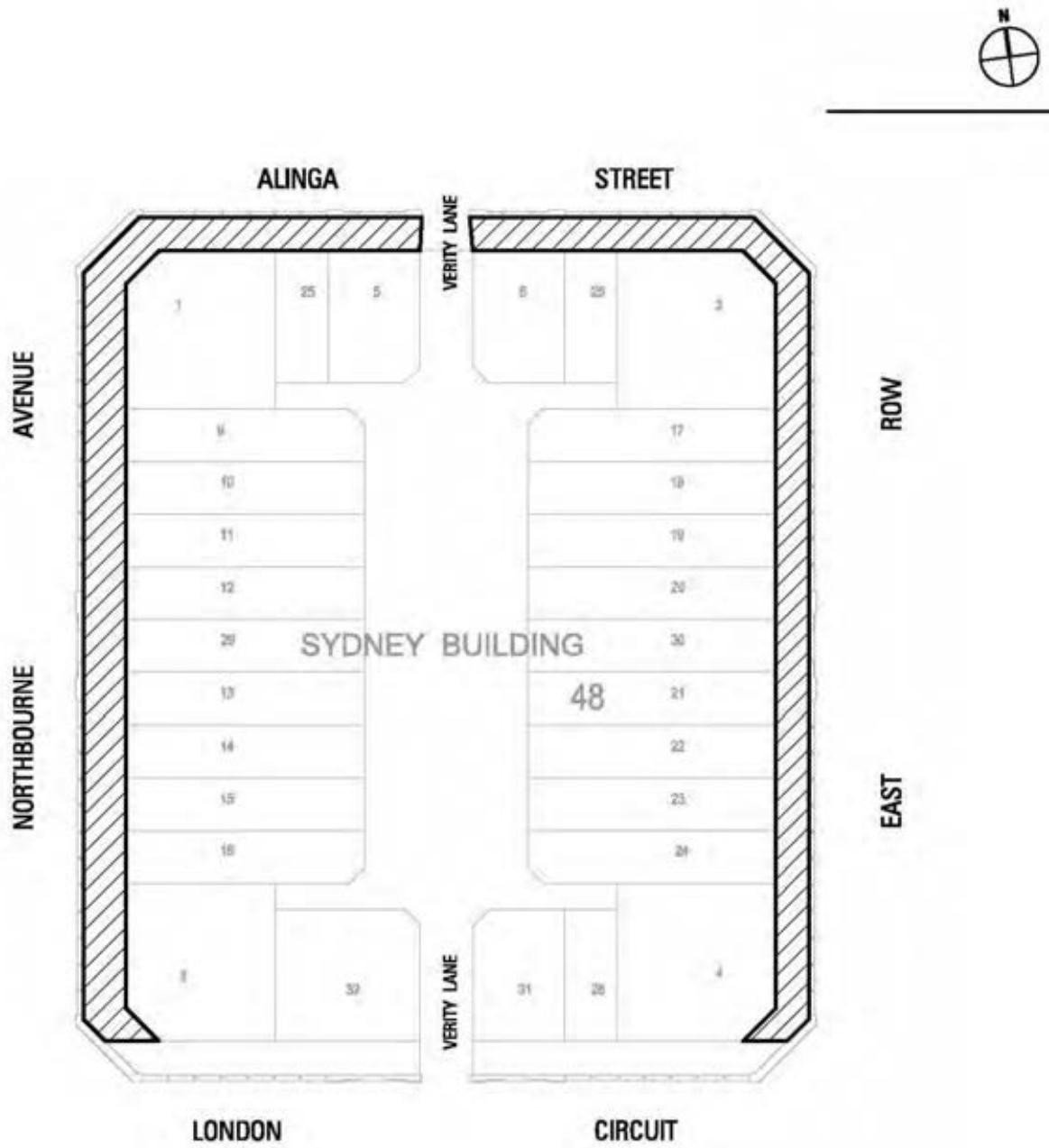
This report examines the condition of the existing installations and makes recommendations regarding a lighting approach for the colonnades and building façade that is sensitive to the historical nature of the buildings, may be incorporated into the Colonnade Lighting Guidelines planned for adoption and implementation universally by leaseholders. Refer to the sketches below showing the areas of the colonnades included in the scope of this report.






MELBOURNE BUILDING COLONNADES

LEGEND	
SYMBOL	DESCRIPTION
	COLONNADE AREA INCLUDED IN SCOPE OF THIS REPORT



SYDNEY BUILDING COLONNADES

LEGEND	
SYMBOL	DESCRIPTION
	COLONNADE AREA INCLUDED IN SCOPE OF THIS REPORT

2 LIGHTING STANDARDS

2.1 APPLICABLE STANDARD

AS/NZS 1158.3.1:2005 Lighting for roads and public spaces: Pedestrian area (Category P) lighting – Performance and design requirements.

Extracts from the applicable standard are included below for reference and for information.

TABLE 2.3

LIGHTING CATEGORIES FOR PUBLIC ACTIVITY AREAS
(EXCLUDING CAR PARKS)

1	2	3	4	5	6
Type of area or activity		Selection criteria ^{a,b)}			Applicable lighting subcategory
General description	Basic operating characteristics	Night time vehicle movements	Risk of crime ^{c)}	Need to enhance prestige	
Areas primarily for pedestrian use, e.g. city, town, suburban centres, including outdoor shopping precincts, malls, open arcades, town squares, civic centres	Generally pedestrian movement only	N/A	High	High	P6
		Medium	Medium	Medium	P7
		Low	Low	N/A	P8
Transport terminals and interchanges, service areas	Mixed pedestrian and vehicle movement	High	High	High	P6
		Medium	Medium	Medium	P7
		Low	Low	N/A	P8

TABLE 2.7

**VALUES OF LIGHT TECHNICAL PARAMETERS AND PERMISSIBLE
LUMINAIRE TYPES FOR PUBLIC ACTIVITY AREAS
(EXCLUDING CAR PARKS)**

1	2	3	4	5	6
Lighting subcategory	Light technical parameters				Permissible luminaire type (see Table 2.10)
	Average horizontal illuminance ^{a,b)} (\bar{E}_h) lux	Point horizontal illuminance ^{a,b)} (E_{Ph}) lux	Illuminance (horizontal) uniformity ^{c)} Cat. P (U_{E2})	Point vertical illuminance ^{a,b)} (E_{Pv}) lux	
P6	21	7	10	7	Types 2, 3, 4, 5 or 6
P7	14	4	10	4	
P8	7	2	10	2	

2.2 APPLICABLE CATEGORY

The lighting category applicable to the colonnades of all Sydney and Melbourne buildings surrounds is subcategory P7.

3 EXISTING COLONNADE LIGHTING

3.1 DESCRIPTION

The colonnade space is typically, 4m wide by 4m high, open on one side with columns at 10 feet (approximate 3.05m) centres.

The colonnade lighting generally consists of opal spheres fitted with compact fluorescent lamps. The spheres are typically ceiling mounted between beams/columns in the Sydney Building colonnade at 1 column spacing and are fixed to the beam in the Melbourne Building colonnade at two column spacing.



SYDNEY BUILDING



MELBOURNE BUILDING

The spheres vary in size and colour from opal white to yellow to green. Some spheres have been broken/removed and not replaced. Vandalism appears to be an ongoing maintenance problem in the colonnades.

A significant proportion of fixtures were not working at the times the night time inspections were conducted, indicative of failed lamps or other maintenance issues. It is possible some were intentionally not turned on.



LIGHTS OFF



RANGE OF SIZES & COLOUR OF SPHERES

Day time inspections of the spheres found many to be in a poor state of disrepair. For example:

- suspended only by the electrical wiring
- cabling installed exposed, or
- broken or missing diffuser, or
- with no lamp fitted.





3.2 CCTV CAMERAS

Parts of the colonnades are monitored with CCTV surveillance, to provide an assurance of security for patrons, and to assist the AFP in their efforts to ensure that security is provided. The CCTV cameras require good vertical illuminance to enable facial recognition typically a minimum of 10 lux on the vertical plane. Where lights are not maintained or are not operating, the usefulness of the cameras becomes severely limited during the most vulnerable part of the day, i.e. at night time.

4 POWER SUPPLY AND CABLING

4.1 CONNECTION, MAINTENANCE AND OPERATING COST CONSIDERATIONS

We understand the existing colonnade lighting is connected to leaseholders' power. Even though the colonnades are a public thoroughfare, the lighting is not connected to the public lighting/street lighting network. Therefore Leaseholders pay the ongoing electricity consumption costs of operating the colonnade lighting, even though it is operating well beyond trading hours for most traders, and the leaseholders cannot limit public access to the space.

We expect the existing building façade lighting is likely to also be connected to leaseholder power.

Furthermore, we understand the leaseholders are also responsible for maintenance of the colonnade and facade lights. The maintained condition of the lights, when inspected varied considerably, as describe above. Many were not operating at all.

It would seem leaseholders are able to control the lights in their section of the colonnades and some appear to elect to leave their colonnade lights OFF completely at night.

Option 1

Body Corporate or Leaseholders undertake to upgrade the lighting in the colonnade, engage a maintenance contractor to maintain the lighting in good order and pay the ongoing electricity costs of operating the lighting. This would require the universal support of all the lease holders.

Option 2

ACT Government arrange for connection of all colonnade lights and building façade lights to the public lighting network. ACT Government would then assume all responsibility for the ongoing maintenance and operating costs.

Option 3

Due to the inherent difficulties of accomplishing either of Options 1 or 2, these Colonnade Lighting Guidelines have been produced for the Leaseholders to implement, in order to address the lighting of their individual sections of the colonnades and building façade.

The goal is to implement a cohesive lighting strategy which would enhance the image of the Sydney and Melbourne buildings while being sensitive to the heritage nature of the buildings, comply with Australian Standards and provide public amenity, enjoyment and an atmosphere of safety.

4.2 CABLING

The cabling has not been inspected as part of this report. It is recommended that the cabling be inspected by a registered electrician prior to implementation of the Lighting Guidelines.

4.3 CONTROL

To ensure compliance with lighting subcategory P7, all luminaires in the colonnade must remain ON from dusk to dawn every night.

5 LUMINAIRE PROPERTIES

The selection of the appropriate luminaire for installation throughout the colonnades of the Sydney and Melbourne buildings requires careful consideration be given to a range of issues, including, but not limited to the following:

1. Lamp Type

- Colour rendering
- Colour temperature
- Lumen efficacy
- Lumen depreciation
- Lamp life/ mortality
- Instantaneous operation
- Dimming capability
- Operating environment

2. Fixture Criteria/ Features

- Shape of luminaire corresponding with original fixtures
- Aesthetic appearance
- Mounting options to suit both buildings
- Ingress protection against dust, insects and water
- Impact resistance/ vandal resistance
- UV resistance of diffuser
- Transmittance of diffuser – efficiency vs visibility of lamp image
- Relative brightness/ luminance of diffuser
- Indirect lighting component
- Location of control gear – integral or remote
- Cost

After consultation with the Project Architect, the following recommendations are provided:

5.1 LAMP TYPE

Colour rendering Ra 85 (minimum)

<i>Colour temperature</i>	<i>3000K (nominal) in colonnade 4000K (nominal) on facade</i>
<i>Instantaneous operation</i>	<i>Only a requirement of local control is possible</i>
<i>Dimming capability</i>	<i>Not required</i>
<i>Lumen efficacy</i>	<i>Select lamp with best available performance</i>
<i>Lumen depreciation</i>	<i>Select lamp with best available performance</i>
<i>Lamp life/ mortality</i>	<i>Select lamp with best available performance</i>
<i>Operating environment</i>	<i>-10°C to 40°C</i>
<i>Recommendation</i>	<i>Long life, amalgam compact fluorescent lamps</i>

5.2 FIXTURE CRITERIA/ FEATURES

1	Shape	Sphere 350mm diameter (to be confirmed) (refer Note 2)
2	Appearance	Opalescent, to obscure image of the lamp/s
3	Lamp	Compact fluorescent amalgam lamp – wattage not finalised
4	Mounting	Pendant mounted below beam
5	Nominal Spacing	Up to distance equal to 2 columns apart (maximum)
6	IP Rating	IP55 to prevent ingress by insects and to prevent damage from condensation and spraying water
7	Impact Resistant	Yes to IK10 for protection against vandalism (as defined by IEC 60529) - Polyethylene
8	UV Resistance	Yes, to prevent discolouration of diffuser over time
9	Transmittance	Use of microprism material or equivalent, with high transmittance but also provides good veiling of the lamp (preferred if also vandal resistant)
10	Relative Brightness	Must provide good visual comfort without compromising compliance with illumination requirements of Australian Standards and CCTV camera requirements
11	Indirect Lighting Component	Significant indirect light will provide for good visual comfort and assist in providing good vertical illumination. Effectiveness is dependent upon colour and condition of ceiling.
12	Control Gear	Integral
13	Mounting Method	25mm dia conduit 150mm long, fixed to decorative ceiling canopy, shaped to match the appearance of the ceiling canopy as shown, as directed by heritage consultant



- 14 Cost \$600 each (supply of luminaire only)
- Customised decorative ceiling canopy and wall canopy not included
 - Installation cost is excluded
 - Price is based on bulk purchase of all luminaires in one order
 - Cost will be higher for smaller orders
- 15 Luminaire Spec Recommendations
- Colonnade fixture: Colonial Lighting with customised mounting arrangement and decorative ceiling canopy
- Façade fixture: Colonial Lighting with customised mounting arrangement and decorative wall canopy.

The building façade luminaire solution would be similar to the colonnade luminaire, adapted to suit the application as follows:

- Lower lumen output lamp to minimise light pollution and sky glow but retain 360° luminous appearance
- Mounting method adapted to suit wall mounting on architectural relief



**ROSETTE AND PREFERRED
MOUNTING SPIGOT**



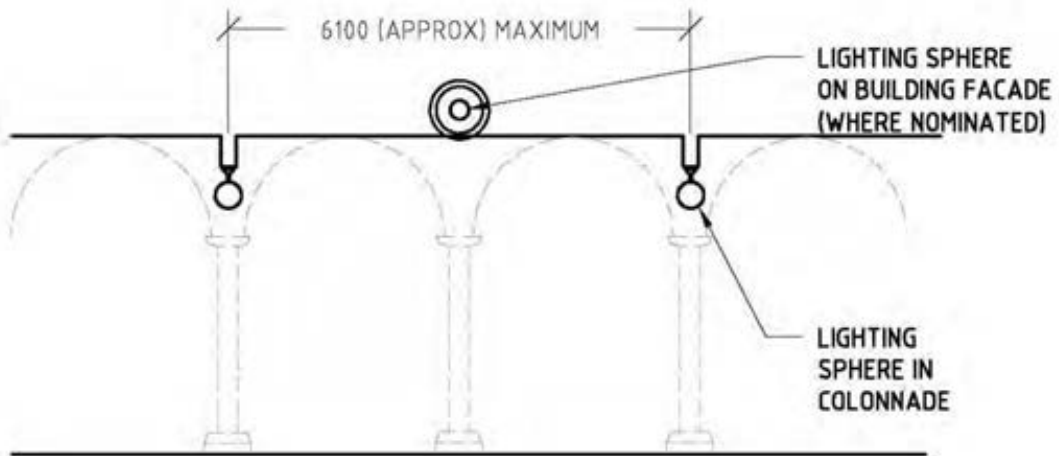
NOT PREFERRED SPIGOT

NOTE 1: Lamp details and details of power supply, lighting controls and luminaire mounting arrangements have not been included in this report as they are considered to be part of the implementation phase of these guidelines.

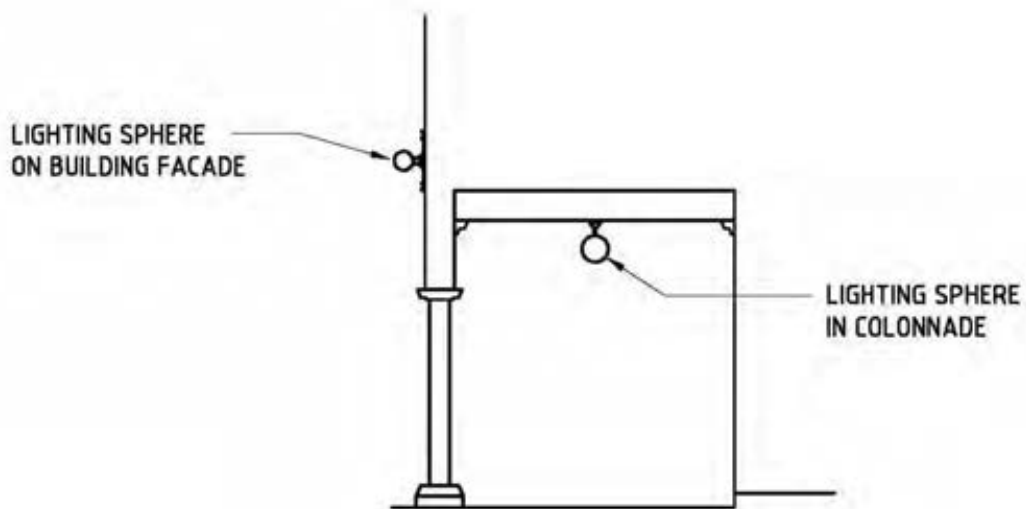
NOTE 2: As the original fixtures were not spherical, other shaped diffusers are being investigated, that are more consistent with the heritage record. It is anticipated that the final issue for public comment will include a recommendation, pending outcomes with respect to availability, lamp compatibility and cost.

6 LUMINAIRE LOCATIONS

Locations of Luminaires will be as advised by HBO + EMTB. Refer to sketches below for the guiding concepts.



LONGITUDINAL VIEW



CROSS SECTION OF COLONNADE

APPENDIX A: COLONNADE LIGHTING GUIDELINE

SYDNEY AND MELBOURNE BUILDINGS: COLONNADE LIGHTING GUIDELINE

1. Luminaire

- 350 diameter UV stabilized polyethylene sphere, base – white finish
- Ingress protection rating: IP55
- Lamp: amalgam compact fluorescent, long life, 3000K lamp (wattage to be confirmed)
- Integral electronic control gear
- Essentially: Colonial Lighting CL92XX-XXXEND

2. Installation

- Pendant mounted, fixed to beam
- Decorative ceiling canopy customised to match original, as directed by Heritage Consultant / Architect. White finish.
- 25mm diameter steel conduit, painted white

3. Power Supply

The lighting shall be connected to the body corporate, or lease holders power and controlled by a photo-electric (PE) switch so that they come on at dusk and go off at dawn. Provide an ON/OFF/AUTO switch for testing purposes.

Cabling shall be inspected by a licenced electrician. Replace as required.

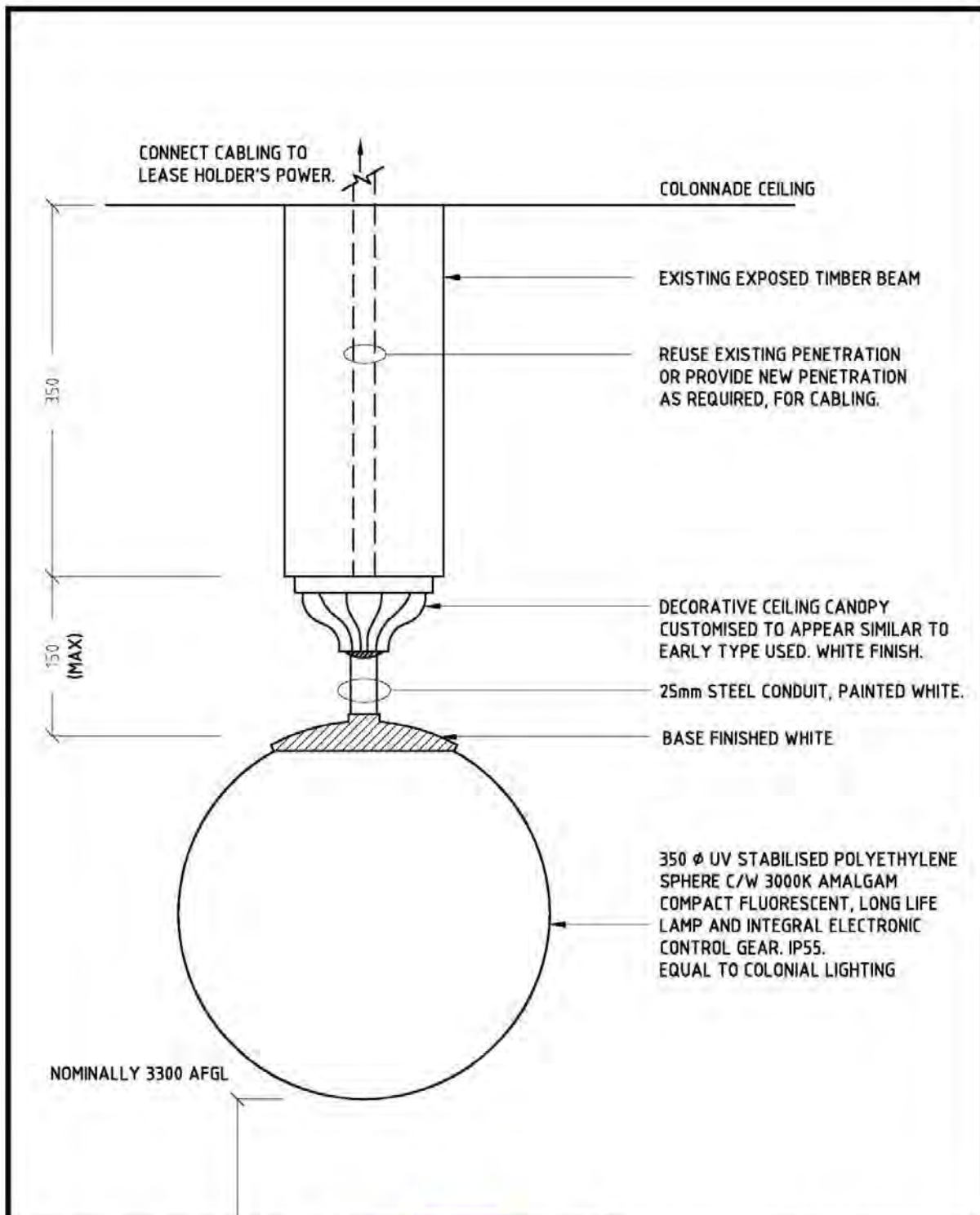
Cabling shall be installed concealed. No exposed conduits will be permitted.

4. Locations

Luminaires shall be spaced no more than 20 feet (approximately 6.1m or essentially two bays) apart and located on the underside of beams that are nominally aligned with columns.

Final locations will be as directed by HBO + EMTB.

Refer to following sketch ESK01 for further detail.



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PROJECT
SYDNEY AND MELBOURNE BUILDINGS SURROUNDS
TITLE
COLONNADE LIGHTING DETAIL

DATE	SCALE	C	R	A
03.06.2011	1:5@A4	EB	JG	JG
PROJECT	DWG NO	REV	NO IN SET	
J125A	ESK_01	P2	1 of 2	

APPENDIX B: BUILDING FAÇADE LIGHTING GUIDELINE

SYDNEY AND MELBOURNE BUILDINGS: FAÇADE LIGHTING GUIDELINE

1. Luminaire

- 250 diameter UV stabilized polyethylene sphere, base – white finish
- Ingress protection rating: IP55
- Lamp: amalgam compact fluorescent long life 4000K lamp (wattage to be confirmed)
- Integral electronic control gear
- Essentially: Colonial Lighting CL92XX-XXXEND

2. Installation

- Wall mounted on existing plaster relief rosette
- Wall mounting base to match original, as directed by Heritage Consultant / Architect and adapted as required to suit sphere. White finish.

3. Power Supply

The lighting shall be connected to the body corporate, or lease holders power and controlled by a photo-electric (PE) switch so that they come on at dusk and go off at dawn. Provide an ON/OFF/AUTO switch for testing purposes.

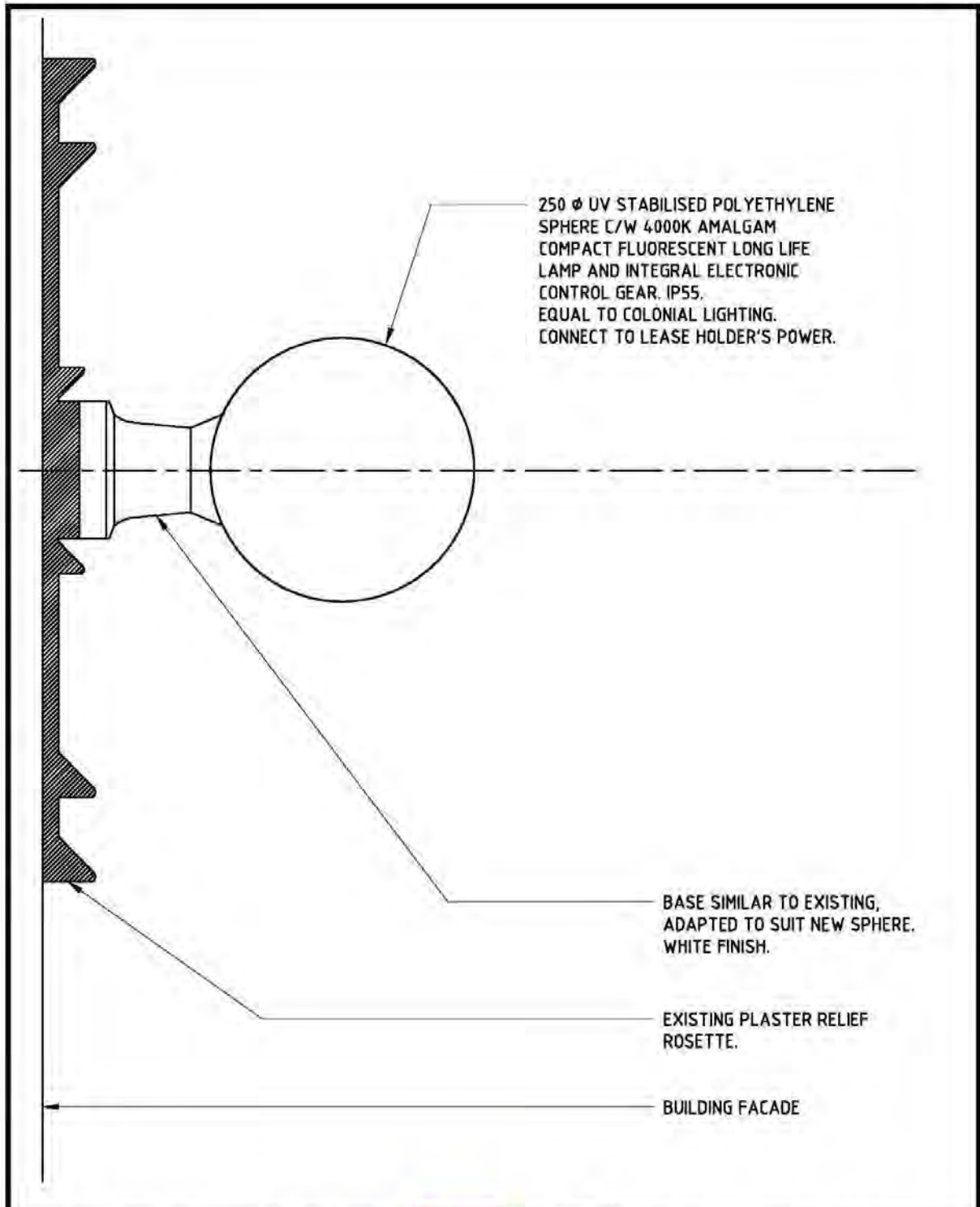
Cabling shall be inspected by a licenced electrician. Replace as required.

Cabling shall be installed concealed. No exposed conduits will be permitted.

4. Locations

Luminaires shall be located on nominated rosettes, as directed by HBO + EMTB.

Refer to following sketch ESK02 for further detail.



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PROJECT
SYDNEY AND MELBOURNE BUILDINGS SURROUNDS
TITLE
BUILDING FACADE LIGHTING DETAIL

DATE	SCALE	C	R	A
03.06.2011	1:5@A4	EB	JG	JG
PROJECT	DWG NO	REV	NO IN SET	
J125A	ESK_02	P2	2 of 2	

APPENDIX H: PERFORMANCE CRITERIA FOR SIGNS

28 OCTOBER 2011

Melbourne & Sydney Buildings

Performance Criteria & Style Guide For Signs



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Performance Criteria & Style Guide For Signs

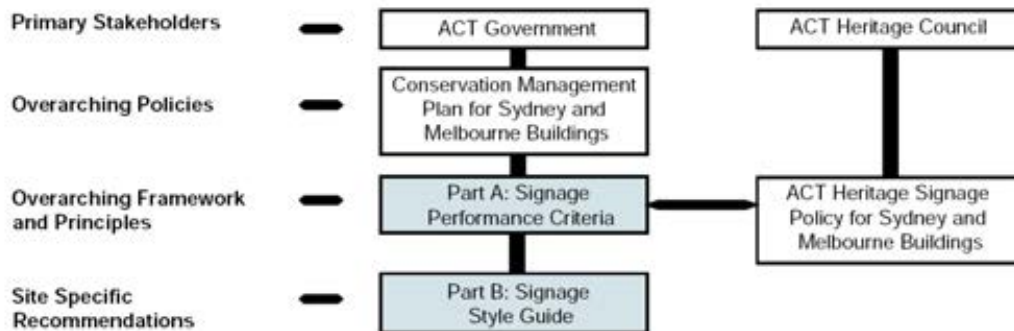
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1 APPRECIATION

1.1 Introduction

This document sets out both Performance Criteria (Part A) and Style Guide (Part B) for the Melbourne and Sydney Building's building signage and tenancy signage. Although this document can be read independently it forms a part of the overarching Conservation Management Plan (CMP) for the buildings, which details the policies for retaining heritage significance. This document also aims to compliment and expand upon the current ACT Heritage Council *Signage Policy for Sydney and Melbourne Buildings*, which provides a general framework and guidance regarding signs. See below diagram representing the structure of related organizations, policies frameworks and recommendations for signage to the Sydney and Melbourne Buildings:



Note: This document is shown shaded, and includes Signage Performance Criteria (Part A) and Style Guide (Part B) for Sydney and Melbourne Buildings. Part A and Part B are to be read in conjunction with each other.

It is important to note that building owners, tenants and property managers, within both the Melbourne and Sydney Buildings conform with these guidelines and performance based criteria for signage when considering renewing their signs or installing new signs.

The buildings are on the ACT Heritage Register. This means that their heritage significance is considered throughout a development application process. Points to note are:

- Signs are privately owned.
- A new sign warrants a development application.
- An existing sign can remain if it fits within the predominant sign type identified, where a sign obviously contrasts with the dominant types, shapes and locations then renewal or removal is encouraged.

If sign owners are to voluntarily renew existing signs they should appreciate:

- The role of the existing sign in the overall heritage of the building.
- The effectiveness of their sign within the context and sometimes clutter of other signs.

This document identifies two main sign categories within the Sydney and Melbourne Buildings, building identification signage and tenancy identification signage.

Building identification signage includes:

- Facade signs (*To corner and central entry points*)
- Street signs (*Including Odgers and Verity Lane*)
- Interpretive signs (*Informational, directional or graphic/historical*)
- Graphic logo (*Promoting the branding of buildings*)

Tenancy identification signage includes:

- Main tenancy signs
- Window and door graphics
- Services and operational / advertising and regulatory signs
- Signage to outdoor dining enclosures

1.2 Significance

The Sydney and Melbourne Buildings are located in the Division of City, Canberra and were initially intended as the commercial centre of the city. They are significant examples of the inter-war Mediterranean style and are notably large and rare examples of this style. Their significance is clearly stated in the Conservation Management Plan.

The following has been extracted from the newsletter "Heritage Talks 'Making Presence of the Past' – Issue 2, February 2009"

Recognition of the buildings' importance occurred in 1980 when they were among the first structures to be entered in the Register of the National Estate in Canberra. They are on the ACT Heritage Register and classified by the National Trust. The impact, however of the 1980 registration was both positive and negative.

The statement of significance of that time stated that only the facades were important. Consequently what went on behind the facades was not tightly controlled. The interiors have been altered and extensions into the courtyards have occurred.

Fortunately, the facades have retained a high integrity although the variety of infill to upper balcony openings and some signage differs from the historic values of these buildings.....

Whilst the Sydney and Melbourne Buildings continue as a landmark, the commercial heart of Civic has shifted since the 1960's. The challenge for the upgrade is the coordination of the many different landlords of the privately tenanted businesses, who are responsible for the maintenance of their own premises.

ACT Government looks forward to working closely with designers and developers as this early 20th century icon is primed for 21st century Canberrans.

The ACT Heritage Council has issued a Signage Policy for Sydney and Melbourne Buildings.

This document provides a general overview of heritage considerations, however as it is quite general it doesn't provide solutions for building owners, tenants and property managers and allows for various interpretations. It doesn't consider or cover the various types of signage utilised within the two buildings or provide any cross reference to other related building elements such as lighting.

Generally, signage has not cohered to any consistent appearance or construction and lacks the visual integrity to do justice to the overall significance of the buildings. The exception being the predominant side mounted rectangular sign with rounded corners.

This is the first comprehensive guideline for signs.

1.3 Purpose

The purpose of these guidelines and performance criteria is to make it easier for businesses to upgrade and re-new their signs, for sign designers and manufacturers to appreciate the scope for repairing or creating new signs and for the installers to appreciate where they can be positioned.

These guidelines will be used by the ACT Government Stakeholders to assess development applications and compliance

The main aims and considerations are:

- To promote the cultural significance of the buildings.
- To present a broadly consistent and professional brand to the overall buildings.
- To reflect the values, style and stature of the buildings and their heritage overlays, within Canberra.
- To ensure signage designs are elegant in form and construction, whilst minimising visual intrusion.
- To reduce visual clutter through the colonnades.
- To compliment rather than compete with placement of lighting.
- To acknowledge existing investments in the buildings.
- To provide a cost effective signage solution to both manufacture and replace (making it relatively easy to update).
- To provide a solution that suits all tenancy sizes including larger businesses.

2 SITE ANALYSIS

2.1 First Impressions

On initial inspection, the two buildings are hard to tell apart. The heritage listing recognises the buildings' significance and the architectural integrity and style of the external façades.

The statement of significance at the time did not extend to the interiors, and further investigation reveals a long history of individual internal redevelopment. It is particularly interesting to see how the two buildings have grown somewhat independently and developed a character of their own. This is largely due to many of the leases being developed block by block to create an overall design.

The Melbourne Building is better conserved due to the Depression delaying its completion and it subsequently being completed by the Commonwealth government in the 1940's for offices. The western side remained a government asset and was severely damaged in a fire in 1953 and had to be rebuilt. Now privately owned and managed by a body corporate, the condition of this part of the building is comparatively better than the rest.

In comparison the Sydney Building appears brasher as tenancies have simply evolved and condensed, it has a lively atmosphere which can be partly accounted to the bus interchange wrapping around Alinga St and East Row. The signage within the Sydney Building reflects this character and appears to have evolved with little evidence of past guidelines.

The current signage within both buildings is made up of various styles and materials, locations, shapes and sizes. Although individual signs alone may be effective, it is the variations visually on the whole that result in a cluttered appearance, in turn impairing the effectiveness of individual signs. The photographs below illustrate various tenancy signage within both the Sydney and Melbourne Buildings:



The effect at night is also worth observing as both buildings are active and operational during both day and night. Currently signage is inconsistently lit, partly due to individual tenancy operations and procedures, partly due to maintenance.

These impressions, guided by the ACT Heritage Council and the Conservation Management Plan have influenced the following guidelines and recommendations. Exploring two options:

- One that suggests adding a broadly consistent approach across the two buildings, which could be aesthetically appealing but would require over time a complete replacement of tenancy signs.
- The second option is to promote the different characters of the buildings, acknowledging their differences whilst working with the predominant signage styles in each case.

2.2 Sydney Building

Characteristics observed include:

- Dense tenancy occupation, made up of smaller businesses, including takeaway / pubs / restaurants / offices / groceries / retail / dance academies.
- Multiple entries within single shop-fronts, where tenancies split and second floor access is required.
- Little consistency internally with paint colours, materials and façade treatments.
- Individual tenancy's identity and signage extends to entire shop-fronts including where tiling or built out facades have been introduced.
- Evidence of predominant sign type - Elongated oval shape, side mounted with internal light box.
- Night time appearance generally "Lit Up" due to business operation hours and bus interchange.



2.3 Melbourne Building

Characteristics observed include:

- Tenancies are comparatively evenly spread, made up of restaurants/ retail/ banks/ bars/ salons/ offices.
- Minimal access required to second floor, currently no public access to basement floors.
- Shop-fronts are generally consistent, with overall scheme applied to colonnade painting throughout.
- Tenancy signage is limited to within the tenancy glazing.
- West Row has an evident signage style – square framed, ceiling mounted sign, with external spot lighting.
- Night time appearance is generally “dimly lit” due to more daytime operated tenancies.



3 PERFORMANCE CRITERIA & STYLE GUIDE

PART A – PERFORMANCE CRITERIA:

3.1 Principles

Signage for the Sydney and Melbourne Buildings should have a definitive and clear language and style. The style of the signs should also be sympathetic to the architecture of the buildings.

A sign should be engaging and elegant in form and construction, whilst minimizing any visual intrusion or clutter through the colonnades, to the external façade or to internal areas. Signage should be effective day and night.

The signage should require little maintenance and should be cost effective to manufacture and replace, as tenancies change. The construction of the sign should be minimal and retain a sense of quality. Because of the proportions of the Sydney and Melbourne Buildings, the language should also follow the same, in the sense of providing signs that are well proportioned and balanced and easily identifiable to the general public. The sign should be inviting to the public and promote the buildings as a “destination”.

3.2 Compliance

In order to comply with the new Conservation Management Plan (CMP) it is important to note that building owners, tenants and property managers, within both the Melbourne and Sydney Buildings should conform to the guidelines and performance based criteria for signage as follows when considering renewing their signs or creating new signs. The CMP and ACT Heritage Council Policy are complimentary.

Please note:

- Any new leases shall include reference to the CMP and Guidelines
- All new external signs require a development application and approval from ACT Planning and Land Authority

Conservation Management Plan policies and implementation strategies affecting signs include the following (The number corresponds to the strategy number in the CMP -not all policies and strategies are relevant and these have therefore not been included. This has led to some gaps in the numbered policies and strategies below. Direct extracts from the CMP are shown in italics.)

Policy 14 Conservation of the Buildings and Courtyards

14.1 Shop-fronts

Where shop-fronts are not original, owners are encouraged to reconstruct shop-fronts to match the original shop-fronts, or at least to achieve the general style of original shop-fronts.

Implications for signs:

- Signs and advertising to shop front glazing areas shall take up no more than 30% area of the window.
- Signs are not allowed on the columns or outer edges of the colonnades, either inside or outside on the external facade of the building.

14.4 Signs Policy

The ACT Government will develop a policy document to guide future external signage. The aim will be to provide a greater degree of coordination of signage which is more sympathetic to the historical buildings. The document will address issues such as the location, mounting, size and form of signs, such as in the colonnades. The policy document will take account of the existing ACT Heritage Council policy on signage for the buildings, and be approved by the Council.

Implications for signs:

- Signs must comply with the Conservation Management Plan (CMP).
- This particular policy incorporates the ACT Heritage Council Policy. The existing policy is consistent with the principles and policies of other jurisdictions in Australia and it contains the basic elements and principles for signs on heritage places.

The ACT Heritage Council Signage Policy is reproduced in full in the overarching Conservation Management Plan (Appendix B: ACT Heritage Register *Citation & Signage Policy*).

The document provides the following conservation objectives and guiding principles for the installation of signs on the Sydney and Melbourne Buildings:

- *New signs should not detract from the heritage values of the buildings.*
- *The size and number of signs should be kept to a minimum for each business.*
- *The installation of new signs should be fully reversible with minimal damage to the built fabric.*
- *If new anchorage/ mounting points are required, they should cause minimal irreversible damage to the built fabric.*
- *Original signage including surface painted, should be retained and protected in-situ.*
- *No sign should be painted onto an unpainted surface.*
- *New signs should be low reflective and of a neutral colour.*
- *New signs should not be internally illuminated or flashing*
- *New signs should directly relate to the sole owner, business and function. Product advertising should not be allowed.*
- *Installation of any real estate signage indicating property for sale, letting or auction should be removed within 10 days of completion*

Additionally, the following principles apply:

- Any new cabling or conduits are to be painted in colours as specified by the CMP.
- No more than one permanent sign is attached to a tenancy.
- No product advertisements are to be displayed on the signs.
- Signs are not allowed on the columns or outer edges of the colonnades, either inside or outside on the external facade of the building. The building fabric and external facade line is protected from signage. The exception is the case of the original facade signs.
- Sandwich board signage is not permitted. Sandwich boards generally are subject to Government policies for this sign type (Does not form part of these guidelines).
- No temporary signs to lean against the building.
- Receptacles for promoting business products, menus or menu holders, specials, tourism or travel information are to remain inside of the tenancy unit and shall in no way encroach on the colonnade area or external parts of the building.
- Signs promoting other businesses are discouraged (examples include dry-cleaning and mobile phone recharging).
- Signs on privately owned street furniture such as outdoor enclosures are limited to the name of the business or building branding and shall not promote a product.
- Road signs specifying road rules or traffic related information shall not be fixed to the building with the exception of laneways.
- No inflatable signs are allowed.
- No hand drawn signs allowed.
- Colonnade signs are to be double-sided displaying the shop brand logo.

14.5 Partially or fully painting out windows for advertising

While signage for a business is appropriate (i.e. the name of a business), partially or fully painting out windows for advertising purposes should not be undertaken, especially the use of bright colours. Similarly, fully covering windows with posters should not happen.

Implications for signs:

- Signs and advertising to shop front glazing areas shall take up no more than 30% area of the window

14.6 Banners and flags

Banners or flags will not be attached to the buildings.

Implications for signs:

- Existing banners and flags attached to the building should be removed and branding and advertising restricted to main tenancy sign and shop-fronts, allowing equal opportunities for tenants and reducing visual clutter. No banners shall be attached to any part of the buildings
- Flags or branding flags, attached to any part of the tenancy, shall not be allowed.

14.7 Colonnade Lighting Guidelines

No new lighting or surface mounted conduits or services will be installed in the colonnades or on the street facades of the buildings, except for lighting which reconstructs or is at least sympathetic to the original lighting.

Implications for signs:

- Rolling LED signs and similar presentations are discouraged where mounted internally, and are not permitted outside.
- Fixings and locations of lights to main tenancy signs shall be as described in the following style guide

Policy 15 Maintenance planning and works

15.1 Maintenance Planning

The ACT Government and owners of the Sydney and Melbourne Buildings will develop a maintenance plan for the buildings, including provisions for life-cycle maintenance.

Implications for signs:

- Temporary promotional posters, stickers and graffiti is to be removed within 24 hours.
- Redundant servicing to signs are to be repaired sympathetic with the heritage fabric and colours
- When a business relocates or changes name leaving a redundant sign, the main signage panel shall be neutral and remain plain (monochromatic) without any text or logo displayed.
- Permanent signs shall be cleaned from dust and deter birds and rodents.
- Any inoperable or damaged signs shall be removed / repaired. Temporary signs shall not be fixed to the building.

Policy 16 Upgrading and adaptation works

16.3 The laneways

Changes may be made to the exterior rear parts of the buildings; however owners will take a long-term, planned approach to such changes, to achieve a better quality urban environment. The largely red-brick service character of the courtyards will be conserved.

Implications for signs:

- Existing signs that are within Verity Lane or Odgers Lane that represent layers of use shall be conserved.

Policy 19 Use of the Sydney and Melbourne Buildings

The primary uses of the Sydney and Melbourne Buildings will include retail, commercial, office, restaurants, cafes, bars, residential accommodation, and otherwise will be sympathetic to the character of the buildings.

Implications for signs:

- No more than one permanent sign shall be attached to a tenancy.
- The Style Guide applies to both buildings. The Guide assists with minimising visual clutter and provides guidance for building owners, tenants and property managers looking to renew or update existing signage. The Style Guide acknowledges the wide variety of businesses, branding and operational requirements. The Guide offers a new signage type to respond to a range of tenancies and successfully promote businesses. The Style Guide is attached and is to be read together with the Performance Criteria.

Policy 21 Interpretation of the significance of the Sydney and Melbourne Buildings

21.1 Interpretive Strategies

The ACT Government and owners will develop and implement a simple interpretive strategy considering the range of possible messages, audiences and communication techniques. This should be integrated with existing interpretation.

Implications for signs:

- Revised size and locations for interpretive signs, for legibility to a broader audience.
- Introduction of new plaques to promote buildings significance and history of occupancy. Final set out to be respectful of building geometry and pavement details.

PART B – STYLE GUIDE:

3.3 Sign Types

The following Sign Types have been identified as present within the Sydney and Melbourne Buildings, and have formed the basis for the following recommendations:

BUILDING IDENTIFICATION SIGNS

Building identification signage includes facade, street and interpretive signs.

Facade signs:

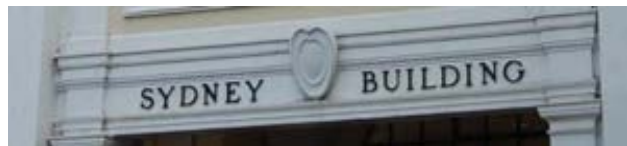
The facade signs describe signs displayed over the four corner arches and central arches leading into the colonnades, of each building (both applied lettering relating to the buildings and tenancy signage)

- Existing:

A number of the corner facades have maintained traditional applied lettering displaying the building names, however over time it appears that some of these signs have either been removed or in some cases damaged. The current facade signage displaying tenancy signs does little to promote the unique heritage qualities of the Melbourne and Sydney Buildings and displays a mix of traditional and modern signage techniques. Currently these sign locations form part of individual tenancy leases. The signs vary in colour, size and construction, with some applied directly to the building facade, and others applied to a board which is then applied to the facade. At night it is evident that some are back lit and others are not.

- Recommendation:

In order to build public recognition and awareness of the buildings, the facade signage should read consistently with the buildings name clearly visible from each facade (eg. Sydney Building or Melbourne Building). The facades are easily visible from the surrounding streets and mark the foundations of the buildings within the Canberra City. The traditional lettering applied to the buildings reading either Sydney Building or Melbourne Building should be maintained and where missing or damaged should be replaced and or repaired to match existing. See below image of traditionally applied lettering:



Where lettering has been applied over the four corner arches, the central arches bear no signage that directly relates to the buildings own branding or identification. This presents an opportunity to introduce within the central locations the buildings own branding, providing consistency across each of the main entry points into the colonnade. It is acknowledged that this would affect the current tenancy lease agreements for signage to those locations and suggest that the location of the sign be equally divided to promote both the individual brand but also provide a consistent overall building brand.

Signage for tenancy branding currently displayed over each of the corner arches and central arches displays a mix of traditional and modern signage techniques. Preferably these signs are to be either traditionally painted signs or alternatively printed signs onto a prefabricated board which is then applied to the building facade.

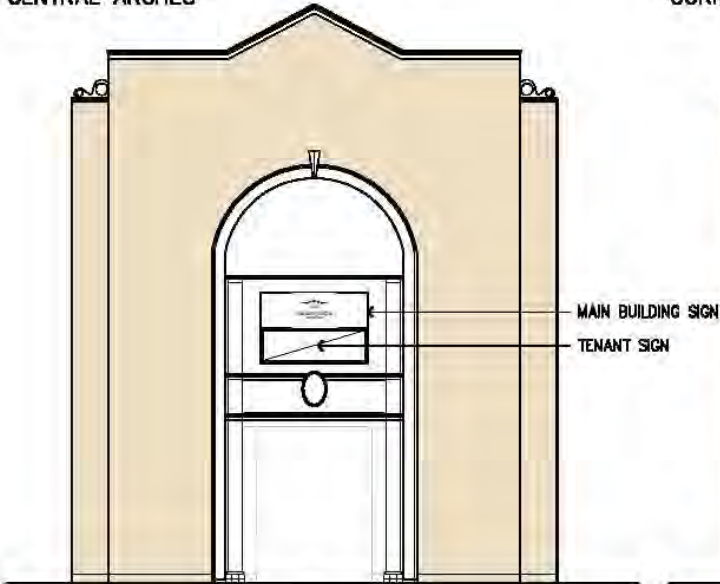
Refer to the following drawings for specifications and guidelines:

- Main Facade Sign Guideline (Pages 13-14)

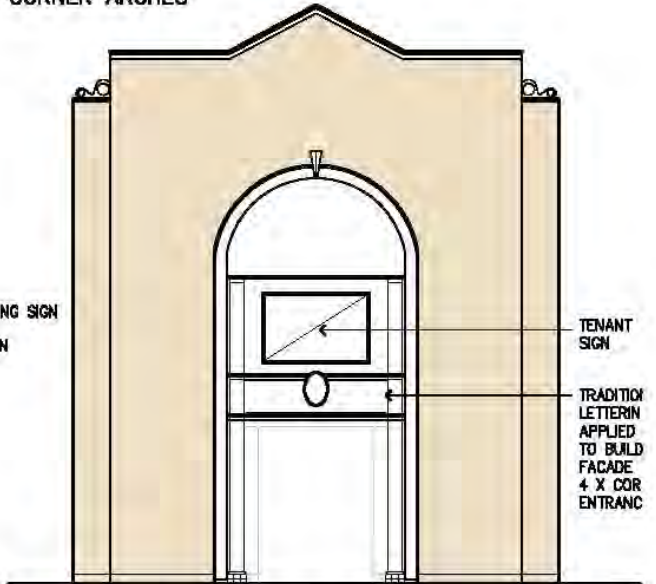
MAIN FACADE SIGNAGE RECOMMENDATION

1:100 SCALE

CENTRAL ARCHES



CORNER ARCHES



SIGN REQUIREMENTS

MAIN BUILDING SIGN/ LOGO

LOGO TO BE INCORPORATED INTO TENANCY SIGN REFER ALSO SECTION 3.4 BUILDING LOGO GUIDELINES

LOGO DEPENDANT ON MELBOURNE OR SYDNEY BUILDING

1927
MELBOURNE
BUILDING

SIGN REQUIREMENTS

OVERALL SIGN TO CORNER ARCHES

SIGN EITHER TRADITIONAL PAINTED SIGN OR PRINTED SIGN ON PREFABRICATED BOARD WITHIN NOMINATED AREA AS SHOWN

2300
1500

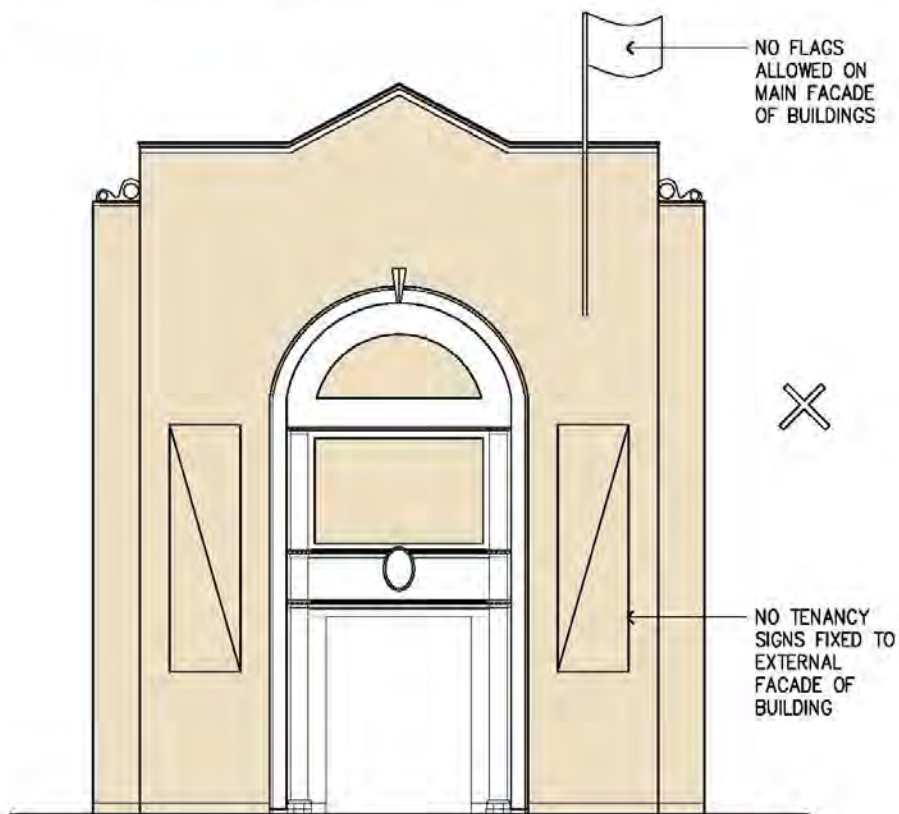
EXAMPLE OF SUGGESTED LAYOUT TO SIGNAGE ABOVE CENTRAL ARCHES

SIGN EITHER TRADITIONAL PAINTED SIGN OR PRINTED SIGN ON PREFABRICATED BOARD WITHIN NOMINATED AREA AS SHOWN

2300
1500

MAIN FACADE SIGNAGE GUIDELINE

1:100 SCALE



Street signs:

Street signs describe signs attached to the Sydney and Melbourne Buildings that provide information to road users and pedestrians relating to the surrounding and adjacent streets. This includes street signs to Odgers and Verity Lane.

- Existing

Some ACT Government compliant signs are evident (Odgers Lane and Verity Lane), other street signs and traffic signs varying in size, shape and colour have also been applied to the building facade.

Mounting heights vary and there is an impact on the building fabric as signs that have been removed have left holes. The photos below show examples of the existing street signs:



Sydney Building, Corner of Alinga Street and West Row



Compliant Blade sign to Odgers Lane, Other signage recommended for removal.

- Recommendation

Internal laneway street blade signage (Odgers Lane and Verity Lane) compliant with the blade specified in the Canberra Central Design Manual are permitted on return facades leading into the laneways.

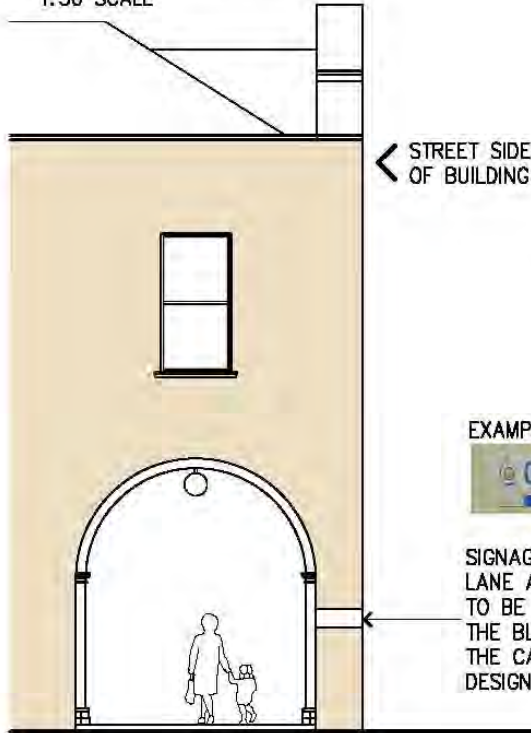
Where these are applied recommended mounting heights are to be considered. All other street signage and traffic signage to be removed and fixed to poles in the streetscape, preferably multi-function street and pedestrian poles. Where signs are removed it is recommended to make good with sensitivity to the building integrity.

Refer to the following drawings for specifications and guidelines

- Street signs (Page 16)

STREET SIGNS

1:50 SCALE



EXAMPLE



SIGNAGE TO ODGER'S LANE AND VERITY LANE TO BE COMPLIANT WITH THE BLADE SPECIFIED IN THE CANBERRA CENTRAL DESIGN MANUAL

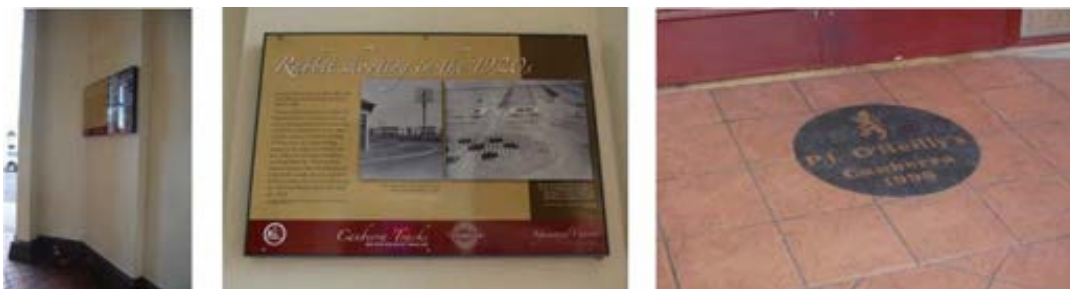


Interpretive signs:

Interpretive signs describe signs commissioned by the ACT Government that provide historical information, orientation, and/or graphic representations.

- Existing:

The existing interpretive signs are wall mounted within the internal colonnades and although not consistent at every corner are predominately displayed at the four corner entry points. The signs are neatly presented and are in good condition. Unfortunately they are relatively small and mounted quite high within the space making it difficult for the passing pedestrians to stop and appreciate, particularly children. The photos below show examples of the existing interpretive signs:



- Recommendation:

As significant buildings within Canberra city, the interpretive signs aim to educate and provide the public and visitors with insight into the history of the buildings. The signs provide a good opportunity to build public awareness and strengthen the building's branding. Signs should be designed to enable passers-by to "grab" some information. This is usually done via attention seeking images with captions. More detailed information is then offered to those who have longer time to interpret the information on the sign. Signs should be mounted so that shorter people can read them as well as taller people. Inspired by the PJ O'Reilly's plaque (as pictured above), recommendations of producing similar plaques installed into the pavement within the colonnades are to be introduced to mark historical events directly related to the shop front. In time, these plaques could extend through the colonnades to provide a deeper insight into the heritage of the buildings. An example might be the location of the first licensed cafe in the City, Civic Cafe on the corner of Northbourne Avenue and Alinga Street, Sydney Building or "Snows Corner", site of a clothing store operating since September 1927 on the corner of London Circuit and Northbourne Avenue, Sydney Building. Building plaques placed into the pavement should reflect the motif of either the Melbourne or Sydney Building logo, depending on which building they are placed. Final set out to be respectful of building geometry and pavement details. Information should be interesting to present and future generations eg. site of first licensed cafe in Civic. The plaques should not be used to promote individual businesses (as seen in above example of PJ O'Reilly's).

TENANCY IDENTIFICATION SIGNS

Tenancy identification signage includes main tenancy signs, window and door graphics, services, operational and regulatory signs and signage to outdoor dining enclosures

Main tenancy signs:

Describes double sided signage displaying tenancy name within colonnades, includes: single tenancy, double tenancy, upstairs tenancy and basement tenancy signage.

- Existing:

The main tenancy signs within the colonnades are a mix of various styles, shapes, colours and construction. Evidence of defined sign types is visible although not consistent across the two buildings. The table below represents the current sign types (A through to N) evident throughout the two buildings highlighting the use of two predominant sign types (A and F):

MELBOURNE BUILDING:

STREET RELATING TO BUILDING FACADE							TOTAL	PROPORTION OF DOMINANT SIGNS
	A	B	C	D	E	F		
WEST ROW						8	8	100%
ALINGA STREET	3					3	6	EQ
NORTHBOURN AVENUE	6	1	1	2	1	11	11	55%
LONDON CIRCUIT	2			2		3	7	43%
TOTAL	11	1	1	4	1	14	32	

SYDNEY BUILDING:

STREET RELATING TO BUILDING FACADE											TOTAL	PROPORTION OF DOMINANT SIGNS
	A	G	H	I	D	J	K	L	M	N		
EAST ROW	9				2	4	1	2			18	55%
ALINGA STREET	3		1			1	1		1	1	8	37%
NORTHBOURN AVENUE	5				2	1			1		9	55%
LONDON CIRCUIT	5	1									6	83%
TOTAL	22	1	1	2	7	1	2	2	2	1	41	

	Indicates predominant sign type	G	Side Mounted - 2 rounded nds 2 square ends - larger than type A - Back Lit
		H	Side Mounted - Square Ends
A	Side Mounted - Rounded Ends - Back Lit	I	Ceiling Mounted - Rectangular - 2 Metallic supports
B	Side Mounted - Rounded Ends - Rectangular board and Neon Light	J	Ceiling Mounted - Elliptical with Cut out Letters - Back Lit
C	Side Mounted - Rounded Ends - Circular Centre	K	Side Mounted - Rectangular - Back Lit
D	Ceiling Mounted - Rectangular - 2 Metallic supports - Back Lit	L	Column Side Mounted - Back Lit
E	Side Mounted - Elliptical - Back Lit	M	Ceiling and Wall mounted - Rectangular
F	Ceiling Mounted - Square Panel - Front Lit	N	Ceiling Mounted - 2 rods - Rectangular with 2 angle panis - Back Lit - 3 signs in 1

Individually viewed each of the sign types are effective and stylish, however when placed together along with other variations the effect of the signage within the colonnades is cluttered and messy. Due to tenancies and leases being built block by block, there is not a consistent tenancy size. This results in small independent business's next door to large national organizations, and provides no regular pattern or repetition for signs to follow. Signs become ineffective where more than one tenant occupies an arch or shares entry points with upstairs or basement tenancies.

• Recommendation:

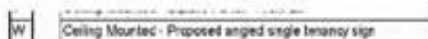
The recommendation aims to acknowledge the predominant sign types and heritage considerations by addressing each of the buildings facades individually. It is likely and desirable to maintain a mix of signs across the two buildings, reflecting the layers of history and character of the two buildings. This being said, from both a visual and maintenance perspective reducing the number of sign types will increase the effectiveness of individually tenancy signs whilst also improving the overall appearance of the Sydney and Melbourne Buildings. An assessment of the sign types along each facade has identified two predominant sign types (see table above) which will be maintained across the two buildings. To increase the effectiveness of the individual tenancy signs the recommendations introduce two new sign types to complement the existing predominant sign types and to provide a desirable and modern substitute where required. The first proposed new sign type is ceiling mounted and aims to increase visibility to motorists and pedestrians by angling the two faces of the sign, allowing passers by to read the sign from both the front and side. By angling the sign this also assists where tenancy's are densely spaced providing more opportunity to view the sign beyond by not over shadowing the signs either side (in-front or behind). The second proposed new sign has a similar look and feel to the angled sign, however offers a more traditional approach being a simple ceiling mounted, double sided rectangular sign. Both of the proposed new signs aim to promote the Melbourne and Sydney Building branding by incorporating the logo as part of the sign. Both designs are modern with clean and simple lines. Lighting is also incorporated into the sign allowing for optimal viewing at night as well as during the day. Both signs have been designed to allow for easy access to individual tenancy signs within main casement to assist with changes to tenancy arrangements, considerations have also been made regarding standard sizes for printing for tenancy sign inserts. See below recommendations for sign types addressing each facade:

MELBOURNE BUILDING:

STREET RELATING TO BUILDING FACADE	A	F	W	X	Y	Z	COMMENTS
WEST ROW		○					Must be dominant sign type (Type F)
ALINGA STREET & LONDON CIRCUIT (WEST ROW TO ODGERS LANE)		○					Signs between West Row and Odgers Lane must be Type F
ALINGA STREET & LONDON CIRCUIT (ODGERS LANE TO NORTHBOURNE AVENUE)	○	○	○	○	○	○	Signs located between Odgers Lane and Northbourne Avenue can be a mix of Type F or Type A where existing (No new Type A signs should be installed) or where current sign type does not reflect either Type A or Type F, option to choose Type F or introduce new proposed sign types (Angled (W,X) or Straight (Y,Z)). Type X and Z may only occur every second bay.
NORTHBOURNE AVENUE	○		○	○	○	○	Type A can be maintained where existing (No new Type A signs should be installed), where current sign type does not reflect Type A introduce new proposed sign types (Angled (W,X) or Straight (Y,Z)). Type X and Z may only occur every second bay.

SYDNEY BUILDING:

STREET RELATING TO BUILDING FACADE	A	F	W	X	Y	Z	COMMENTS
EAST ROW	○		○	○	○	○	Type A can be maintained where existing (No new Type A signs should be installed), where current sign type does not reflect Type A introduce new proposed sign types (Angled (W,X) or Straight (Y,Z)). Type X and Z may only occur every second bay.
ALINGA STREET	○		○	○	○	○	
NORTHBOURNE AVENUE	○		○	○	○	○	
LONDON CIRCUIT	○		○	○	○	○	



Pricing for the new proposed sign types (both single and double stacked) along with the two predominant sign types have been provided for information only (Dated 23/08/2011). The prices shown should be used as a guide only, tenants will be required to source quotes independently and should not rely upon prices quoted. Refer Main Tenancy Sign Recommended Sign Type Guideline (Pg 19-21) for prices and details

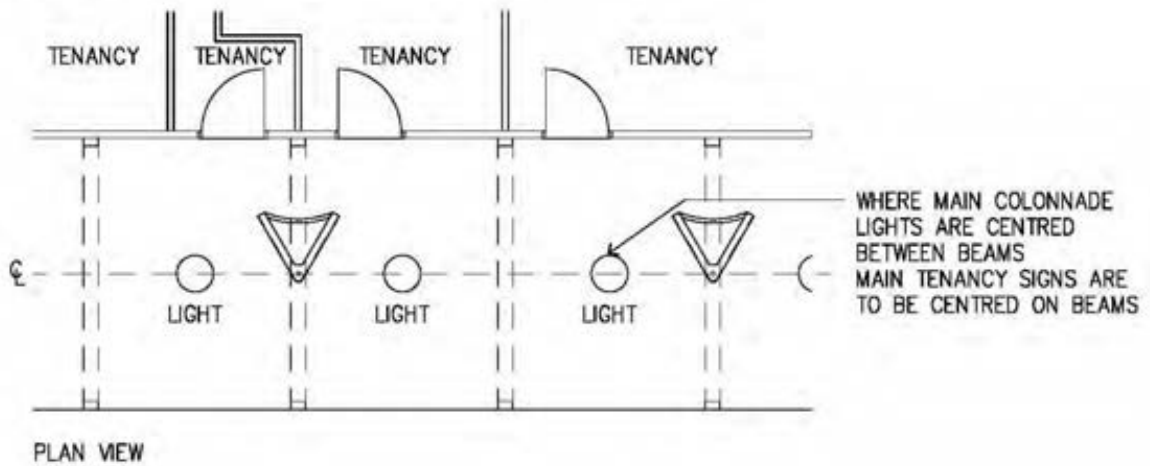
Refer to the following drawings for specifications and guidelines:

- Main tenancy sign – Colonnade Lighting & Placement of Signs (Page 20)
- Main tenancy sign - Recommended Sign Type Guideline (Page 21-23)
- Proposed new tenancy sign – Construction Details (Pages 24-29)
- Proposed new tenancy sign - Graphic Requirements (Page 30)

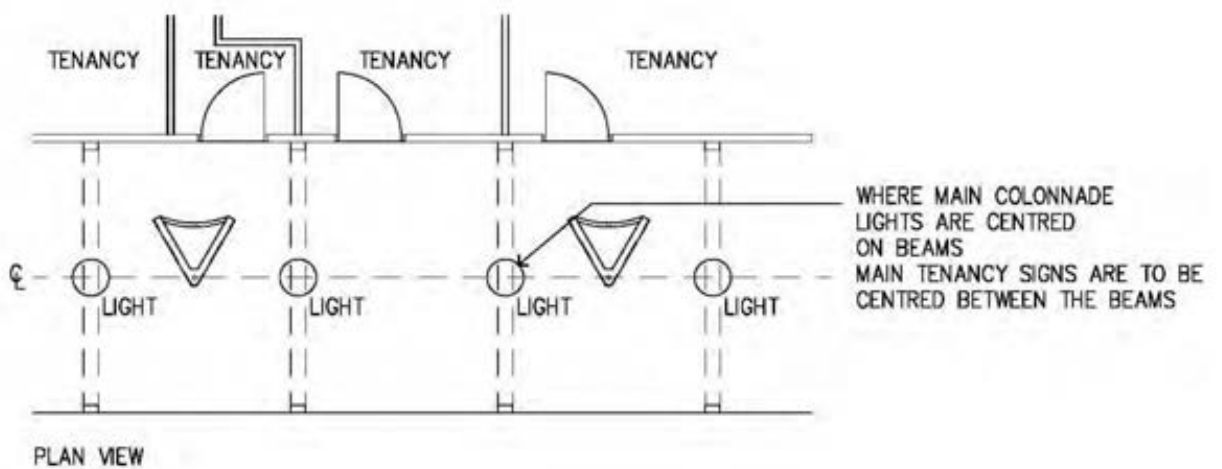
MAIN TENANCY SIGN COLONNADE LIGHTING & PLACEMENT OF SIGNS

1:100 SCALE

OPTION A


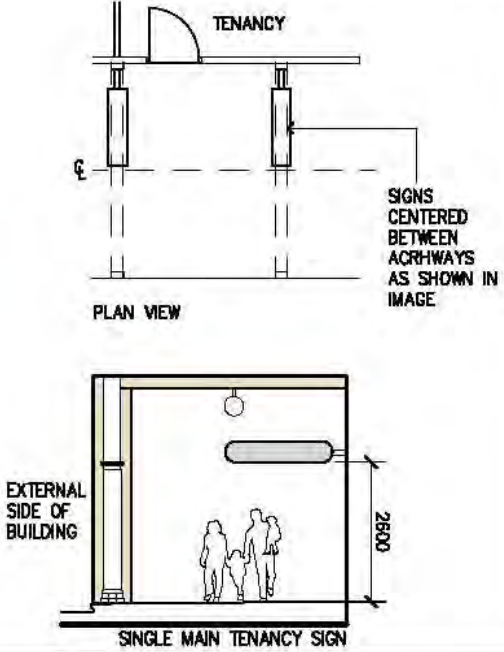



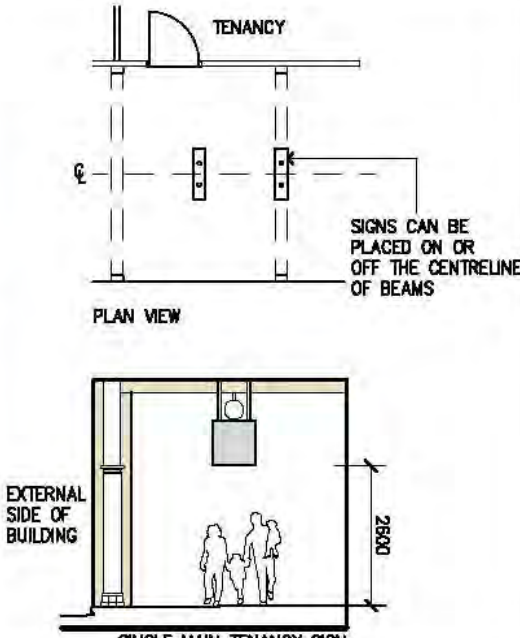
OPTION B



MAIN TENANCY SIGNS – RECOMMENDED SIGN TYPE GUIDELINE

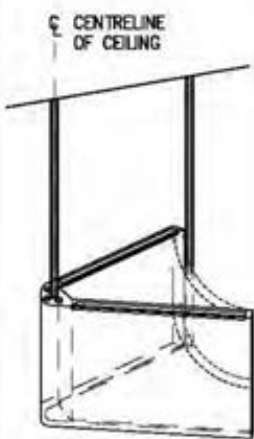
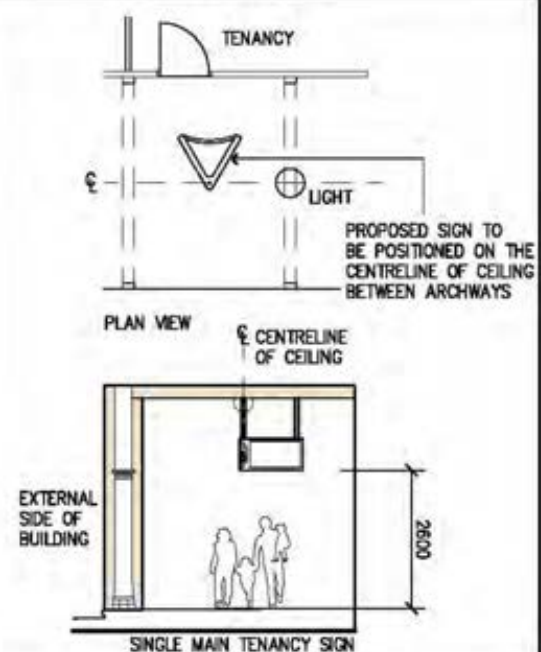
MELBOURNE AND SYDNEY BUILDINGS

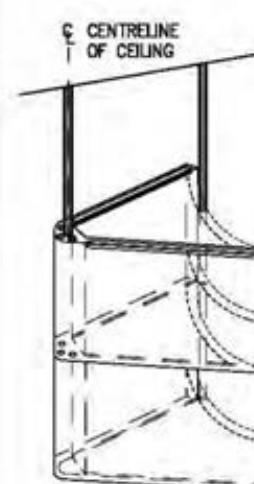
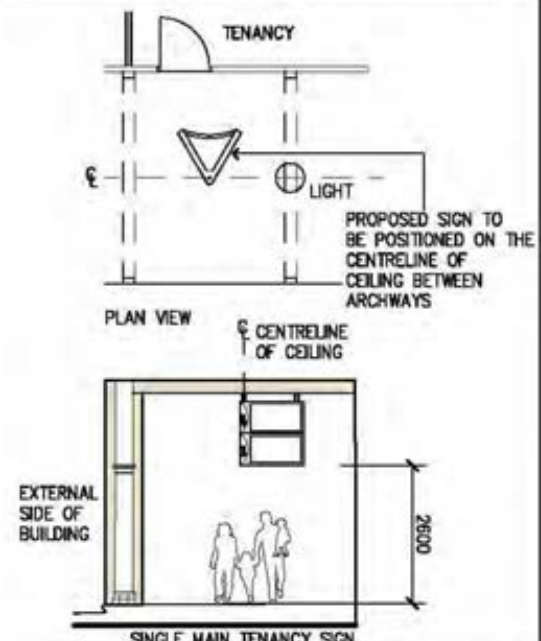
SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "A"</p> <p>PREDOMINANT SIDE MOUNTED SIGN WITH ROUNDED ENDS AND BACK LIT</p> <p>2000mmW X 400mmH X 150mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$2,860.00</p>		

SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "F"</p> <p>CEILING MOUNTED SQUARE PANEL FRONT LIT</p> <p>900mmW x 900mmH x 90mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$</p>		

MAIN TENANCY SIGNS – RECOMMENDED SIGN TYPE GUIDELINE

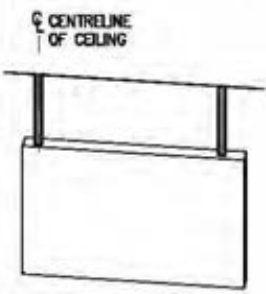
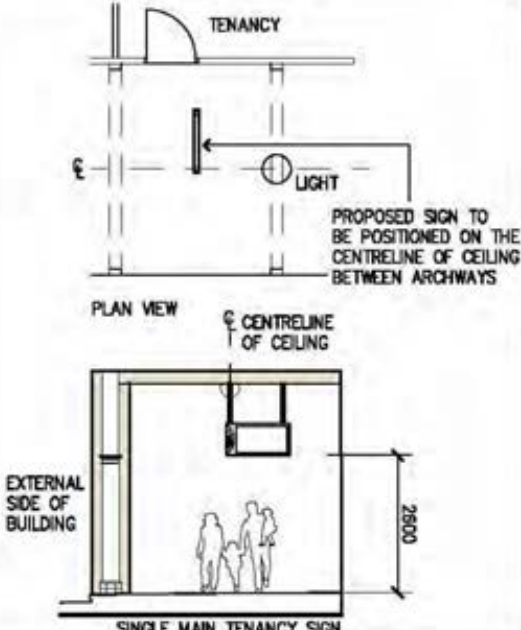
MELBOURNE AND SYDNEY BUILDINGS

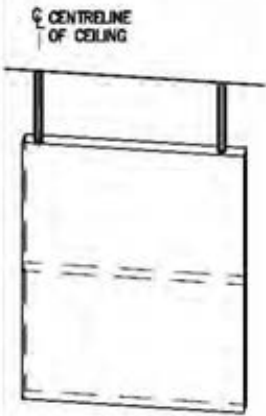
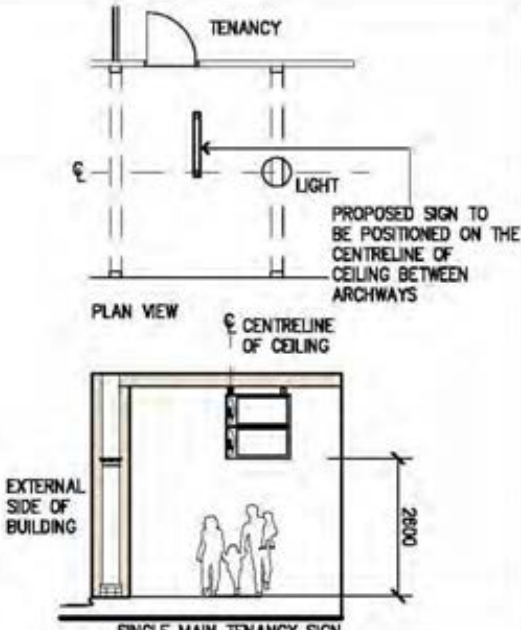
SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "W"</p> <p>PROPOSED ANGLED SINGLE TENANCY SIGN</p> <p>1200mmW x 600mmH x 100mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$6,350.00</p>		

SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "X"</p> <p>PROPOSED ANGLED DOUBLE TENANCY SIGN</p> <p>1200mmW x 1200mmH x 100mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$8,820.00</p> <p>DESIGNED SPECIFICALLY FOR HIGH DENSITY AREAS, WHERE THERE IS A TENANCY UPSTAIRS/DOWNSTAIRS OR TWO ENTRIES TO INDIVIDUAL TENANCIES SIDE BY SIDE. MAXIMUM ONE DOUBLE STACKED SIGN PER TWO BAYS</p>		

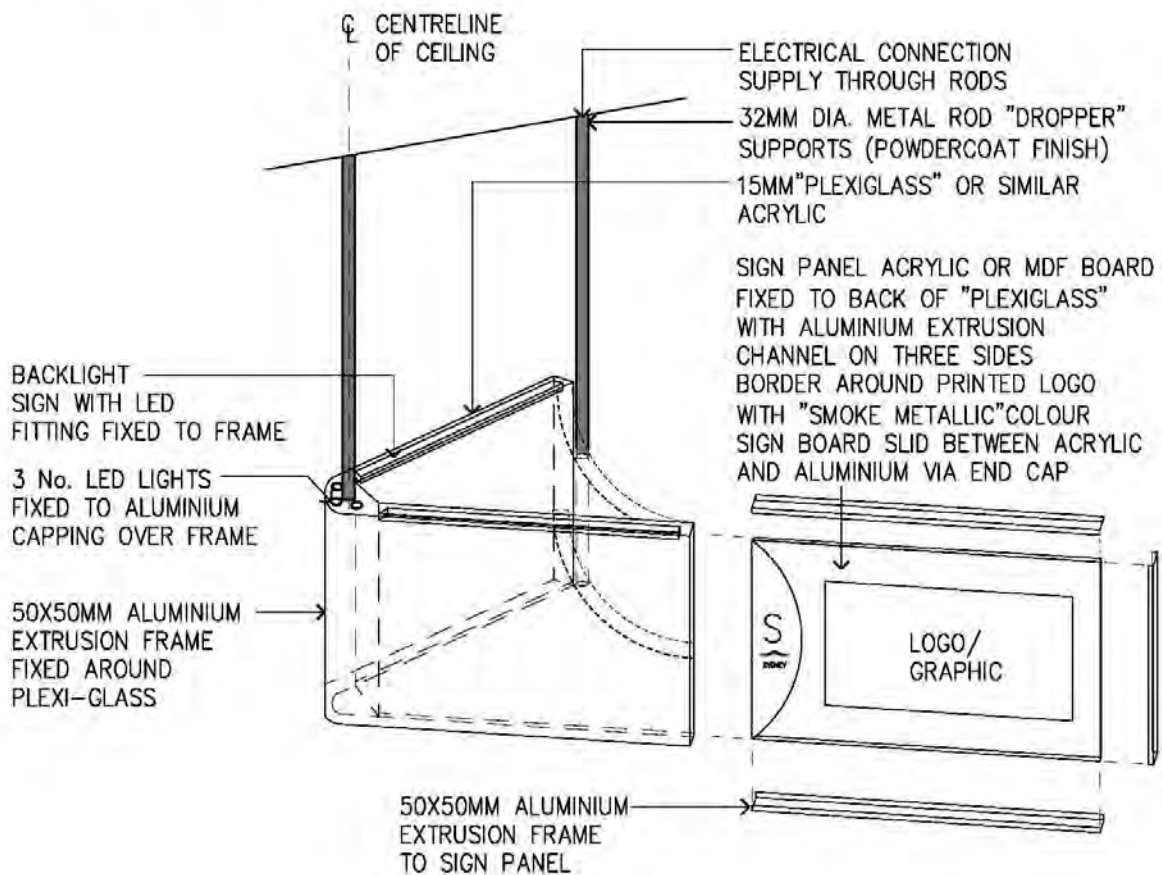
MAIN TENANCY SIGNS – RECOMMENDED SIGN TYPE GUIDELINE

MELBOURNE AND SYDNEY BUILDINGS

SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "Y"</p> <p>PROPOSED SINGLE TENANCY SIGN</p> <p>1200mmW x 600mmH x 100mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$3,240.00</p>		

SIGN TYPE	RECOMMENDATION	GUIDELINE
<p>TYPE "Z"</p> <p>PROPOSED DOUBLE TENANCY SIGN</p> <p>1200mmW x 1200mmH x 100mmD</p> <p>INDICATIVE COST AS QUOTED ON THE SEPTEMBER 2011 \$5,660.00</p> <p>DESIGNED SPECIFICALLY FOR HIGH DENSITY AREAS, WHERE THERE IS A TENANCY UPSTAIRS/DOWNSTAIRS OR TWO ENTRIES TO INDIVIDUAL TENANCIES SIDE BY SIDE. MAXIMUM ONE DOUBLE STACKED SIGN PER TWO BAYS</p>		

PROPOSED NEW ANGLED TENANCY SIGN CONSTRUCTION DETAIL

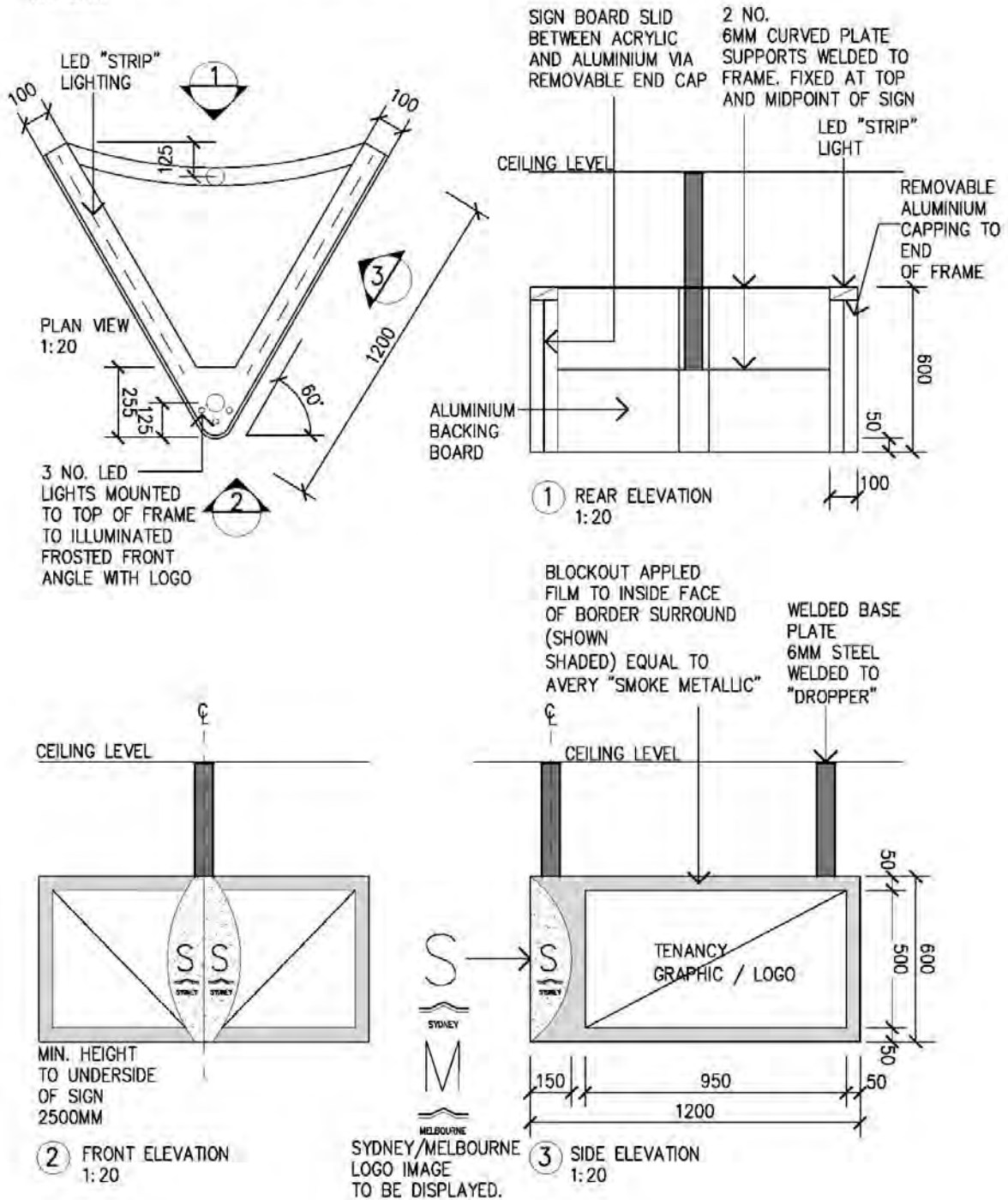


ANGLED SIGN SUSPENDED FROM CEILING
 FABRICATED -SPLAYED SIGN MADE FROM "PLEXIGLASS" OR SIMILAR ACRYLIC AND CURVED.
 SIGN SUPPORTED OFF POWDER-COATED 32MM DIA. "DROPPER RODS", HUNG FROM CEILING.

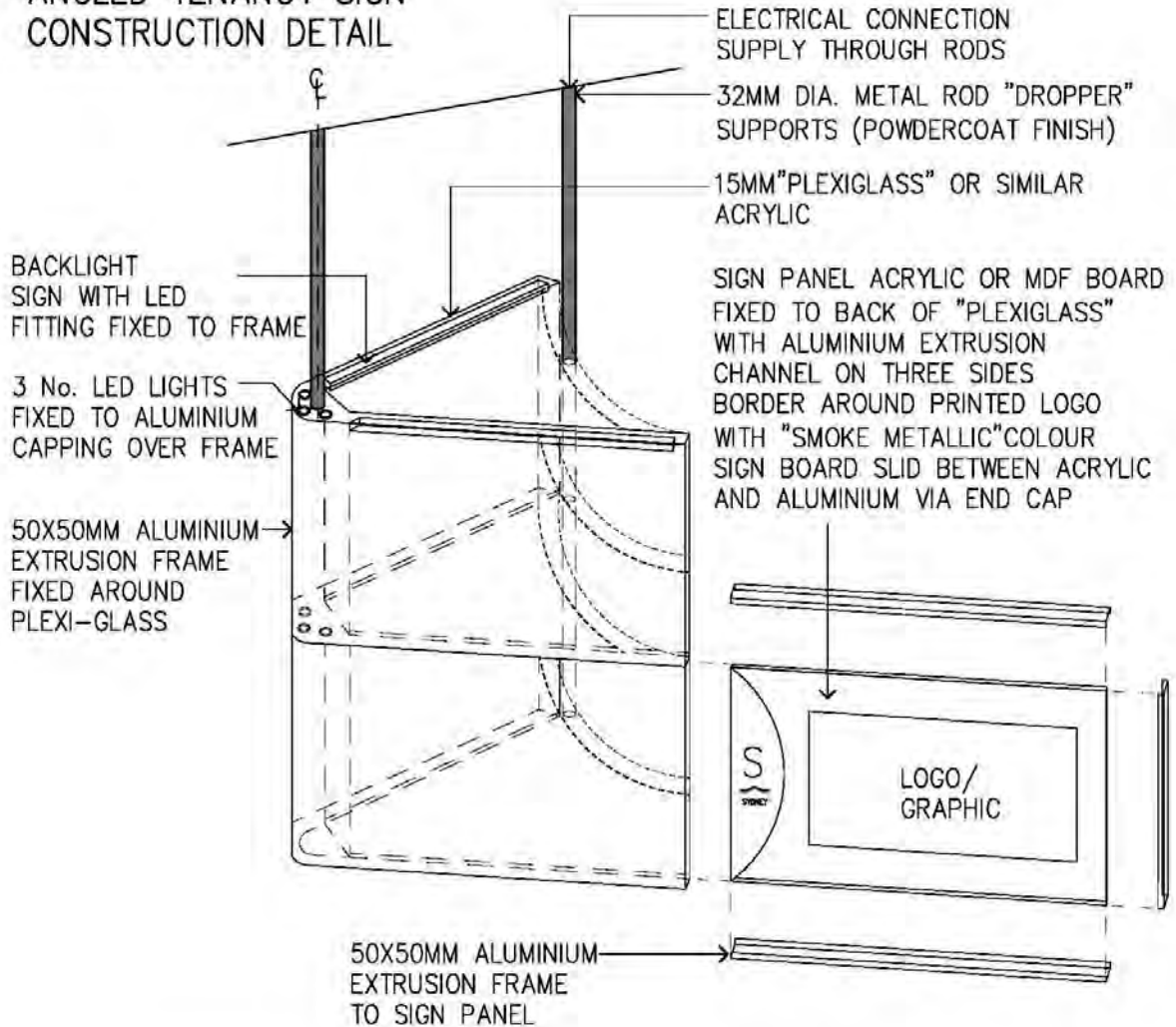
SIGN PANEL -
 PREPARE SUPPORTING 50X50MM ALUMINIUM EXTRUSION FRAME WITH STAINLESS STEEL TRACK / CHANNEL ON THREE SIDES TO SIGN PANEL.
 AFFIX DIGITAL PRINT FOR INDIVIDUAL TENANCY LOGO GRAPHIC TO SIGN PANEL.
 PANEL CAN BE ACRYLIC IF TO HAVE LIGHTING, OR MDF BOARD BACKING. PANEL TO SIT BEHIND "PLEXIGLASS", DRILLED AND SCREW FIXED.

PROPOSED NEW ANGLED TENANCY SIGN DETAIL PLAN AND ELEVATIONS

1:20 SCALE



PROPOSED NEW
(DOUBLE STACKED)
ANGLED TENANCY SIGN
CONSTRUCTION DETAIL

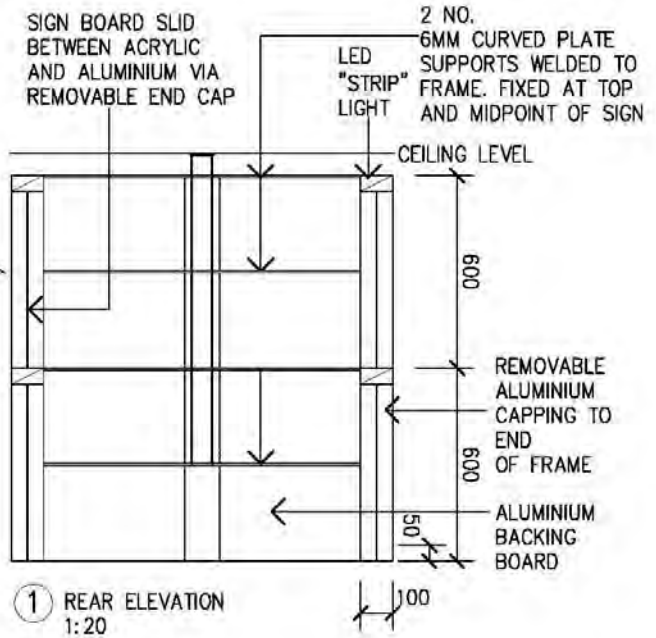
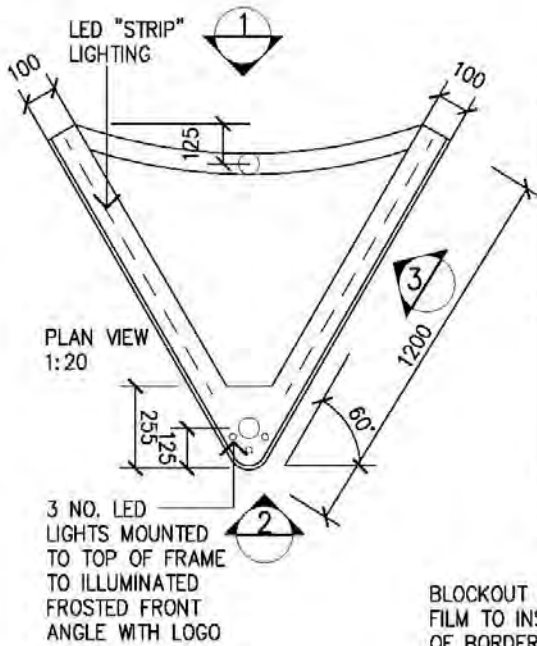


DOUBLE STACKED ANGLED SIGN SUSPENDED FROM CEILING
FABRICATED -SPLAYED SIGN MADE FROM "PLEXIGLASS" OR SIMILAR ACRYLIC
AND CURVED.
SIGN SUPPORTED OFF POWDER-COATED 32MM DIA. "DROPPER RODS",
HUNG FROM CEILING.

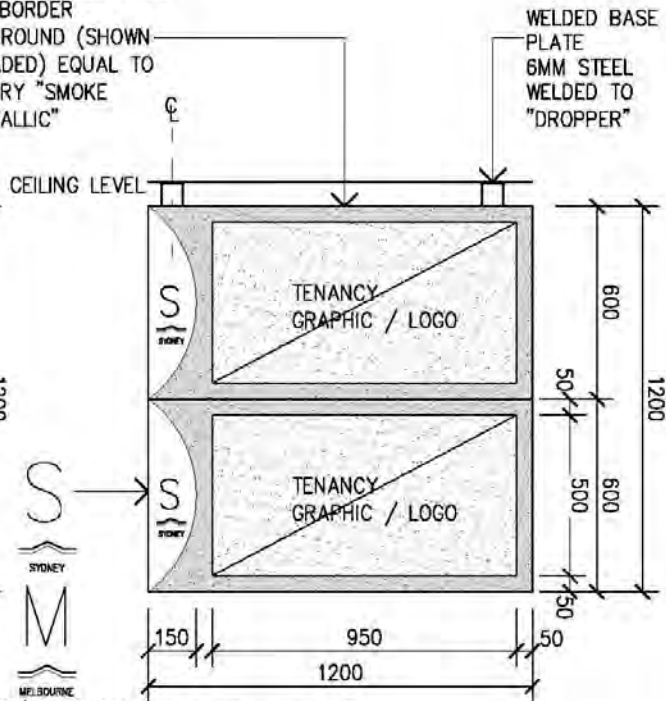
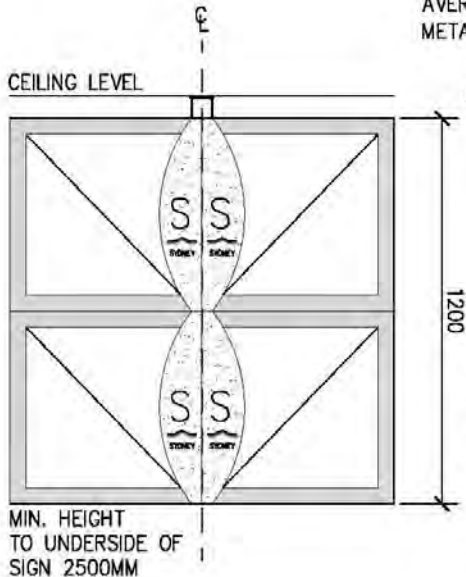
SIGN PANEL -
PREPARE SUPPORTING 50X50MM ALUMINIUM EXTRUSION FRAME WITH STAINLESS
STEEL TRACK / CHANNEL ON THREE SIDES TO SIGN PANEL.
AFFIX DIGITAL PRINT FOR INDIVIDUAL TENANCY LOGO GRAPHIC TO SIGN PANEL.
PANEL CAN BE ACRYLIC IF TO HAVE LIGHTING, OR MDF BOARD BACKING. PANEL
TO SIT BEHIND "PLEXIGLASS", DRILLED AND SCREW FIXED.

**PROPOSED NEW
(DOUBLE STACKED)
ANGLED TENANCY SIGN DETAIL
PLAN AND ELEVATIONS**

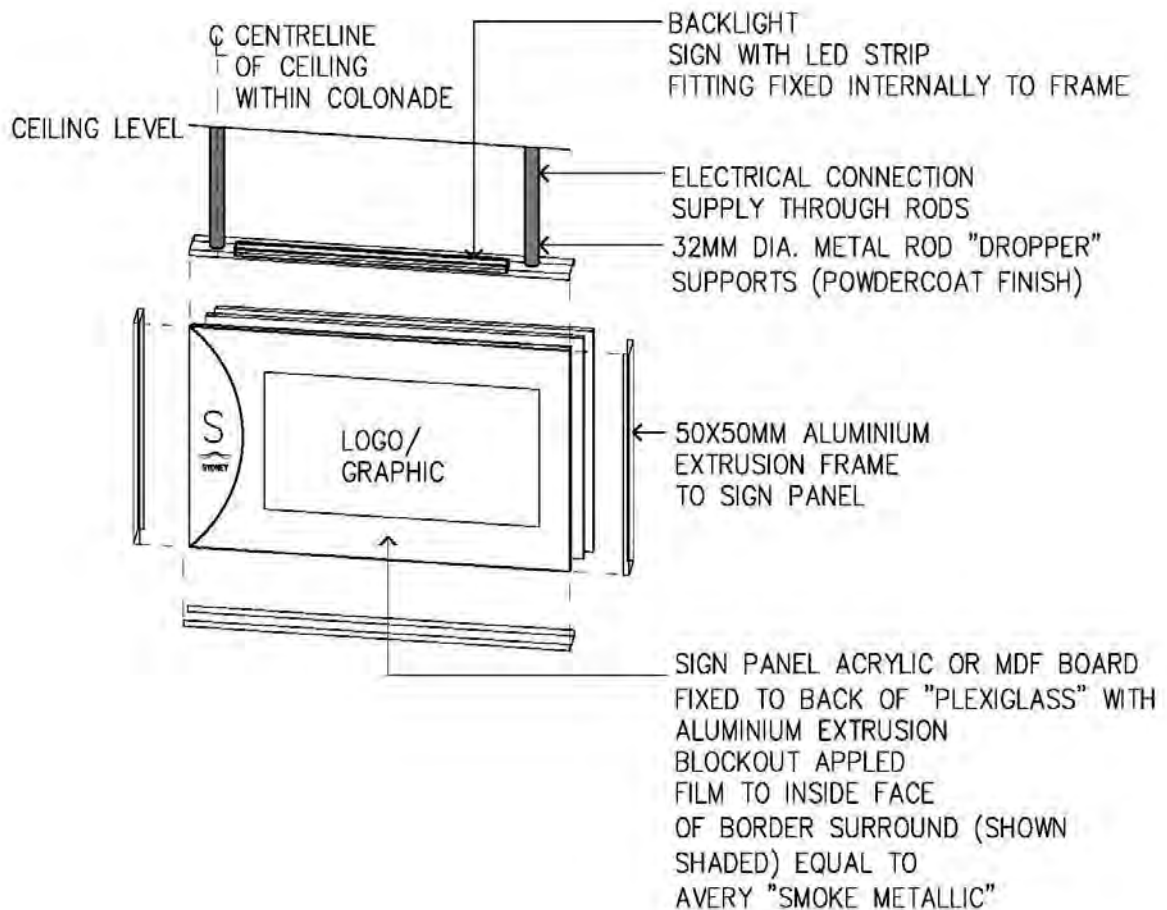
1:20 SCALE



BLOCKOUT APPLIED FILM TO INSIDE FACE OF BORDER SURROUND (SHOWN SHADED) EQUAL TO AVERY "SMOKE METALLIC"



PROPOSED NEW SINGLE TENANCY SIGN DETAIL



SIGN SUSPENDED FROM CEILING ON 32MM DIA. POWDERCOATED "DROPPER RODS"

SIGN PANEL -

PREPARE SUPPORTING 50X50MM ALUMINIUM EXTRUSION FRAME WITH STAINLESS STEEL TRACK / CHANNEL ON FOUR SIDES TO SIGN PANEL.

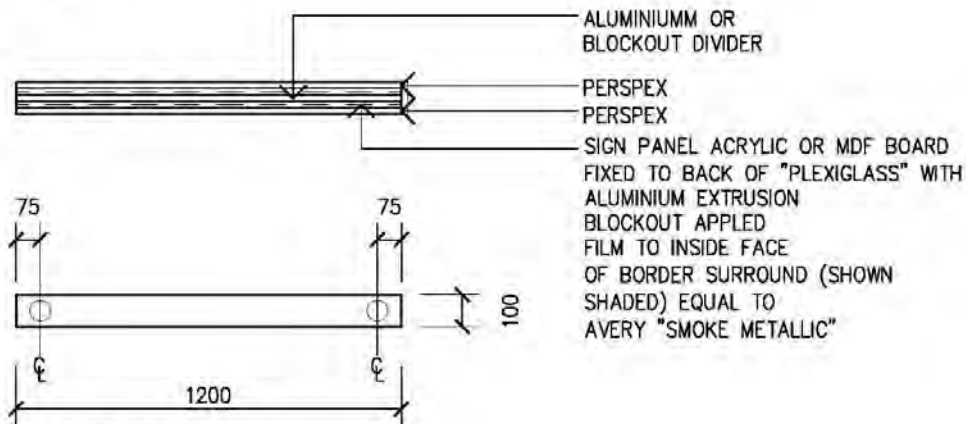
AFFIX DIGITAL PRINT FOR INDIVIDUAL TENANCY LOGO GRAPHIC TO SIGN PANEL.

PANEL CAN BE ACRYLIC IF TO HAVE LIGHTING, OR MDF BOARD BACKING.

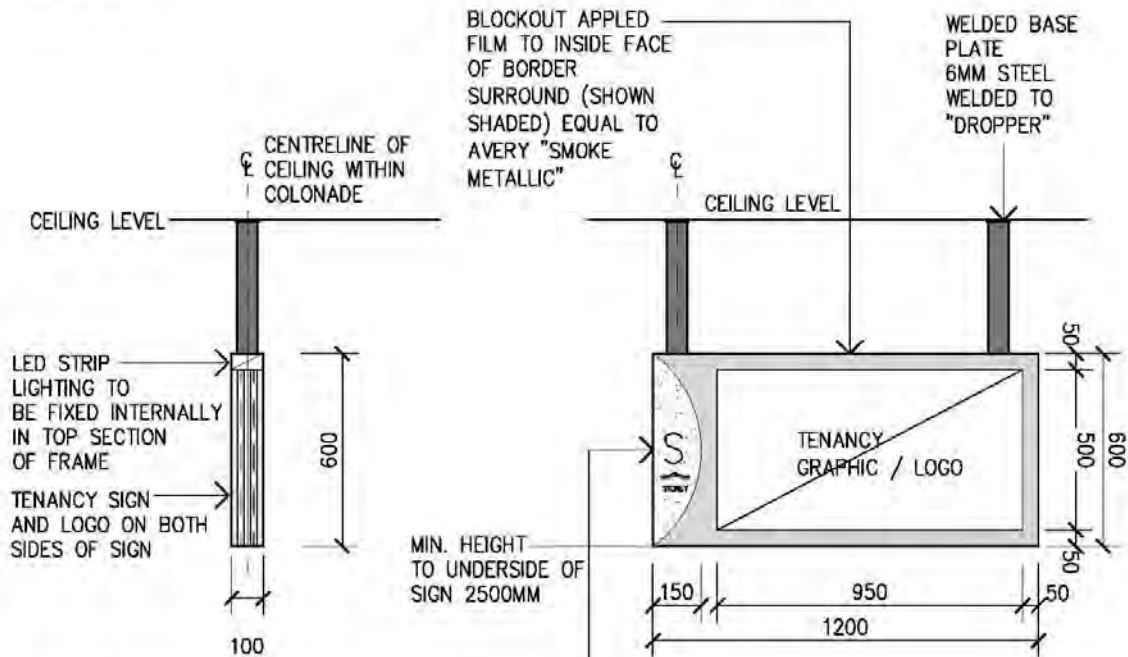
LED LIGHT TO BE FIXED WITHIN ALUMINIUM EXTRUSION FRAME.

PROPOSED NEW SINGLE TENANCY SIGN DETAIL PLAN AND ELEVATIONS

1:20 SCALE



① PLAN VIEW
1:20



② FRONT ELEVATION
1:20

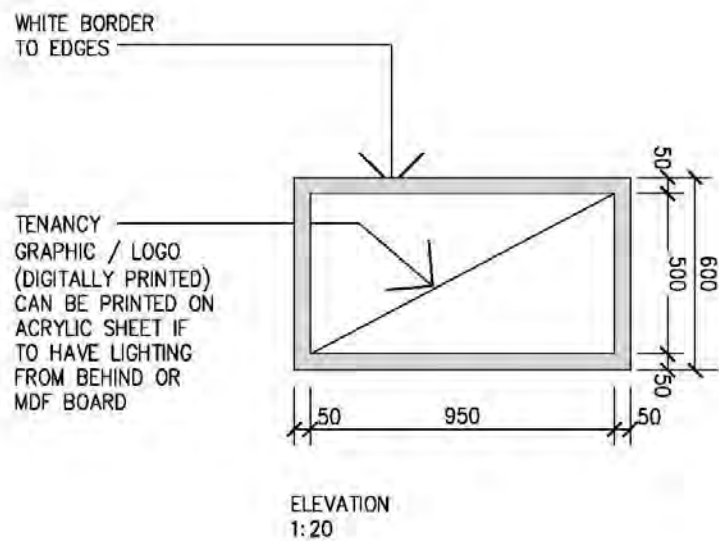
③ SIDE ELEVATION
1:20

SYDNEY/MELBOURNE
LOGO IMAGE TO BE DISPLAYED.
DEPENDANT ON WHICH BUILDING SIGN
IS DISPLAYED
LOGO TO BE APPLIED FROSTED FILM
TO INSIDE FACE OF ACRYLIC (SHOWN
DOTTED), EQUAL TO AVERY "FROSTED"



PROPOSED NEW TENANCY SIGN GRAPHIC REQUIREMENTS

1:20 SCALE



Window and door graphics:

Describes advertising /branding, menus, displays and privacy film applied to tenancy shop-fronts.

- Existing:

Neither the Melbourne nor the Sydney Buildings display evidence of a consistent rule or aesthetic regarding the internal colonnade tenancy windows and doors. The original design intent to the internal colonnades was predominantly glazed shop-fronts with the arches above consisting of a number of framed rectangular window panes. The repetition of the arches in this design is at the core of the architectural style. Over time this design element has been lost as tenancies particularly along East Row of the Sydney Building, developed their own individual styles. Shop-fronts have been divided, altered, extended, painted, and boarded to suit each individual tenancies needs and requirements. Additionally, menus, advertising material and privacy films have been applied and displayed within the glazed tenancy shop-fronts, again to suit the individual tenancies. Where a large percentage of the glazing is covered or boarded up the visual repetition of the arches within the colonnade is lost. This results in an ad-hoc presentation taking away from the architectural integrity of the building. The photos below show examples of the existing window and door graphics:



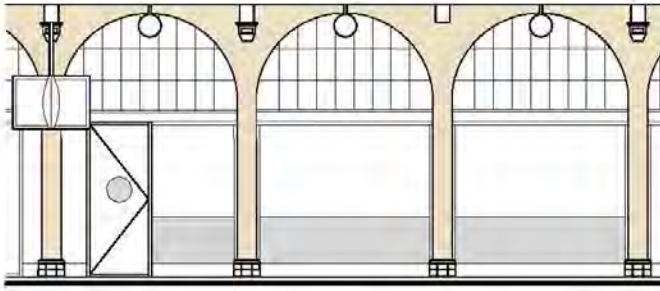
- Recommendation:

Acknowledging the wide range of businesses located within the Melbourne and Sydney Buildings, means acknowledging the various needs and requirements of each of the businesses. For example, restaurants and bars may need to display menus and specials, larger businesses may be a part of a national franchise requiring specific graphic and branding guidelines of their own, and offices may require a higher level of privacy. These requirements along with the goal of respecting the buildings architectural style and significance have influenced the following recommendations:

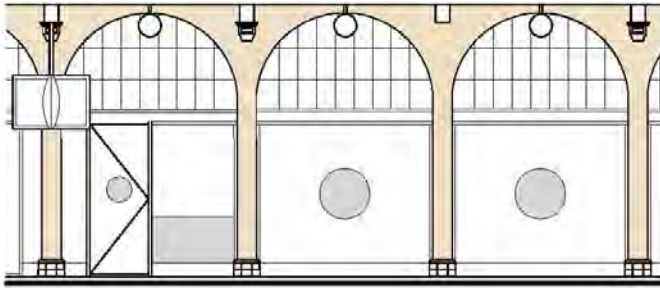
- Signs and advertising to shop front glazing areas shall take up no more than 30% area of the window.
- Signs are not allowed on the columns or outer edges of the colonnades, either inside or outside on the external facade of the building.

WINDOW AND DOOR GRAPHICS / SIGNAGE

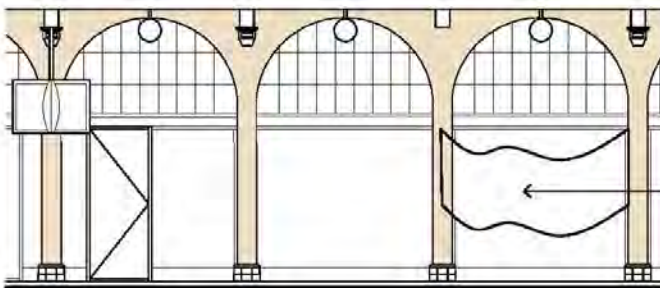
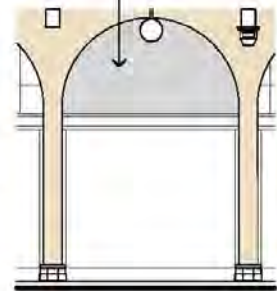
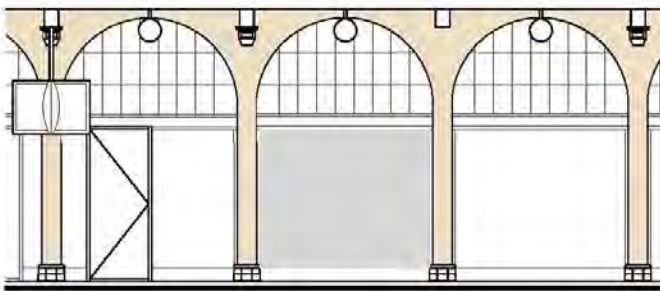
1:100 SCALE



NOTE:
GRAPHICS OR LOGOS
ON TENANCY WINDOWS
ARE NOT TO EXCEED 30%
OF AREA OF GLAZING PANEL



FILM OR GRAPHIC SIGNAGE
IS TO BE CONTAINED WITHIN HEIGHT
OF SHOPFRONT AND NOT EXTEND TO
COLONNADE ARCHWAY OR WALLS



BANNERS PROMOTING
TENANCY/ BUSINESS
PLACED ON THE FACADE OF
THE BUILDING OR TIED TO
COLUMNS ARE NOT
PERMITTED

Services and Operational / Advertisements and Regulatory Signs:

Services and Operational / Advertisements describe signs associated with business operating hours and business products and services. Regulatory signs describe a range of signs that are used to indicate or reinforce regulations or requirements which apply either at all times or at specified times or places, the disregard of which may constitute a violation, or signs in general that regulate public behaviour in places open to the public eg. No smoking signs.

- Existing:

Services, Operational, Advertisements and Regulatory Signs are currently displayed in various locations and formats within the colonnades. Locations include: tenancy glazed shop fronts, building façade and columns, sandwich (A-frame) boards, banners and dining enclosures. The presentation overall of these signs is ad-hoc and adds to the overall inconsistency of the colonnades. Signs include: menus, product advertisement, services, business operating hours, “No Smoking” signs, and other legal notifications. Where signs have been applied to the building façade either permanently or temporarily they run the risk of adversely affecting the building fabric. The photos below show examples of the existing services, operational, advertisement and regulatory signs:



- Recommendation:

The purpose of these guidelines is to de-clutter and achieve a consistent and professional image for the Sydney and Melbourne Buildings. Ad-hoc presentation of services and operational / advertisements and regulatory signs is discouraged, with these signs conforming to the guidelines set for window and door graphics making up no more than 30% coverage in total with branding/ graphics and privacy films. Receptacles for promoting business products, menus or menu holders, specials, tourism or travel information are to remain inside of the tenancy unit and shall in no way encroach on the colonnade area or external parts of the building. Sandwich board signage is strongly discouraged and subject to Government policies for this sign type. (Does not form part of these guidelines). No temporary signs are to lean against the building. Regulatory signs should be displayed neatly within the tenancy shop-front and preferably in a pre fabricated format rather than hand drawn or as a temporary “paper print-out”.

Signage to outdoor dining enclosures:

Describes signage associated with and displayed upon privately licensed and permitted outdoor dining enclosures.

- Existing:

Where restaurants or bars have extended in and beyond the colonnades a variety of privately owned street furniture and dining enclosures are evident. The atmosphere created by extending these spaces out to the pedestrian strips is vibrant and gives the building's a sense of being a part of the city, creating a destination for people to come together and gather. However, the existing structures and furniture currently display advertisements and products, or contrast with the style of the Melbourne and Sydney Buildings, resulting in a cluttered appearance. Where dining spaces are not clearly defined within colonnades or on pedestrian strips, furniture becomes an obstruction to pedestrian access. The photos below show examples of the existing signage to outdoor dining enclosures:



- Recommendation:

To encourage outdoor dining enclosures that promote the style and reflect the brand of the Melbourne and Sydney Buildings. Taking the opportunity to display both the business and the building's logo rather than promoting a product or advertisement. A uniform and consistent approach to the outdoor dining enclosures that is sympathetic to the architectural style of the buildings would help to create a clean and friendly environment for people to come and gather. Areas should be clearly defined and allow clear access through colonnades for pedestrians. West Row is inspirational to the approach for the other verges surrounding the buildings. Enclosures are generally located on the three metre grid.

3.4 Building Logo Guidelines

These guidelines set out to provide:

- A consistent and professional brand to the overall buildings.
- A reflection of the values, style and stature of the buildings and their heritage overlays, within Canberra.

A brand describes the essence of what might be experienced and is used widely to promote the values and services of businesses and organizations. It is the aim of the Melbourne and Sydney Buildings to become known as a destination to visit, promoting the various and diverse businesses within, along with the historical and cultural significance of the buildings themselves. Building public awareness of the two buildings and the experiences that they offer is an important part in developing a consistent and professional brand.

A logo is often an easy way of catching attention and building public awareness. A logo is a graphic mark or emblem that aids in building instant public recognition of a business or organization, often reflecting the brand. Good logos should represent a companies' brand or corporate identities and foster immediate customer recognition. The following logo has been developed to assist the promotion of the Melbourne and Sydney buildings.



The proposed logo for the Melbourne and Sydney Buildings is encouraged on collateral promoting business's in the buildings e.g. Menus, Outdoor Dining enclosures. For individual tenancy branding, tenants should refer to these guidelines when producing or developing branding/ graphics for co-ordination with signage or window displays. The logo will be supplied as a graphic. All versions and applications of the logo shown will be created and supplied with text elements converted to outlines. The end user will not require any additional fonts to use the logos supplied or to implement the brand.

PRINT, TYPEFACE AND SUPPORTING FONTS

"Adobe Garamond" and "AG Old Face" are the corporate fonts. Where possible they should be in all caps. The word mark used in the logo should be unique, consistent and identifiable. For these reasons the typeface chosen for the word mark is not a common font. The logo will be supplied with this guide and should not be modified in any way; no attempt should be made to generate versions or copies of the logo. For working templates or associated texts Microsoft office compatible, "Arial" font is to be used to ensure consistency

TITLE EG: "SYDNEY" /
"MELBOURNE" / "VERITY" /
"ODGERS"

Aa

abcdefghijklmnopqrstuvwxy
ABCDEFGHIJKLMNOPQRST
UVWXYZ
1234567890

ADOBE GARAMOND

"1927", "BUILDING"
AND "LANE"

aA

abcdefghijklmnopqrstvwxyz
ABCDEFGHIJKLMNOPQRST
UVWXYZ
1234567890

AG OLD FACE

SUPPORTING FONT

aA

abcdefghijklmnopqrstuvwxy
ABCDEFGHIJKLMNOPQRST
UVWXYZ
1234567890

ARIAL

COLOURS

A black and white palette is the choice for the presentation of the building logo.

LOGO DO'S AND DON'T'S

Logos may not be modified in any way, this ensures brand consistency.

Acceptable

Not Acceptable



DO NOT encroach on the logo protection zone



DO NOT warp, twist or modify the relative height and width proportions of the logo



DO NOT apply the logo in low contrast situations, or sit logo on alternate colours



DO NOT apply alternate colours to logo and or associated wording

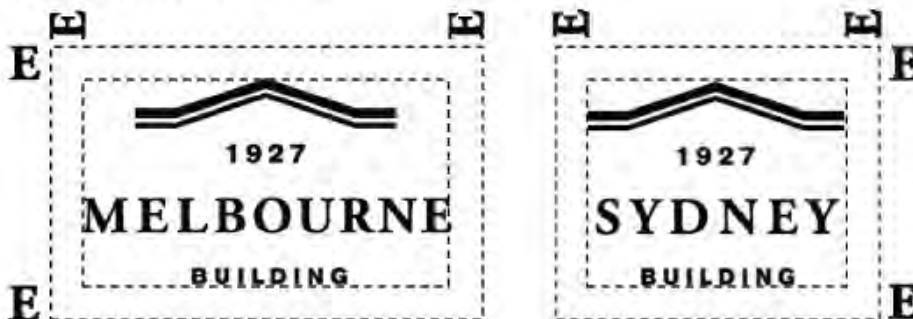


DO NOT rotate the logo. It must always appear level or horizontal to the layout



DO NOT apply logo to complex backgrounds or images that diminish the presence of the logo
DO NOT crop the composition of the logo, the entire logo and associated wording must be visible

LOGO PROTECTION ZONE



NOTE: Size of primary letters equals width of logo protection zone.

APPENDIX I: GUIDANCE FOR ASSESSING PROPOSALS FOR CHANGE

Introduction

The Sydney and Melbourne Buildings are a relatively large complex with a range of heritage values. While there are a range of current projects which will lead to changes to the buildings, other change may also arise over time, especially small changes.

Accordingly, it is difficult to provide comprehensive guidance for assessing proposals.

These guidelines provide general guidance, and deal with:

- key general principles for assessing proposals; and
- a precautionary principle.

The purpose of such guidance should be to:

- avoid damaging actions;
- mitigate unavoidable damaging actions;
- trigger more detailed evaluation in cases of uncertainty; and
- trigger formal mechanisms under the ACT *Heritage Act 2004* (eg. seek an approval).

It is important to note that the buildings are protected under the ACT *Heritage Act 2004*, and penalties may apply for a breach of the Act.

Key General Principles for Assessing Proposals

The key general principles for assessing proposals are as follows.

- The heritage significance of the Sydney and Melbourne Buildings is the focus of protection and conservation. This significance is defined in the ACT Heritage Register citation and in this conservation management plan (Chapter 6, refer also to the defined attributes). If a proposed action will have, may have or is likely to affect the heritage significance or attributes of the buildings then:
 - every effort should be made to avoid damaging actions;
 - if this is not possible, then every effort should be made to mitigate unavoidable damaging actions; and
 - if the heritage significance or defined attributes will be affected, then the formal obligations under the ACT *Heritage Act 2004* should be followed.
- The conservation management plan should be a primary tool in assessing proposals.
- If a proposed action specifically accords with this conservation management plan, and the plan has been approved by the ACT Heritage Council, then further assessment of the proposal seems unnecessary. However, formal obligations under the ACT *Heritage Act 2004* may still arise if the action affects heritage significance or the defined attributes.

- If the conservation management plan specifically precludes a proposed action then:
 - every effort should be made to avoid damaging actions;
 - if this is not possible, then every effort should be made to mitigate unavoidable damaging actions; and
 - if the heritage significance or defined attributes will be affected, then the formal obligations under the ACT *Heritage Act 2004* should be followed.

- In the case of a major proposal not foreseen by the conservation management plan, then the plan should be revised and consider the proposal.

- The decision-making process outlined in the conservation management plan should be followed as part of the process to assess proposals. Strategy 8.1 states,
 - ‘The process should involve:
 - consultation with internal and external stakeholders relevant to the particular decision;
 - an understanding of the original form and subsequent changes to the component involved;
 - documentation of the proposed use or operational requirements justifying the works or action;
 - an assessment of the impact on significance; and
 - identification of relevant statutory obligations and steps undertaken to ensure compliance.’

Precautionary Principle

Above all, if there is any doubt or uncertainty about the impact of a proposed action, then ideally the action should be abandoned. If this is not possible, then it should be subject to further detailed assessment.

APPENDIX J: BURRA CHARTER

The Burra Charter

The Australia ICOMOS Charter for Places of Cultural Significance

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988 and 26 November 1999.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent. Articles in the Conservation Principles section are often further developed in the Conservation Processes and Conservation Practice sections. Headings have been included for ease of reading but do not form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained in the following Australia ICOMOS documents:

- Guidelines to the Burra Charter: Cultural Significance;
- Guidelines to the Burra Charter: Conservation Policy;
- Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports;
- Code on the Ethics of Coexistence in Conserving Significant Places.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the Australian Natural Heritage Charter and the Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles

Explanatory Notes

Article 1. Definitions

For the purposes of this Charter:

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

1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places and related objects*.

Places may have a range of values for different individuals or groups.

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

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

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

1.6 *Preservation* means maintaining the *fabric* of a *place*

The concept of place should be broadly interpreted. The elements described in Article 1.1 may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

The term cultural significance is synonymous with heritage significance and cultural heritage value.

Cultural significance may change as a result of the continuing history of the place.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Fabric may define spaces and these may be important elements of the significance of the place.

The distinctions referred to, for example in relation to roof gutters, are:

- maintenance — regular inspection and cleaning of gutters;
- repair involving restoration — returning of dislodged gutters;
- repair involving reconstruction — replacing decayed gutters.

It is recognised that all places and their components change over time at

Articles

in its existing state and retarding deterioration.

1.7 *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.

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

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

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

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

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

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

1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.

1.15 *Associations* mean the special connections that exist between people and a *place*.

1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses.

1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Conservation Principles

Article 2. Conservation and management

2.1 *Places of cultural significance* should be conserved.

2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.

2.3 *Conservation* is an integral part of good management of *places of cultural significance*.

2.4 *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

Explanatory Notes

varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible aspects such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action

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Explanatory Notes

should assist and not impede their understanding.

3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

Article 6. Burra Charter Process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy.

6.2 The policy for managing a *place* must be based on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

Article 7. Use

7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible use*.

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter process, or sequence of investigations, decisions and actions, is illustrated in the accompanying flowchart.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change, to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of practices which contribute to the

Articles

Explanatory Notes

Article 8. Setting

Conservation requires the retention of an appropriate visual *setting* and other relationships that contribute to the *cultural significance* of the *place*.

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

Article 9. Location

9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other components of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other components do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other component is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, *interpretation* and management of a *place* should provide for the participation of people for whom the place has special *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

Aspects of the visual setting may include use, siting, bulk, form, scale, character, colour, texture and materials.

Other relationships, such as historical connections, may contribute to interpretation, appreciation, enjoyment or experience of the place.

For some places, conflicting cultural values may affect policy development and management decisions. In this article, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation* and should be undertaken where *fabric* is of *cultural significance* and its *maintenance* is necessary to retain that *cultural significance*.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

and moral beliefs. This is broader than values associated with cultural significance.

There may be circumstances where no action is required to achieve conservation.

When change is being considered, a range of options should be explored to seek the option which minimises the reduction of cultural significance.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered;
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In rare cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant fabric, achieved only after considering alternatives.

Article 22. New work

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

22.2 New work should be readily identifiable as such.

Article 23. Conserving use

Continuing, modifying or reinstating a significant *use* may be appropriate and preferred forms of *conservation*.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Adaptation may involve the introduction of new services, or a new use, or changes to safeguard the place.

New work may be sympathetic if its siting, bulk, form, scale, character, colour, texture and material are similar to the existing fabric, but imitation should be avoided.

These may require changes to significant *fabric* but they should be minimised. In some cases, continuing a significant use or practice may involve substantial new work.

For many places associations will be linked to use.

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

Conservation Practice

Article 26. Applying the Burra Charter process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

26.3 Groups and individuals with *associations* with a *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

Article 27. Managing change

27.1 The impact of proposed changes on the *cultural significance* of a *place* should be analysed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility for decisions

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

The results of studies should be up to date, regularly reviewed and revised as necessary.

Statements of significance and policy should be kept up to date by regular review and revision as necessary. The management plan may deal with other matters related to the management of the place.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Documenting evidence and decisions

A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

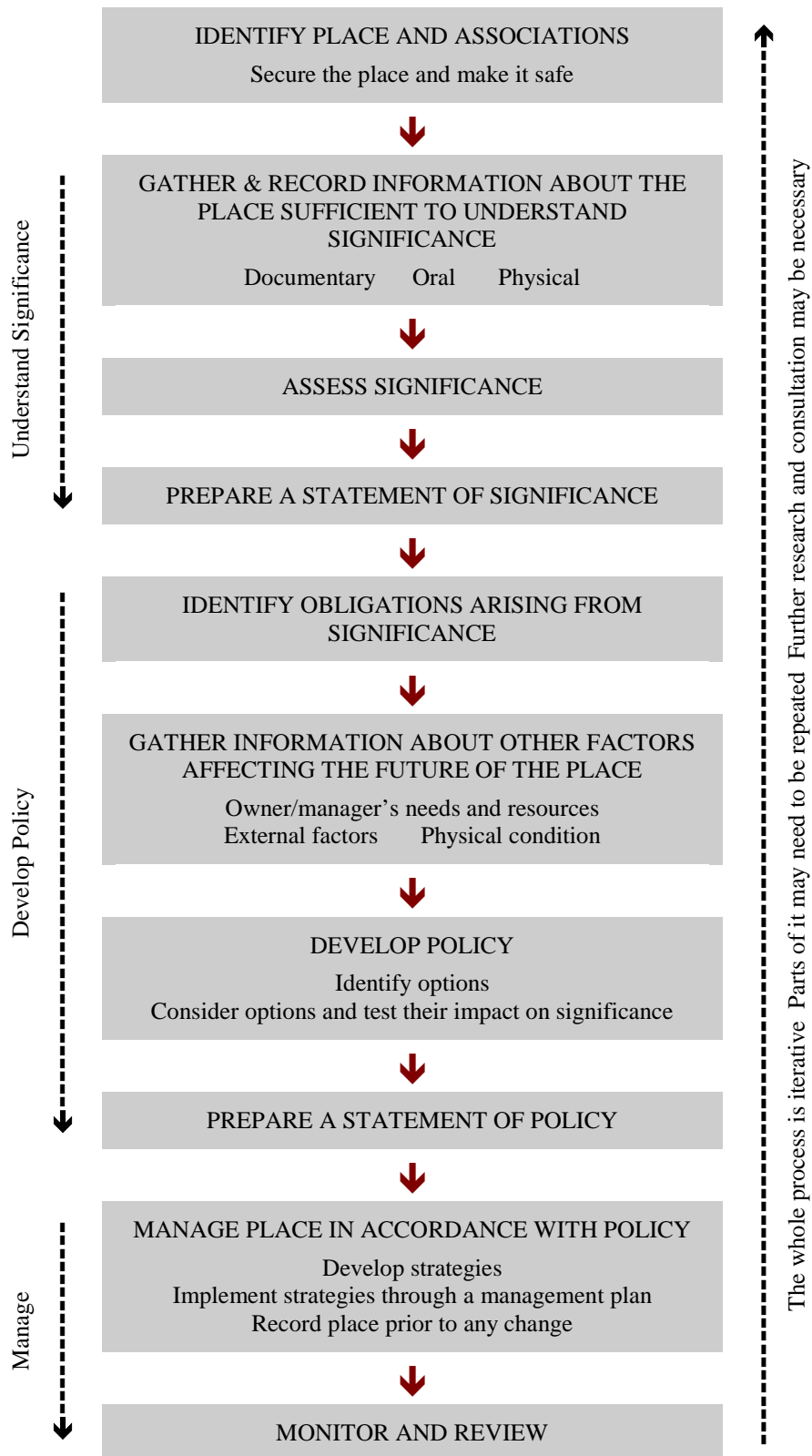
Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Sequence of investigations, decisions and actions



APPENDIX K: FREQUENTLY ASKED QUESTIONS ABOUT THE CMP

SYDNEY & MELBOURNE BUILDINGS CONSERVATION MANAGEMENT PLAN FREQUENTLY ASKED QUESTIONS

V.2: May 2011

Introduction

The Sydney and Melbourne buildings are entered on the ACT Heritage Register under the ACT *Heritage Act 2004*. This listing protects the heritage values of the place, and changes to the buildings may require approval from ACTPLA.

The Sydney and Melbourne Buildings are the iconic heart of the City centre as the commercial centre of Canberra and the national capital. Dating from 1926 but not completed until 1946, they are landmark buildings which defined the character of the City centre from the beginning and they continue to contribute to the urban quality of their important locality despite many changes to the city around them. The Sydney and Melbourne Buildings have a range of heritage values related to their architectural style, large scale as commercial buildings from the period, unique form of development, and historical associations. The trees in Verity and Odgers Lanes are significant trees and are also of heritage value.

The following questions and answers seek to anticipate some of the common issues that building owners may have which are addressed in the Conservation Management Plan.

What is a Conservation Management Plan?

It is a document which reinforces why these buildings and courtyard trees are significant and what policies there are to ensure that their significance is retained. It takes all of the relevant plans, assessments, etc, and translates the information into specific policies for appropriate heritage management. It details the history of the buildings and accounts for existing types of uses, because these buildings are not intended for redevelopment, although there are proposals to adapt the courtyards. The plan is a compilation of information about all aspects of the buildings. There are interesting photographs and facts about the history of the place, and as well it is a useful document for anyone contemplating future uses for the buildings.

Which parts of the Sydney or Melbourne Buildings are examples of where heritage is best conserved? Which parts are examples where heritage values have been reduced?

Respecting and maintaining the colonnades and facades varies. The East Row and Alinga Street colonnades of the Sydney building are less respectful to the heritage values than the Melbourne Building colonnade along West Row. This façade is assisted by its history and the fact that it is managed by a body corporate.

Can I re-paint my building frontage when I want and in colours that I choose?

Owners can re-paint their buildings when they choose, although a coordinated approach is encouraged. The colours should match the preferred historical colour scheme developed for

the buildings because a patchwork of colours would detract from the heritage values of the buildings. The colours can be found at this weblink or in the Conservation Management Plan. Surfaces should be prepared for painting. (See Conservation Management Plan Strategy 15.4)

Can I paint or stick advertising on windows?

Signage for a business is appropriate (ie. the name of a business), however partially or fully painting out windows for advertising purposes is discouraged, especially the use of bright colours. Similarly, fully covering windows with posters is not appropriate. (See CMP Strategy 14.5)

Can I install banners or flags externally?

Not if these are attached to the buildings. Such elements would detract from the heritage values. (See CMP Strategy 14.6)

Are there any constraints on the type and size of signs I can install?

Yes. If you compare the proliferation of sign types and locations in the colonnade adjacent East Row's bus interchange compared to the West Row colonnade, we hope that you agree that East Row's competitive clutter loses its effectiveness. The policy document guiding future signage is located at this weblink or in the Conservation Management Plan. The aim is to provide a greater degree of coordination of signage which is more sympathetic to the historical buildings. The policy addresses issues such as the location, mounting, size and form of signs in the colonnades and on the building facade. (See CMP Strategy 14.4)

Can I replace the light fittings?

Replacement can occur whenever necessary however the light fittings have to be in accordance with the lights policy for the buildings. Performance specifications are located at this weblink or attached to the Conservation Management Plan. Externally fixed conduits and any other permanent changes to the facades are discouraged because they damage the heritage integrity and life of the building. (See CMP Strategy 14.7)

Who owns and manages the "step" dividing the colonnade and the verge area?

The property owner owns the entire colonnade to the outer edge of the columns. This denotes the change in privately and publically owned land. The owner has to manage and maintain the privately owned area. If you are a tenant, check what your sublease responsibilities are.

Can I replace the colonnade tiles outside my place?

Yes. Even though the original pavement was concrete, quarry tiles now dominate. You are encouraged to replace and maintain tiles with quarry tiles to match the current general character. Bitumen pavement should eventually be replaced with tiles.

The long-term option for the colonnade paving should be to restore the original concrete paving or, if this is damaged beyond repair or otherwise unable to be restored, then a new sympathetic finish should be installed. (See CMP Strategy 14.12)

When do I need to submit a development application to the ACT Planning and Land Authority?

You should check with ACTPLA about any proposed changes to the use or fabric of your building, and whether an application is required. As important heritage buildings, additional constraints apply.

I bought my part of the building with a number of structures that weren't approved. What do I have to do?

All unapproved structures should be submitted for approval. This may also be an opportunity to fix elements which detract from the heritage values of the buildings.

What are the key principles used for assessing a development application?

The Conservation Management Plan guides the people reviewing your plans.

Can I change my shopfront?

In the case of non-original shopfronts – yes. Owners are encouraged to reconstruct shopfronts to match the original shopfronts, or at least the general style of such shopfronts. Modern-style shopfronts are discouraged because they detract from the buildings.

In the case of original shopfronts, or surviving original elements – no changes should be made. These shopfronts or elements are important heritage fabric which should be protected.

(See CMP Strategy 14.1)

Can I change the interior of my building?

In the case of non-original interiors – yes. Where possible, owners are encouraged to respect the original layout and spaces of the building, and to recreate these where appropriate. For example, where ceiling heights have been lowered on the ground floor, therefore blocking the front window highlights, owners are encouraged to reinstate original ceiling heights.

In the case of enclosed first floor verandahs, owners are encouraged to re-open these as exterior spaces.

In the case of original interiors, or surviving original elements – no changes should be made.

(See CMP Strategies 14.2 and 14.3)

Can I install new or replacement airconditioning plant?

Yes – but the location of airconditioning plant is important, and the proliferation of plant is an issue. Plant should not rise above the ridge line or be visible from the surrounding streets. Ideally, plant should also be coordinated and consolidated where possible, and redundant plant removed.

A long term, coordinated approach to the provision of such services is recommended to allow consolidation of plant in screened locations. This may also prove a more cost-effective approach.

(See CMP Strategies 16.1 and 16.2)

Can I make any changes to the rear courtyard part of my building?

Yes – but the unplanned and unsightly nature of many previous changes is unfortunate. Owners are encouraged to take a long-term, planned approach to changes to the rear of the

buildings, to achieve a better quality urban environment. The courtyards will continue to function as service areas but a better overall environment should be possible. (See CMP Strategy 16.3)

The bases of the columns are chipped from wear and tear. Can I fix something to them to reduce the chipping?

Cleaning equipment and general use tend to damage the insides of the colonnade. Damage to the bases should be repaired and the surface painted in accordance with the recommended colour scheme. (See Conservation Management Plan Strategy 15.4)

Who can I talk to if I have more questions about my part of the building?

There are a number of ACT Government agencies that are responsible for different issues regarding the buildings. Call Canberra Connect on 13 22 81, explain the issue of concern to you, and they will direct you to the right person.

APPENDIX L: COMMENTS ON THE DRAFT CMP

Comments on the draft Conservation Management Plan for the Sydney and Melbourne Buildings

Prepared by Duncan Marshall, Geoff Butler, Dr Joy McCann and Brendan O'Keefe.

The draft Conservation Management Plan can be found at:

http://www.laps.act.gov.au/projects_and_initiatives/revitalising_civic/sydney_and_melbourne_buildings

The document was available for comment online on 27 June 2011. The document was hand delivered to all owners and tenants on 28 June. Those that were not within the Buildings were sent a disc. The disc was accompanied by a cover with the following Frequently – Asked – Questions. See below. Comments closed on 22 July 2011.

The image shows the cover of a document titled "SYDNEY & MELBOURNE BUILDINGS DRAFT CONSERVATION MANAGEMENT PLAN FREQUENTLY ASKED QUESTIONS". The cover is divided into two main sections. The left section has a blue background and contains text under the heading "When is it useful to have a Conservation Management Plan?". It explains that a CMP is generally required to support development applications for work in or around heritage listed buildings and is useful as a framework for agreeing a management approach to the buildings, particularly in multiple ownership situations. It also addresses why the Territory prepared a CMP for buildings at private leases, stating that the Territory has developed the plan to help with the effective management of public-owned parts of the Sydney and Melbourne Buildings heritage place, as well as guide and facilitate developments in the vicinity of the buildings. The right section has a white background and features the ACT Government logo and the title "SYDNEY & MELBOURNE BUILDINGS DRAFT CONSERVATION MANAGEMENT PLAN FREQUENTLY ASKED QUESTIONS". It lists questions such as "As a building owner, what opportunity do I have to comment on the draft Conservation Management Plan?" and "What is a Conservation Management Plan?". The answer to the first question lists two ways to comment: visiting the website www.laps.act.gov.au or calling Canberra Connect on 132281. The answer to the second question states that the objective of a CMP is to ensure that the conservation and future use of a heritage place or object are consistent with its heritage significance, and that any threat or potential threat to the heritage significance of the place or object is identified and managed in accordance with the plan. At the bottom of the cover, it states "A CMP consists of three main parts: investigation, assessment and management policies." The contact information "GPO Box 196 Canberra ACT 2601 | phone: 132281 | www.act.gov.au" is located at the bottom left of the cover.

Number of Comments: Three

Compilation of Comments:

- Overall supportive;
- Would like to include an appreciation of social significance;
- More detail is required on how the implementation (and dealing with resistance) and financing of the Conservation Management Plan may occur;
- ACT Government could build community spirit and involvement in the restoration by appealing to present and former shop owners and members of the community to donate any old shop signs or other interior or exterior shop paraphernalia ;
- Any work should take into account green building principles;
- supportive of Odgers Lane project and would like to see plans for a similar development of Verity Lane noting its Interchange location dynamics;
- Odgers Lane - The trees must be protected and not 'built in' to an outdoor cafe space;
- Odgers Lane – the eastern facade should be renovated to match the style of the western side;
- Odgers Lane – the space should accommodate events and markets;
- Odgers Lane - The area is grubby/seedy and unattractive. There are other places to spend money and effort; and
- Quality tenants will not rent shops in these buildings while the issues of access and foot traffic remain. Suggestions include putting a section of Northbourne Ave underground- to create an open plaza between the two buildings, linking city east and west and reinstating parking on Northbourne Ave next to the buildings.

User's name (optional): Caroline Le Couteur MLA

User's email: LECOUTEUR@parliament.act.gov.au

Details of the online submission are below:

user's comments: Overall I support the aspirations and intent of the Draft Final Sydney & Melbourne Buildings Conservation Management Plan, herein referred to as the SMBCMP.

My detailed comments on the document appear below under two main headings. Conservation Policy and Implementation Strategies Policy numbers relate to those described in Chapter 8.

Policy 1

I support the proposal that research be conducted to identify any social and aesthetic values the community might hold in relation to these buildings as relates to ACT Heritage Register criteria H (SMBCMP, p 52). As identified in Chapter 4, given the early landmark standing of these buildings in the city's centre they are likely to hold significant social value to Canberrans. To date these values have not been researched and I think it is important to do so. Undertaking this research would also contribute to ACT Heritage Register criteria J (SMBCMP, p 48) by adding to the social and cultural history of Canberra. This information may well support the use of the buildings as important cultural benchmarks.

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Policy 8&9

I support the aspiration for coordinated and consultative decision-making leading to consistent management for the buildings given their many owners. I also note that the buildings are identified as being unique in this capacity as part of their original form of development (SMBCMP, p 46). This historical precedent adds to the importance of reviving a shared unified vision for building works or action. There is not sufficient detail however outlining how these activities will be encouraged, coordinated and adequately financed. How for instance might any resistance by shop owners be managed in implementing the strategies described under Policy 14? Restoring a consistency of (original) style to the external fabric of the building (e.g. paint colour, smooth walling, style of shopfronts, agreed treatment of verandahs) are critical to restoring the buildings' overall original style integrity. Quarantining and/or increasing the levy paid by property owners as suggested to finance these works needs augmentation, where incentives to motivate shop owners to support and commit to a shared vision needs to be also provided. There is a mention of an expressed willingness by Canberra CDB Limited to provide some financial assistance towards this end (SMBCMP, p 58). Financial assistance from the ACT Government would assist greatly here, providing a much needed form of encouragement and support to achieve consistent and complementary building renovation works.

Policy 14

I support the tenor of the implementation strategies that encourage owners to restore non-original shopfronts and interiors, such as lowered ceiling heights, enclosed front verandahs and external signage.

I note that this aspiration for consistency of style is in keeping with the cited desires of the Federal Capital Advisory Committee in their 1922 report (SMBCMP, p 95). To repeat the text presented on p 95, the committee 'felt that a dignified and orderly design was required for buildings for such prominent city sites'. They wanted that 'individual lessees not be allowed to build to suit their own convenience, the only result would be an "undignified and haphazard ugliness." Given the building remains a prominent city landmark, and the external appearance of the building has remained remarkably intact, I think the desire for consistency remains, if not becomes even more important. Re-creating a consistency of external and internal style will work to bring out the original key aesthetic intentions of the building, to make for a truly special landmark in the heart of Canberra. I note however it may not always be advantageous to open up the front verandahs. In many cases it certainly could, serving to significantly enhance Canberra's growing outdoor cultural life. For example, it could well serve the needs of a growing outdoor cafe and bar culture in Canberra. It would most certainly be a selling point for cafe or bar owners if they were able to offer first floor outdoor seating on historical verandahs. It would be particularly suitable for owners who owned the first and second floors as they could offer a choice of seating, upstairs and downstairs. Opening up verandahs however could pose noise problems for those shop owners occupying the eastern side of the Sydney building facing the bus interchange. I note that the presence of the bus interchange is mentioned as being an issue of concern to present owners and tenants of the building (SMBCMP, p 59). I also note that the Executive Summary (SMBCMP, p i) mentions 'the broader setting for the buildings' as an identified strategy of the conservation management plan. I strongly support the presence and need for the bus interchange in the city. Uses of the eastern side of the Sydney building need to sympathetic therefore to the heavy pedestrian traffic and associated noise of this area. Similarly noise may be a problem for parts of the buildings that face Northbourne Avenue. However, given implementation of current project proposals for changes along Northbourne Avenue (SMBCMP, p 88), the opening up of verandahs could work to enhance the envisaged vibrant multi-use public space shared by cyclists, pedestrians and cafe users on the ground floor. I suggest therefore that in cases where opening up verandahs might pose noise problems, owners be let to leave verandahs closed in, however encouraged to modify these enclosures where necessary to a

period sympathetic style. The ACT heritage council could provide advice to shop owners on appropriate materials and style in these instances.

As a suggested incentive to promote and assist the restoration of the building, an appeal to present and former shop owners and members of the community to donate any old shop signs or other interior or exterior shop paraphernalia could be organised by the ACT Government. This incentive would assist in building community spirit and involvement in the restoration, as well bring to life memories and the social life of yesteryear.

As a final comment under this policy, I note the excerpt taken from the Territory Plan in relation to the land zoning applied to the buildings (SMBCMP, p 88). I repeat letters a), c) and h) of the zone objectives below:

- a) 'Encourage a mix of predominantly commercial land uses that contribute to a diverse and active character
- c) Promote vibrant, interesting and lively street frontages including during evenings and weekends...
- h) Promote the establishment of cultural and community identity that is representative of, and appropriate to, the place.'

I support these objectives and think the conservation management plan is well aligned with and complementary to these.

Policies 15 & 16.

With respect to maintenance planning and works, and upgrading and adaptation works I urge that this work take into account green building principles. I note that the report mentions the possibility of double glazing windows facing the surrounding streets. Other energy conservation measures include use of wall, ceiling and floor insulation (particularly on verandahs), use of energy efficient light bulbs, use of windows in any verandahs determined to be appropriately left enclosed (can be opened in summer, closed in winter), and use of recycled building materials for restoration works. I also note the importance of considering peak oil and climate change concerns in decisions relating to the continued reliance on air conditioning for temperature control.

Other

Odgers Lane project

I am very supportive of this project and would like to see plans for a similar development of Verity Lane in the Sydney Building. I think the conversion of these present laneways into vibrant multi-use cafe and other commercial spaces would significantly add to Canberra's cultural life. Pedestrian traffic associated with the bus interchange may place different pressures on Verity Lane in contrast to Odgers, with development plans needing to take this into account.

User's name (optional): Ms Simone Hunter

User's email: simone@scopemountstromlo.com.au

Details of the online submission are below:

user's comments: With regards to the Odgers Lane redevelopment, I have the following comments that I hope will be considered.

1. The trees in the alley way MUST be protected. The original plans showed some sort of planter style protection around the trees and a space provided for the public to enjoy them.

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The current plans are unacceptable with rolling kerbs and with the trees being 'built in' to an outdoor cafe space. The trees are public property and should be provided the space to continue growing, without risk of damage. They should also be isolated from any commercial activity or outdoor seating area so that anyone can sit near them, without having to purchase something or patronize a venue.

2. I would suggest that the alley way facade of the eastern Melbourne building be renovated so it is in line with the rest of the Heritage styling of the Melbourne Building Business District.
3. Locals would like assurances that the space will be available for future use of public events, market space.

User's name (optional):

User's email: image.splat@gmail.com

Details of the online submission are below:

user's comments: Wow, you *really* need to improve the comments box for your website! It is too small to see what is going on. Regarding the plans for the alleyway near the Melbourne building, I personally wouldn't waste the time/\$ trying to revamp it for general public use. The area is grubby/seedy and I can't say I'd be attracted to eat there when there are much nicer places nearby. There are also some comments here <http://the-riotact.com/odgers-lane-revamp-unveiled/48707>

User's name (optional): Jonathon Evans

User's email: evansjonathon@hotmail.com

Details of the online submission are below:

user's comments: Currently part of the problem with these buildings is that there is no parking available close to the buildings. Parking should be reinstated on Northbourne Ave next to the buildings. The buildings are isolated with no foot traffic able to easily access the buildings.

Consideration should be made of putting a section of Northbourne Ave underground- this would create an open plaza between the two buildings, linking city east and west. Half measures will not solve the problems facing by these two buildings.

Quality tenants will not rent shops in these buildings while the issues of access and foot traffic remain.