

CONSERVATION MANAGEMENT PLAN

The Lands Building, 23-33 Bridge Street, Sydney

October 2016



THE LANDS BUILDING, 23-33 BRIDGE STREET, SYDNEY

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This Conservation Management Plan (CMP) for the subject property, The New South Wales Department of Lands Building (The Lands Building), at 23-33 Bridge Street, Sydney, has been prepared for Tristar Sandstone Pty Ltd, a subsidiary of Pontiac Land Group, to accompany a Stage 2 State Significant Development Application for the adaptive reuse of the site as a hotel facility.

We understand that in September 2015 Government Property New South Wales (GPNSW) awarded Pontiac Land Group the right to lease and adaptively reuse both the Lands and Education Buildings in Bridge Street, Sydney as a landmark luxury hotel.

The Stage 1 Approval SSD 6751 has been granted by the NSW State Government for work including:

- Adaptive reuse of the Lands Building and Education Building for tourist accommodation, and ancillary uses;
- A building envelope up to the highest point of the existing lift motor room and associated structure above the Education Building; and
- An indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.

The Stage 1 Approval SSD 6751 contains the following CMP related condition:

PART B – CONDITIONS TO BE MET IN FUTURE DEVELOPMENT APPLICATIONS FOR STAGE 2

Heritage and Archaeology

B4. Future Development Applications shall comply with the endorsed Conservation Management Plans for the Department of Education Building prepared by City Plan Heritage dated March 2015 and the Lands Building prepared by the NSW Government Architect's Office dated March 2015.

We note that there is a degree of confusion between the Consent that requires that the Stage 2 proposal is in accordance with the existing endorsed CMPs and the SSD Assessment Report that notes:

Further, the Department notes the future detailed design of the buildings will be the subject of further consultation processes with Council and NSW Heritage Council, including the preparation of future updated CMPs which reflect the proposed Stage 2 works. On this basis, the Department is satisfied that the proposed alterations and additions to the building to facilitate the proposed use can be undertaken while preserving and enhancing the heritage values of the Education and Lands Buildings.

Furthermore the NSW Heritage Council Endorsement letter dated 11 May 2015 (Lands Building CMP Endorsement letter) notes that:

Please note that if a change of use is approved, the CMP should be updated to reflect that change of use prior to detailed development applications being lodged.

The Stage 1 Approval SSD 6751 has approved adaptive reuse of the building for “tourist accommodation, and ancillary uses” and the Heritage Division, as delegate of the NSW Heritage Council, has confirmed in writing on 7 June 2016 that a revised CMP would be required.

This updated CMP has been prepared to guide the adaptive reuse of the building as it enters its next phase of use.

1.2 REPORT OBJECTIVES

The main objective of this CMP is to develop strategies to guide the future adaptive reuse of the existing heritage building. It establishes the heritage significance of the property, identifies the important original features and surviving fabric that make a defining contribution to significance, and recommends appropriate policies to conserve these in the context of adaptive reuse as a hotel facility.

1.3 METHODOLOGY AND STRUCTURE

This CMP has been prepared in accordance with the guidelines contained in *The Conservation Management Plan*, by James Semple Kerr, and *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*, 2013, also known by its more common title *The Burra Charter*. *The Burra Charter 2013* and *The Australian Natural Heritage Charter 2002* both provide definitions, principles and processes, for the conservation of items of cultural significance.

This CMP also follows guidelines set out in the *NSW Heritage Manual*. The aim of these documents is to assist with the identification of items of heritage significance. This assessment assists in providing guidance on substance, structure and methodology for the writing of effective conservation management plans.

This CMP is divided into sections, dealing with the history of the building and its immediate area, the physical description of the building, the assessment of the building's significance, options for future uses of the building including constraints and opportunities, appropriate policies to conserve the building's significance in the context of adaptive reuse as a hotel facility, while the final section contains strategies on how to implement the plan.

1.4 SITE IDENTIFICATION

The subject site is located on the south of Bridge Street facing Macquarie Place to the north, and occupies a whole block bounded by Loftus Street to the east, Gresham Street to the west, and Bent Street to the south. It is described by NSW Land and Property Information (LPI) as Lot 1877, DP 877000.

1.5 AUTHORSHIP

This report has been prepared by Dr Martina Muller, Senior Heritage Consultant, and Jonathan Bryant, Associate Director, of GBA Heritage and has been reviewed by the Managing Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.6 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal

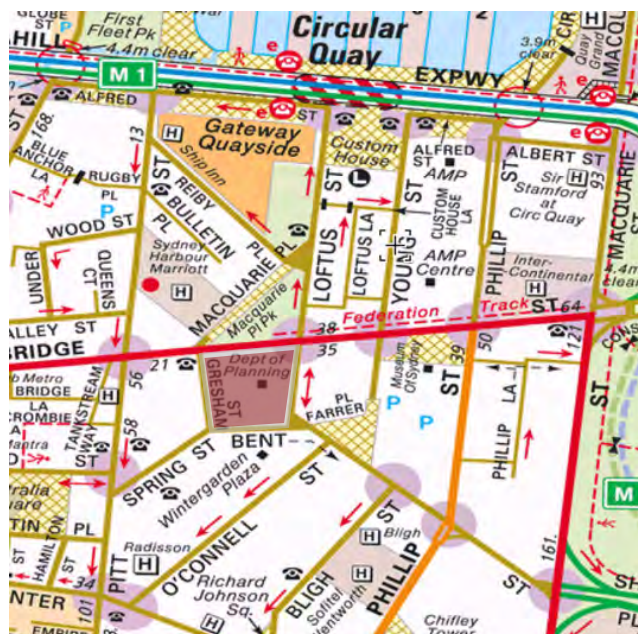


Figure 1.1
Location map showing the subject site overlaid in orange.
Source: Street Directory Australia

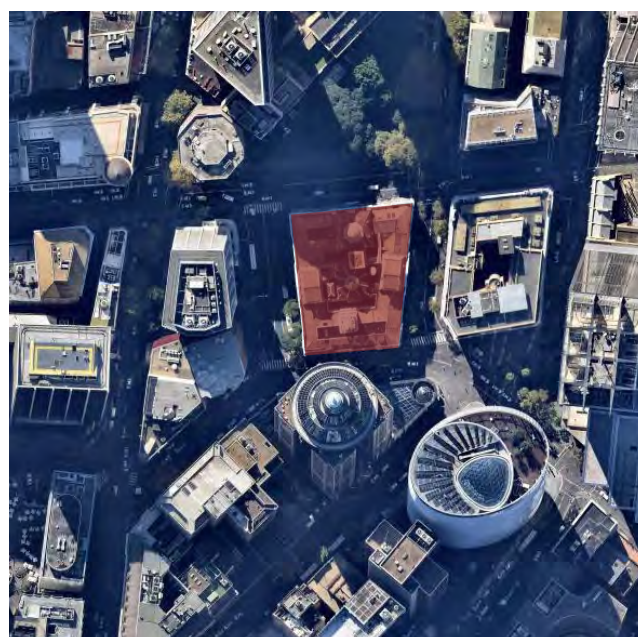


Figure 1.2
Aerial photograph showing the subject site overlaid in orange.
Source: Nearmap

people occupied the land that was later to be claimed as a European settlement. Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

The site has been identified in the Central Sydney Archaeological Zoning Plan as an 'Area of Archaeological Potential – Deeper Sub-surface Features Only'. The Aboriginal and historical archaeological potential of the site, and its potential significance has been assessed in the *Archaeological Assessment of the 'Sandstone Precinct' - Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney* prepared by Curio Projects, October 2016. Relevant extracts, from the full archaeological assessment, which relate to archaeological potential and significance have been included within this CMP. Curio Projects have also provided relevant management policies in relation to the Aboriginal and historical archaeology of the site, for inclusion in Section 6 of this report.

As the building was fully occupied by the Department of Planning at the time this report was prepared, only very limited physical intervention into building fabric was possible and not all spaces were accessible for detailed inspection. For this reason a Conservation Schedule of Works has not been prepared at this stage.

It is intended that a detailed Conservation Schedule of Works will be prepared to guide the conservation of the building's fabric once the Department or other tenants have vacated the building and later non-significant linings have been removed to allow for full inspection. Once the conservation works have been successfully completed, a long term Maintenance Plan will be prepared to guide the long term care of the building.

The Lands Building contains a significant movable heritage collection. In the context of the Department's departure, GPNSW have informed us that the *Movable Heritage Management Strategy*, prepared by Musecape in August 2013, is to be updated.

1.7 DOCUMENTARY AND PHOTOGRAPHIC SOURCES

Large sections of this report, including the history and description, have been copied verbatim from the previous, endorsed CMP for the site:

- Government Architect's Office, Public Works, *The Lands Building, Bridge Street, Sydney, Conservation Management Plan*, March 2015.

Similarly, the policies contained within this CMP have been sourced from the endorsed 2015 CMP prepared by the Government Architect's Office and have been either revised or augmented with additional policies to guide the adaptive reuse proposal.

Historic architectural plans of the building were provided by GPNSW.

A range of other secondary and primary sources were also used for contextual material and evaluation, as referenced throughout the report.

1.8 COPYRIGHT

Copyright of this report remains with the author, GBA Heritage.

2.0

HISTORICAL SUMMARY

The historical information in this report has largely been copied verbatim from *Part 2 - Historical Overview* contained in the endorsed Conservation Management Plan for the Department of Lands Building, prepared by the NSW Government Architect's Office, dated March 2015, as reproduced in *Italics*. Additional headings have been added to those reproduced from the 2015 CMP and the text has been partly reorganised.

The Historical Overview in the endorsed 2015 CMP itself is an edited and updated version of the documentary evidence and archaeological assessment prepared by Wendy Thorpe as part of the 1996 CMP for the site by Noel Bell Ridley Smith & Partners Architects.

Additional research carried out by GBA Heritage during the preparation of this report is included in regular font and referenced throughout. For ease of reference, the original references from the 2015 CMP have been included in this report. Additional images of the buildings and updated source references of images have also been included, where possible and appropriate.

An updated history of the early occupation of the site is provided in the Archaeological Assessment prepared by Curio Projects under separate cover.

2.1 PHASE 1 - EARLY OCCUPATION OF THE SITE

2.1.1 ABORIGINAL HISTORY

For over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement. Within a little over a year after the establishment of Sydney the traditional owners were to be decimated by disease, some killed in fear, anger or in reprisal, while others fled from the small town only gradually drifting back as the presence of Europeans became more familiar and an uneasy relationship was formed between the two cultures.¹ Generally described as a nomadic people archaeological evidence found within Sydney shows that, if not long term settlement, certainly small groups made camps within the environs of Sydney Cove indicating that prior to European occupation, the site

of the future Lands Building was part of an Aboriginal landscape.

The earliest chroniclers of the new land were initially enchanted with what they considered a primeval and untouched landscape. They were ignorant of the fact that Aboriginal management of that land had significantly contributed to what Europeans considered, at first, to be a picturesque and romantic scene. The harbour foreshores were described in terms of craggy rocks, grottoes, bowers, glades and lawns which reminded them of landscaped parks and gardens. The earliest views of the site of the future Lands Building show the devastation created by European settlement on the landscape.

By the later months of 1788 the hill which sloped down towards the estuary of the Tank Stream had been cleared although a considerable stand of trees still remained behind the small cottages erected for the several officials and the Governor's residence which all occupied this prime location. It did not take many months more before even these had gone to permit closer settlement.



Figure 2.1

'North view of Sydney Cove from Pitt's Row', 25 May 1798, engraving by James Heath, showing the extensive clearing of the land for European settlement

Source: Australian National Maritime Museum Collection, No. 00000873

2.1.2 EARLY USES OF THE SITE (1788-1876)

The site occupied by the Lands Building has been associated with the Government of NSW and particularly the office devoted to administering issues associated with land division and surveying from the first days of the colony. In 1788 the colony's first Surveyor Augustus Alt selected the location of the future Lands Department Building [but see Section 2.8.1 below].² By 1791 a house had been erected on the western end of the site for the Surveyor General.³

² 'Sketch and Description of the Settlement of Sydney Cove 1788'. Reprinted in Ashton, P. and Waterson, D. B., *Sydney Takes Shape: A History in Maps*, Brisbane: Hema Maps, c2000

³ Cobley, J., *Sydney Cove 1791-1792*, Volume III, Sydney: Angus and Robertson, 1965, p130

¹ Berzins, B., *The Coming of Strangers*, Sydney: Harper Collins, 1988

This building was destroyed by fire in 1798 and a second house was built on the same site. At this time and also on the site of the future Lands Building were the houses of the Judge Advocate, the Commissary or Quarter Master and the Chaplain.

The line of Bridge Street was well established by this time. D Mann described it in 1811 as “the principal road leading to Government House where are houses and offices for the Judge Advocate, Commissary, Clergymen and Surveyor General”.⁴ During the period 1832 to 1840 several plans were prepared that detailed street improvements and building realignments associated with the eastern extension of Bridge Street.

Several other buildings were added to the site during the first half of the nineteenth century and these may be seen on several surveys of the time particularly that of 1865.⁵ Illustrations of the period show the site of the future Lands Building to be enclosed with a low picket fence with the land to the street frontage covered in low grass and supporting several trees of different varieties including two orange trees that had been in front of the Chaplain’s house. The latter was demolished in 1814.

By 1842, or possibly earlier, the former home of the Judge Advocate had come to serve as the Office of the Surveyor General. It would remain in this capacity, with several significant extensions made to accommodate the expanding services of the office, until the construction of the first stage of the new Lands Building in the 1870’s.

By the mid 1800s Bridge Street and its immediate environs were in transition. The formerly domestic scale and character was being replaced by more imposing public buildings that differentiated public office from private residence. The modest sandstone building designed by Mortimer Lewis for the Treasury occupied the corner of Bridge and Macquarie Streets.

The low sprawl of the first Government House buildings had recently been demolished and the site lay as a vacant piece of waste ground. Down the hill beyond Macquarie Place the Mortimer Lewis designed double storey Customs House building had recently been constructed on the newly reclaimed and constructed extension to Semi-Circular Quay. The scale and form of these buildings accurately reflected the place of Sydney in the British Empire as a prosperous provincial town.



Figure 2.2

c1875 photograph of the office of the Surveyor General
Source: State Library of NSW, Call No. SPF / 325, Digital Order No. a089325

2.1.3 ESTABLISHMENT OF THE DEPARTMENT OF LANDS (1856)

The extension of the old premises occupied by the Survey Department in this period was also an accurate reflection of the administrative and bureaucratic expansion of the same time. A new Department of Land was created in 1856 although at its inception it was allied with the Department of Public Works. Three years later, in 1859, it became a separate department. During the 1860’s the newly formed Department became one of the most important in the colony as the impact of the Robertson Land Acts, whereby Crown Land was made available for sale and lease to settlers, resulted in a massive expansion of its activities, responsibilities and staff numbers. The old building, by then in service for over half a century, could no longer meet the demands placed upon it. Like many other departments additional office space was rented in various premises about the city while more additions and alterations were made to the existing building.

The situation with respect to the problem of housing the ever increasing government department was described in 1867:

“Of the Government offices only one has a building suitable for its object - the Treasury, which stands at the corner of Bridge and Macquarie Streets, opposite the Domain Gates. The Colonial Secretary’s Office and the Lands Office are still the same ancient affairs put quite into the shade by the Exchange between them ... The offices of the Colonial Secretary and Minister for Lands and Works ... are of primitive construction and but ill adapted to the purposes which they are employed. When the finances of the colony shall be in a condition to admit of the expenditure suitable

4 Mann, D. D., *Picture of New South Wales*, London: John Booth, 1811, p60

5 City of Sydney Archives - Digital Information, Historical Atlas, *Trigonometrical Survey of Sydney*, 1865

offices will be erected in a more convenient location for the heads of the departments.⁶

Occupation of the public buildings had reached a critical level by the early 1870's and new premises were urgently required to house the burgeoning department which had acquired several new responsibilities in this decade. Perhaps ironically the sale of Crown Land, which had been instrumental in the accommodation problem, was to be its salvation; the profits made from this exercise were to fund the construction of the new building.

2.2 PHASE 2 - FIRST STAGE OF THE LANDS BUILDING (1876-1881)

2.2.1 JAMES BARNET AND HIS DESIGNS

The Lands Building eventually was to be erected in two stages with work on the different parts to be separated by five years. Both portions were designed by James Barnett, the Colonial Architect although the Supervising Architect at least for the first stage of the project was William Kemp.⁷ Barnett had come to office in 1865 after having worked as a Clerk of Works for his predecessor Alexander Dawson. By the time he came to prepare the plans for this building he had commenced work on the GPO, made additions to the District Court at Darlinghurst and designed a new wing for the Australian Museum.

The latter, in particular, was a significant forerunner to the Lands Department Building. The first wing of the Museum had been designed by Mortimer Lewis as a dignified two storey building in the Georgian Colonial style. In its scale and presentation it reflected similar "domestic" size purpose-built public buildings about the city such as the Customs and Treasury Buildings. Those buildings which had not been purpose built for public offices or at least those then housed in them, such as the Parliament buildings and the Chief Secretaries Office, were universally found to be too small and eccentric. The Museum also was found to be too small and the next Colonial Architect, Alexander Dawson, produced plans for a much grander wing. This design was not acted upon.

As Dawson's successor, James Barnett took these plans and produced a scheme that in its size and grandeur would have rivalled the Neo-Gothic University buildings designed by Edmund Blacket that were then rising outside the city. Barnett's plan was not fully put into effect but in that small part which was built its monumental classical design changed the face

of the city and reflected its growing aspirations. This work was his first major commission and, it has been said, through this building he made a clear statement of his intentions and the design philosophy that was to alter Sydney from a provincial Georgian town to that of a Victorian city that could be compared favourably with many European cities.⁸ In choosing the Classical style Barnett placed himself firmly in the mainstream of Victorian architecture and established an architectural tradition that would be maintained in Sydney throughout the remaining years of the nineteenth century.



Figure 2.3
c1888 portrait of architect James Barnett (1827-1904)
Source: National Library of Australia, Call No. PIC Box PIC/6091 #PIC/6091, nla.obj-136620260

The Lands Building along with the GPO building and the first stage of the Chief Secretary's building provided Barnett with his first opportunities to put this philosophy and perspective into complete practice although it would take work in several stages to accomplish the full effect on these buildings. For this reason the Lands Building must be seen as an important landmark both in architectural evolution within the city as well as marking a fundamental change in perception of the role and place of the city within the world sphere. At its completion, and this only of the first half, it was noted to be the biggest public office in the colony and was a source of pride to the town.

The new building marked a significant shift in attitude of the colony of its own place and worth in the world and particularly of the British Empire. The building was touted as being the equal of anything to be found in Europe. Australians now saw themselves as being on an equal footing with the rest of the empire. This coincided with a time when links with Britain were weakening; the last British garrison troops, for example, were withdrawn from Australia in 1870. A

6 Leigh, S. T. and Co., *Handbook of Sydney and Suburbs*, Sydney: S. T. Leigh & Co., 1867, p12. 16

7 Kent, H. C., *Reminiscences of Building Methods in the Seventies* Under John Young, *Architecture*, November 1924, p6

8 Proudfoot, H., *Sydney Changes Scale: The Impact of James Barnett's Australian Museum Building on the Town of Sydney*, in: Coltheart, L., (Ed.), *Significant Sites: History and Public Works in NSW*, Sydney: Hale & Iremonger, 1989

similar process may be observed to have occurred in Melbourne during the 1850's and 1860's with Neo-Classical buildings erected under the same favourable conditions but without the problems faced by Sydney during this period which required massive amounts of public funding to address, particularly of inadequate services such as sewerage, and railways.

2.2.2 CONSTRUCTION OF THE LANDS BUILDING (1876-1881)

The first section of the new building occupied the Bridge Street frontage and extended approximately eighty feet along both eastern and western street fronts. The older buildings remained on the site, behind the new building, continuing to service in their traditional function. Barnet prepared plans in 1876 and tenders were called in April of that year.⁹ The contract was let to John Young in May and the contract for the work was signed on 15 June 1876.¹⁰ Young was well known in Sydney for his construction work and would go on to have an outstanding career both in building and politics. He was also instrumental in forming the Master Builders Association of NSW. His work included construction of St John's College at Sydney University, St Marys Cathedral, the Garden Palace Building and a part of the GPO. Young was accounted one of the foremost builders of the period alongside firms such as the McCredies and Elphinstone.¹¹ Young was a charismatic, highly innovative and successful builder with engineering and architectural experience gained in London and Paris.¹² Before migrating to Australia in 1855 he was draftsman for Sir Joseph Paxton, preparing drawings for the 1851 Crystal Palace in London, and became superintendent under Paxton for the Rothschild mansion at Paris.¹³

Excavation on the site commenced in June of 1876 and the foundation stone was laid with great ceremony in October of that year.¹⁴ The construction and design of the new building excepted great interest in the town and several news articles were devoted to describing the building both as it was and as it would be in the future when its second stage was completed. The salient points of the design, as explained to the readers of *The Illustrated Sydney News and Town and Country Journal*, were that it was to be four storeys in height and encompassing an aggregate floor area of three acres. It was to be in the style of the Italian

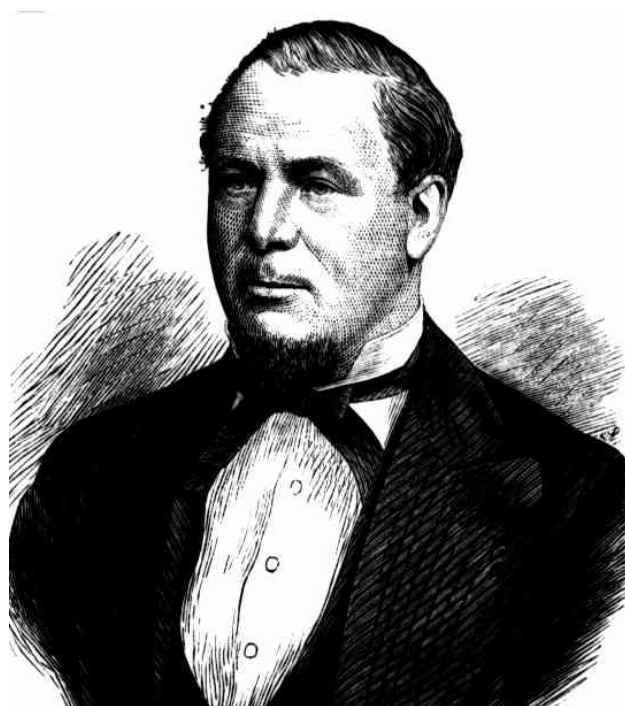


Figure 2.4
John Young, builder and Sydney alderman, as depicted in 1879, during construction of the Garden Palace and the Lands Building
Source: Mr John Young, *Australian Town and Country Journal*, 6 September 1879, p17

Renaissance, "somewhat of the Venetian type". It was to have a massive rusticated basement visible only on two sides. The floors were to have Doric, Ionic and Corinthian columns with each facade to have a projecting centre with wings connected by arcades. The building was to be crowned with a cornice and balustrade parapet. At the roof line, on Bridge Street, was to be a large copper dome which would, higher up, form an octagon that supported a fully functional observatory. On the eastern and western sides were to be pediments backed with mansard roofs. A clock tower was planned for the southern end of the building but the installation of the clock would wait for many years before it was to be put into action.¹⁵

The entrance of the building, which was to be constructed from Pyrmont sandstone on the external walls and brick inside, was to be from Bridge Street for the public. An official entrance and carriage way was to be placed on the Gresham side.

The building was to house approximately one hundred rooms nearly all of large dimensions. The ground floor, or basement as it was described, was to accommodate the public rooms, as well as workshops, stores, and offices of the Surveyor General and Lands Department. On the next was to be the offices of the Minister and Under Secretaries as well as several functions that

9 Plans of building 1876 (PWD Archives) and NSW Government Gazette No. 108, 4 April 1876, p1327

10 State Library of NSW, J. Barnet Papers, ML Mss 726

11 Kent, H. C. *Loc Cit*

12 Johnson, R. and Roberts, A., Young, John (1827–1907), *Australian Dictionary of Biography*, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/young-john-4904/text8211>, published first in hardcopy 1976 (accessed 14 July 2016)

13 Mr John Young, *Australian Town and Country Journal*, 6 September 1879, p17

14 *Illustrated Sydney News*, 12 October 1876, p19

15 Herman, M., *Architecture of Victorian Sydney*, Sydney: Angus & Robertson, 1956, p42



Figure 2.5

The proposed Bridge Street elevation of the new Lands Building, as depicted on 7 October 1876
 Source: *Laying of the Foundation-stone of the New Lands Office, Evening News, 7 October 1876, p5*

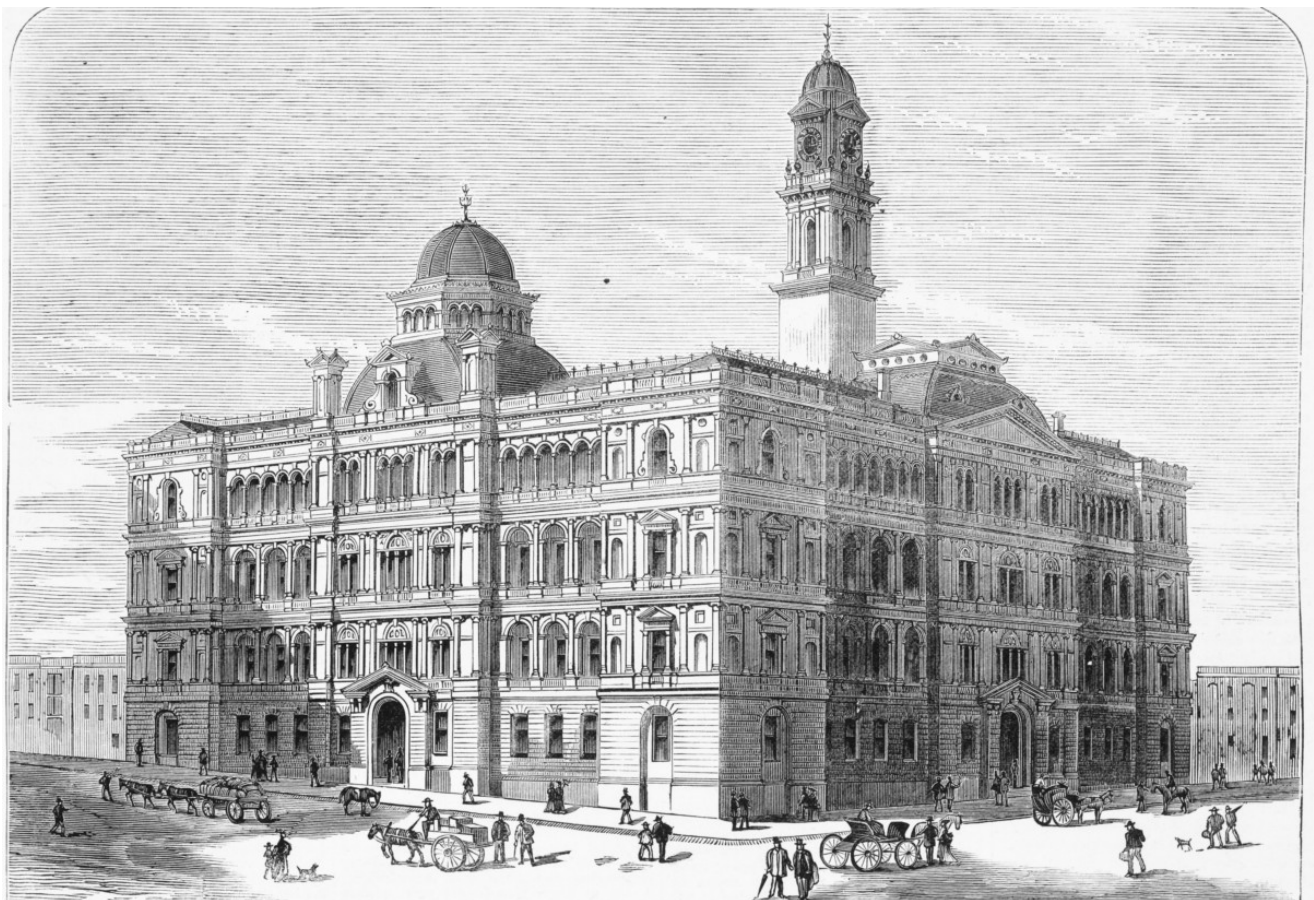


Figure 2.6

The Lands Building as depicted in the Illustrated Australian News, 4 September 1876
 Source: *State Library of Victoria, Accession No. IAN07/08/76/132*

included a museum for the Mines Department and the Lithographic Branch. At the top of the building were to be rooms for cartography and other drawing. In the centre of the building, running through the entire height, was to be a fire proof record room. The various floors were to be connected with four staircases as well as patent lift worked by water power.

In its style and details the Lands Building was very similar to the Chief Secretary's Building, which was then in the course of construction at the corner of Philip and Bridge Streets. The consistency of design and their construction in the same period suggests very strongly that Barnet was intending to produce a cohesive and monumental streetscape that dignified and accentuated the pre-eminent "government" precinct in the city.

The building was also noteworthy for its innovative use of materials, particularly iron girders, reinforced concrete and iron framed roofing. John Young was particularly influential in this respect being an early advocate of fire resistant materials and reinforced concrete although, as Morton Herman has pointed out, sometimes with more enthusiasm than actual knowledge. Perhaps the only controversy that ever surrounded the building was caused by John Young's use of a Scottish firm that made a mistake in the estimates for some stone which infuriated the local suppliers and was later to cost Young a place in parliament when he ran on a protectionist ticket. Memories of his "sell-out" were long.¹⁶

The offices also contained ingenious systems for heating, light, ventilation and communication, the latter being speaking tubes that ran throughout the building. Not only was the building the largest (in contemporary drawings it dwarfed its surroundings); it was one of the finest and one of the most innovative for the period. The estimated cost of the project in 1876 was 52,000 pounds.¹⁷

Work on the building appears to have proceeded well and with no delays. Stonemasons for the project were housed in temporary sheds erected along Bridge Street. Barnet's notes on the building, which are curiously brief in contrast to other works such as the GPO, record that by November 1878 workmen were riveting the roof.¹⁸ By that time over 40,000 pounds had been spent on the project¹⁹ and by mid-1879 nearly 56,000 pounds.²⁰ The primary work was completed in 1880 at a final cost of 62,596 pounds.²¹ Work on



Figure 2.7

The Lands Building under construction during the late 1870s
Source: Department of Planning and Environment, Lands Building, Building Services Room

the finishing trades was to go on until 1882 at which time the total cost of that part of the work amounted to 30,334 pounds.²²

2.2.3 FIRST OCCUPATION (1881-1888)

Although essentially complete by 1880 several works continued on through its first years of occupation. The finishing tradesmen were employed there until 1882 and the installation of the elevator was not finished until 1885 at a final total cost of 3052 pounds.²³ The building figured prominently in several contemporary guidebooks as a feature worthy of the tourist although praise for it was not always entirely unequivocal.

One described how the use of the Venetian style of the Italian Renaissance was successful as it gave "an air of rich elegance to an otherwise ponderous structure".²⁴

During its first period of occupation the new building (and the still extant earlier structures) stretched to encompass the numerous and the large departments which were the responsibility of the Lands Department at this time. In 1880 these included the Ministerial Branch, Miscellaneous Branch, Auction Sales and Statistics Branch, Deed Branch, Lease Branch, Record Branch and Accounts Branch.²⁵ Not surprisingly perhaps, in view of this extensive occupancy, plans

16 Kent, H. C., *Loc Cit*

17 *Statistical Register of NSW*, 1876

18 State Library of NSW, J. Barnet Papers, ML Mss 726

19 *Statistical Register of NSW*, 1878

20 *Ibid.*, 1879

21 State Library of NSW, Collection of Unpublished Papers in Proof for the Information of Sir Henry Parkes, 1882, Dixson Library 88/514

22 *Statistical Register of NSW*, 1882

23 *Statistical Register of NSW*, 1885

24 Gibbs, Shallard & Co., *An Illustrated Guide to Sydney*, Sydney: Gibbs, Shallard & Co., 1882

25 Kass, T., *Thematic History of the Department of Land and Water Conservation*, Sydney: NSW Department of Land and Water Conservation, 1995, p11



Figure 2.8

Photograph of the Lands Building under construction, as seen from the corner of Pitt and Spring Streets, c1880. The scaffolding is for the main northern observatory dome, with the lift shaft visible above the dome. The rear elevations of the side wings are also visible. According to White, L, *The Observatory at the Lands Department Building Sydney*, *Proc. ASA* 5 (4), 1984, pp607-608, the dome was likely not used for astronomical research, as that was the domain of the nearby Sydney Observatory. Instead, it could have been used for the teaching of astronomical techniques for surveying and for the proving of surveying instruments. The transit of Venus on 7 December 1882 may have been an additional stimulus for the construction of the observatory dome. There is no evidence for it to have ever contained any instruments
Source: *State Library of NSW, Bayliss Collection, Call No. SPF / 594, Digital Order No. a089594h*



Figure 2.9

Photograph of the rear of the new Lands Building with original buildings remaining in use. View from the corner of Gresham and Bent Streets
Source: *NSW State Records, Series No. 4481, Digital ID No. 4481_a026_000346*

were already in preparation for alterations to the existing building, particularly in its details of ventilation and sky lights as well as the additions that were to be made in the second stage.²⁶ Repairs, generally of a minor nature, were also noted throughout these years amounting annually to a few hundred pounds.²⁷

Money also was being expended on the upkeep of the older buildings that still remained behind the new structure, as these continued to house staff and various administrative functions. These buildings in their final stages are best seen on the Metropolitan Detail Series of City Surveys prepared by the Department of Lands during the 1880's and 1890's and a photograph from the Government Printer's Collection.²⁸

In 1884 a new or amended Lands Act was passed through Parliament, largely the result of the findings of an investigation into the success and administration of the 1861 Lands Act. The impact of the Morris and Ranen report of 1883 was to cause a radical re-organisation of the Department. De-centralisation was a significant change of operation for the Department and resulted in the acquisition or construction of Land Board Offices throughout the colony. It also put a burden on Head Office staff as a flood of new applications for land poured in as a result of these administrative and legislative changes.²⁹

After the re-organisation the branches of the Lands Department housed at Head Office were divided into two sub-departments, the Miscellaneous Charting Branch, the Compiling and Lithographic Branch, the Occupation of Crown Lands Branch (Drafting), the Roads Branch, the Correspondence Branch, the Plans Sales Branch, the Records Branch and the Plan Mounting Branch. The Administrative Office encompassed the Inquiry Branch, the Ministerial Branch, the Conditional Sales and Branch and sub-branches, the Miscellaneous, Alienations and Reserves Branch, the Deeds, Diagrams, Descriptions and Noting Branch, the Occupation Branch (Clerical), the Lease Branch, the Correspondence Branch and the Accounts and Store Branch.³⁰

The first stage of the new building was rapidly becoming inadequate and by August 1887 Cabinet had decided to call for tenders for the completion of the building. It was the beginning of a political embarrassment. Tenders were received in October 1887 and sent to the Colonial Architect for analysis. That of the firm of D. Jones and Co. was found to be the lowest but, according to Barnett, to be unreasonably low for the

work involved in the project. The firm subsequently advised that they had made a mistake in their calculations.

The situation was further complicated by the fact that no revenue had actually been set aside to fund the project.³¹ Five months passed while funds were sought and deputations were sent to the government. Critical articles appeared in various publications particularly from contractors and stonemasons' organisations demanding to know why a short tender period had been allowed followed by an inordinately long delay in appointing a contractor. This major public work was anticipated to provide work for many unemployed tradesmen then in Sydney.³² The situation was not to be resolved until the end of the year.



Figure 2.10

Etching of the Lands Building, 1876

Source: Original said to be from the *Illustrated Sydney News*, 19 August 1876, p14, reproduced from 2015 CMP, Figure 7



Figure 2.11

The Lands Building, photographed by Charles Bayliss, c1880

Source: *State Library of Victoria*, Accession No H26440

26 PWD Plan Archives

27 *Statistical Registers of NSW*, 1880-1885

28 Department of Lands, *Metropolitan Detail Series of Sydney*, Section C4, 1884

29 Kass, T., *Op Cit*, p12

30 *Ibid.*, p14

31 Public Works Special Bundle SAONSW 2/893

32 *Australian Builders and Contractors News*, 25 February 1888, p14; 17 March 1888, p179; 24 March 1888, pp186-7; 5 May 1888, p285; 12 May 1888, p298



Figure 2.12
Undated photograph showing the Lands Building in its first stage in the 1880s
Source: NSW State Records, Series No. 4481, Digital ID No. 4481_a026_000343



Figure 2.13
Undated photograph showing the Lands Building in its first stage in the 1880s, as seen from the opposite side of Bridge Street
Source: NSW State Records, Series No. 4481, Digital ID No. 4481_a026_000351

2.3 PHASE 3 - SECOND STAGE OF THE LANDS BUILDING (1888-1893)

The later years of the 1880's and 1890's were busy years for builders in Bridge Street. Major additions were put into effect on the Chief Secretary's Building to accommodate the Public Works Department in the same period as the second stage was added to the Lands Department Building. The necessary sum for the latter project was finally voted and fresh tenders, in fact the fourth round, was called for the work. Cabinet was satisfied by the new quotes as the successful tender was substantially lower than the earlier sum.³³

The successful firm was that of Wains and Baldwin who quoted for the work at a total project cost of 97,499 pounds or for a building to the alignment of Bent Street at a cost of 98,499,³⁴ obviously there was a possible variation available in the original plan for the building although there is no other documentation now available to more precisely define this alternative scheme. The firm was already known to the Colonial Architect having built the Fire Station in Castlereagh Street a short time prior to this work. The Land Department project was estimated by the firm to require thirty-six months to completion.

Wains and Baldwin commenced in May 1888 to demolish the ninety-year old buildings on the site. By June they had commenced excavation on the site. As before, with the first stage of the building, the work appears to have progressed in good time and with little disturbance. By October 1888 work had commenced on the stonework. By the end of 1890 the iron work for the dome was under construction.³⁵ By that time over 29,000 pounds had been spent on the project.³⁶ Throughout 1891 the copper roof of the tower and the central dome were put in place, and the finishing trades were well under way³⁷. By this year over 64,000 pounds had then been spent on the work.³⁸ During 1892 the slate steps were laid at the entrance, marble tiles inside the building and iron stair rails were installed at the stair cases. In April 1893 the iron gate was hung in the cart entrance of Gresham Street.³⁹ By this time project costs had escalated to over 126,000 pounds. At the conclusion of the project in this year the total cost was recorded as 239,061-12-5 pounds.⁴⁰

The hydraulic lifts for the building were once again the last components to be added; work commenced in 1894 and was completed in the following year at a

cost of 5780 pounds.⁴¹

One of Barnet's final contributions to the building was his suggestion of names of those who had been significant in the exploration of the country as subjects for portrait statues to adorn the thirty-two niches around the outside of the completed building. These statues were commissioned by Government from a number of sculptors including William P. Macintosh, James Fillans and James White. The portraits of Sir Henry Parkes and Sir John Robertson were created by Tomaso Sani who had produced the sculptures for the GPO and the Anderson Stuart Building at Sydney University. The total and final number of statues by 1901 was twenty-two.⁴²

Although Barnet had designed the new building its completion was supervised by his successor W.L. Vernon who had taken over the position of Colonial Architect in 1890. Vernon acted in the same position for the completion of the Chief Secretary's Building. He was to write that the Lands Building "May with some pride be pointed out as one of the most important and handsome buildings in the southern hemisphere and as monument to the skill of my predecessor".⁴³ The total value of the site by the conclusion of this project was estimated by the Department of Public Works in 1893 to be 65,000 pounds for the land and 232,490 pounds for the buildings.⁴⁴



Figure 2.14

The scaffolding for stage two is in place at the Lands Building, c1888
Source: Department of Planning and Environment, Lands Building, Building Services Room

33 Public Works Special Bundle SAONSW 2/893

34 *Ibid.*

35 State Library of NSW, J. Barnet Papers, ML Mss 726

36 Department of Public Works, *Annual Report*, 1890

37 J Barnet, *Loc Cit*

38 Department of Public Works, *Annual Report*, 1891

39 J Barnet, *Loc Cit*

40 Department of Public Works, *Annual Report*, 1894

41 *Ibid.*, 1895

42 Public Works Survey of Government Sculptures

43 Department of Public Works, *Annual Report*, 1894

44 *Ibid.*, 1892



Figure 2.15

The upper sections of the clock tower under construction, c1890
 Source: Department of Planning and Environment, Lands Building, Building Services Room



Figure 2.16

The stone yard in Gresham Street, April 23, 1890 showing stonework for stage 2 underway
 Source: City of Sydney Archives, Image Library, Citation SRC20789, File No. 067560



Figure 2.17

'Lands Office', photograph by Kerry and Co., showing the Bridge and Loftus Street elevations of the building after the completion of Stage 2
 Source: Powerhouse Museum, Registration No. 85/1284-790



Figure 2.18
The Lands Building after the completion of the second stage, as seen from the corner of Pitt and Spring Streets
Source: Powerhouse Museum, Registration No. 85/1285-1194



Figure 2.19
The Lands Building after the completion of the second stage, as seen from the corner of Pitt and Spring Streets
Source: Powerhouse Museum, Registration No. 85/1284-1515



Figure 2.20
The Lands Building after the completion of the second stage, c1894, showing the Bridge and Gresham Street elevations
Source: National Library of Australia, Call No. PIC/929/228 LOC Album Large Albums, nla.obj-138638327



Figure 2.21

1892, 'Panorama of Sydney from Hotel Metropole', showing the roovescape of the Lands Building after completion of the second stage, including the various chimneys of the building. The clock had still not been installed
 Source: City of Sydney Archives, Image Library, Citation SRC17518, File No. 053847



Figure 2.22

Undated photograph showing the Lands Building after completion of the second stage, with Macquarie Place in the foreground
 Source: NSW State Records, Series No. 4481, Digital ID No. 4481_a026_000352



Figure 2.23

The Lands Building after the completion of the second stage, c1894, showing the Bridge and Loftus Street elevations and the wider context of the building on Bridge Street

Source: National Library of Australia, Call No. PIC/12318/18 LOC Album 1131, nla.obj-148351109



Figure 2.24

Busy Bridge Street in the late 19th/early 20th century, with the Lands Building visible in the background

Source: State Library of Victoria, Accession No. H91.300/291



Figure 2.25
The Minister for Lands, the Hon. S. W. Moore, in the Minister's Office in the Department of Lands, c1905
Source: Original source unknown, reproduced from Musecape, Lands Building Movable Heritage Management Strategy, Volume 1, August 2013, p13, Figure 13



Figure 2.26
The Under-Secretary, Mr R. McDonald, in his office in the Department of Lands, c1905
Source: Original source unknown, reproduced from Musecape, Lands Building Movable Heritage Management Strategy, Volume 1, August 2013, p15, Figure 16



Figure 2.27
Undated photograph showing the interior of the Minister's Office
Source: Original source unknown, reproduced from 2015 CMP, Figure 14

2.4 PHASE 4 - MINOR REPAIRS, ALTERATIONS AND ADDITIONS (1893-1938)

After the completion of the second stage, the building was occupied by the Department of Lands and the Department of Mines and Agriculture. Sketch plans of the building prepared in 1897 show the distribution of departments and offices within it divided between the departments of Lands and Mines. At this time two ministers of the Crown had their offices in this building. It remained an attraction for visitors and residents alike being named in 1895 as one of the largest public offices in Sydney.⁴⁵

Throughout the next quarter century the building was the subject of various minor improvements and additions although the nature of these works is generally unclear with the exception of additions made to the strong room in 1898-99 and alterations to the roof of the photographic gallery in 1908. Generally in these years repairs and additions averaged several hundred pounds as may be seen from the following table (pounds are rounded to nearest):

1895:	additions - 2924 pounds
1896-7:	repairs - 228 pounds; additions - 74 pounds
1897-8:	repairs - 167 pounds; additions - 283 pounds
1899 - 1900:	repairs - 258 pounds; additions - 997 pounds
1900 - 01:	repairs - 233 pounds; additions - 245 pounds
1901 - 02:	repairs 436 pounds; additions - 946 pounds
1902 - 03:	repairs - 385 pounds
1903 - 04:	repairs - 214 pounds. ⁴⁶

The relative lack of expenditure on the building in these years may be accounted for partially by its newness, partly by the general economic downturn experienced in Australia at this time but mostly by the great expenditure which was then being put towards renting and building Local Land Board Offices throughout New South Wales, an issue which was raised in the 1887 inquiry into Local Land Board Offices.⁴⁷

During 1918 an inquiry was held into the administration and running of the Public Service. The Lands Department was included in this investigation. The Commission of Inquiry recommended the abolition of the Local Land Board Offices, although not the system, a reorganisation of staff and a reduction in head office staff who would no longer be needed to

duplicate the work of the local offices.⁴⁸ Not all the recommendations were put into effect but it is likely that the general lack of major expenditure and change within the building reflects an easing of pressure on the various departments housed there as an outcome of this investigation and subsequent government policy.

The inter-war period was marked by an intermittent programme designed to improve the existing facilities of the building commencing in 1919 with better lighting for the basement, ground and first floors.⁴⁹ This work, proposed by George McRae, involved infilling the original verandahs with additional "Venetian" windows and the removal of the masonry walls. The work is shown on drawings prepared by W. Blair but the project did not proceed. Additional lavatories were added to the second floor in 1924 and a gate at the top of the stair from the Loftus Street entrance in the following year.⁵⁰

In 1935 the Lands Department acquired a new division when the Letter Delivery Bureau was transferred to it from the Premier's Department although no significant changes to the building are recorded as an outcome of this administrative change. The first works after this date are from 1937 at which time the ladies toilet on the first floor was remodelled to bring it in line with new standards.⁵¹

Perhaps the most significant event of this period was the installation, over sixty years after its conception, of the clock in the tower erected for that purpose on the southern side of the building. In that year approval was given by the Premier for a clock to be installed in the tower and for a clock system to be installed throughout the building. The clocks were Australian made and were installed by Prouds Ltd at a cost of 860 pounds although the total cost of the project which required some alterations to the building amounted to 1000 pounds.⁵²

Like most other public buildings in the country the war brought an abrupt end to any works proposed other than those directly related to the war effort. There are no records of any significant projects being undertaken on the Lands Building until after the conclusion of World War II.

45 Robertson, G. and Co., *Beautiful Sydney*, Sydney: George Robertson and Co., 1895
 46 Department of Public Works, *Annual Report*, 1895-1904
 47 Inquiry into the Working of the Lands Department VPLA NSW, 1889

48 Public Service Inquiry NSWPP 1918
 49 PWD Plan Archives
 50 *Ibid.*
 51 PWD Plan Archives
 52 Lands Department, File Notes



Figure 2.28
 Photograph of the Lands Building clock tower, c1930, before the installation of the clock
 Source: National Library of Australia, Call No. PIC/15611/7486
 LOC Cold store PIC/15611, nla.obj-161634620-1



Figure 2.29
 Photograph by Harold Cazneaux, c1931, looking from the entrance of Kyle House across Macquarie Place to the Lands Department
 Source: National Library of Australia, Call No. PIC HC 12/1 LOC
 Cold Store PIC HC, nla.obj-140223782-1



Figure 2.30
 The Lands Building in 1934, during the Duke of Gloucester's Parade
 Source: State Library of NSW, Call No. Home and Away -35284, Digital Order No. hall_35284

2.5 PHASE 5 - MODERNISATION (1938-1976)

In the spirit of renewal that characterised the entire country in the post war years programmes were undertaken in the building that were designed to modernise it and bring it in line with new standards. Like the rest of the country, however, materials shortages in these same years ensured that this work commenced slowly and only gradually gained momentum in the 1950s -1960s.

Work commenced in 1946 with a mezzanine planned for the basement which was intended to provide additional storage for the lithographic branch.⁵³ Improved and additional accommodation remained a preoccupation for the next few years with plans prepared for additional space on the third floor in 1948 and general improvements of the same nature in the following year.⁵⁴ Similar works were organised in 1951 and 1954 to the extent that “extensive alterations” were noted as having been carried out during the period 1953 – 1954.⁵⁵

As well as accommodation, services emerged as a priority. In 1950 plans were prepared for a roof fire escape and staircase and in the following year an emergency power plant was installed in the building. In 1957 significant lighting was upgraded to fluorescent.⁵⁶

One of the most significant projects of this period was the installation of new passenger lifts. The work entailed the construction in reinforced concrete with brick curtain walls of two lifts for passengers and one goods lift as well as a machine room. The work also included the provision of additional floor space of steel and timber construction for the strong room, the transfer of the lab section of the basement area and the provision of staff amenities and new toilet blocks.⁵⁷ Between 1958 and 1961 over 84,000 pounds was spent on the work.⁵⁸

By the mid-1960s the branches at Head Office encompassed Accounts (which included Crown Lands Accounts, Closer Settlement and War Service Settlement, Miscellaneous Accounts and Royalty Accounts), Arrears, Bills and Regulations, the Central Mapping Authority (which included the Trigonometrical Survey Division, Computing Division, Photogrammetric Division and Cartographic Division), Closer Settlement Branch, Deeds Branch, General Drafting Branch, Information Bureau and Office of the Metropolitan Crown Land Agent, Inspectors Branch, Letter Delivery

Bureau, Library, Parks Service Bureau, Reserves and Miscellaneous Branch, Roads Branch, Survey Co-Ordination Branch, Tenure Branch and Transfer Branch.⁵⁹ Work during the later to mid years of the 1960s generally comprised projects specific to rooms or suites such as that of the Minister in 1968 and the provision of a receptionist's desk in 1964.⁶⁰ Some work also was carried out on the clock during this period including the replacement of the single phase motor with a three phase motor.⁶¹

Similar works, although of a relatively minor nature, occupied the first half of the 1970s. These included alterations for computer installations, provision of new public counters and alternative fire protection methods.⁶²



Figure 2.31
The reception desk in the Bridge Street foyer of the Lands Building, c1960s. The foyer was lined with timber and glazed tiles at that stage
Source: Department of Planning and Environment, Lands Building, Building Services Room

53 PWD Plan Archives

54 *Ibid.*

55 Department of Public Works, *Annual Report*, 1953-4

56 *Ibid.*, 1950-1

57 PWD Plan Archives

58 *Ibid.*

59 Kass, T., *Thematic History of Department of Land and Water Conservation*, 1995, Sydney: NSW Department of Land and Water Conservation, p21

60 PWD Plan Archives

61 Lands Department, File Notes

62 PWD Plan Archives

2.6 PHASE 6 - RECOGNISING HERITAGE VALUES (1976-1996)

During the later 1970s, corresponding with a general and growing community awareness of the role and value of places that illustrated or documented important parts of Australian history, work on the Lands Building recognised both its historical value and its outstanding architectural heritage. From 1976 plans were prepared for a complete internal renovation of the building and in 1977 a million dollar programme of sandstone restoration was set in motion.⁶³ This work would last for several years with its final completion in 1982. In 1981 this programme was described as the largest sandstone restoration programme yet undertaken in Australia.⁶⁴ This, along with the million dollar internal renovation program, was one of the largest and most important projects undertaken by the Special Project's Branch of the NSW Government Architect's Office.

The project was comprehensive and continued through to the 1990s. It encompassed work on all levels of the building with attention paid to identifying, documenting and using the evidence contained in the building for restoration purposes of details such as colour schemes and plaster details. Work also included internal renovation of the Minister's suite, new photographic areas and new fire stairs. Major roof repairs were undertaken and a comprehensive system of air conditioning was introduced during the 1980s.⁶⁵

With a sad irony, given the attention being paid to fire protection, a fire in the building during 1984-1985 made it necessary for the Department of Public Works to undertake immediate remedial works. Several million dollars worth of work was required as a consequence for refurbishment, safety and preservation reasons.⁶⁶ In 1995 the machinery for the clock system was completely replaced.

In recent decades the building has housed the Department of Land and Water Conservation followed by the Department of Planning and Infrastructure (now the Department of Planning and Environment). There have been several schemes for alternate uses including conversion of the building for operation as a hotel and casino.

Recognition of the value of the building as an item of historic and architectural worth was provided by both the Department itself, which published its own guide to the building, as well as from independent sources such as the National Trust which classified the building. The

⁶³ Department of Public Works, *Annual Report*, 1977

⁶⁴ *Ibid.*, 1981

⁶⁵ *Ibid.*, 1980-1989

⁶⁶ *Ibid.*, 1984-5



Figure 2.32

The Lands Building in February 1982, photographed during the sandstone restoration programme
Source: State Library of NSW, Call No. Government Printing Office 4 - 32554, Digital Order No. d4_32554

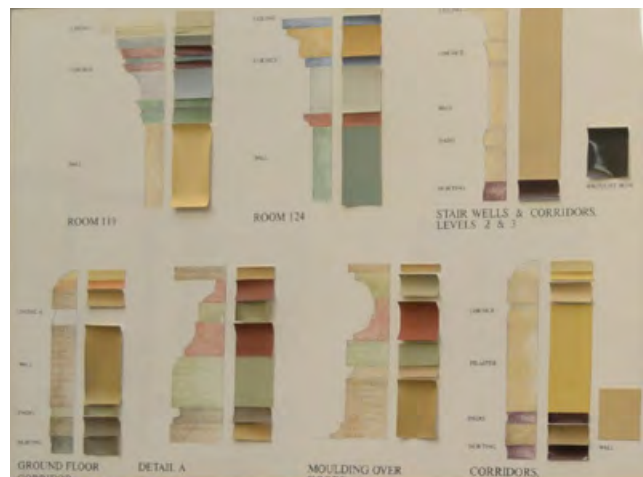


Figure 2.33

Colour schemes for the 1980s restorations

Source: Department of Planning and Environment, Lands Building, Building Services Room



Figure 2.34

Colour schemes for the 1980s restorations

Source: Department of Planning and Environment, Lands Building, Building Services Room

1978 Register of the National Estate included a listing for the building, although this Register is no longer in operation.

The Sydney City Council has included the building in its heritage schedule to its Local Environmental Plan (at least since 2000) and it is included on the State Heritage Register under the NSW Heritage Act 1977 (original listing under the Act 1991).



Figure 2.35

Photograph taken during the 1980s fire, showing the fire escape stairs on the roof

Source: Department of Planning and Environment, Lands Building, Building Services Room



Figure 2.36

Photograph taken during the 1980s fire, showing firemen up on the roof of the Lands Building

Source: Department of Planning and Environment, Lands Building, Building Services Room

2.7 RECENT DEVELOPMENT

In April 2003, after a series of Government department restructures since the 1980s which resulted in various name changes and relocation of several branches to other locations,⁶⁷ the Department of Land and Water Conservation was abolished and the Department of Lands was re-established.⁶⁸ By the time of the 2002-2003 annual report, the head office of the Department of Lands had moved to the Land Titles Office at Queens Square, while the Sydney Map Shop was still located in the Lands Building.⁶⁹ By October 2003, the Department of Planning had moved into the former Lands Department Building.⁷⁰

In 2009, the Department of Lands was abolished and its staff and functions incorporated in the newly formed Land and Property Management Authority (LPMA).⁷¹ The LPMA was abolished and redistributed to other departments in April 2011.⁷² Staff involved in the administration of the *Crown Lands Act 1989* were moved to the Department of Primary Industries at that time, while the Surveyor General and Registrar General, as well as the Land and Property Information (LPI), established in 2000, were transferred to the Department of Finance and Services.⁷³

Currently, Crown lands are dealt with under the NSW Department of Primary Industries - Lands⁷⁴ which is located at Dangar near Newcastle. The NSW Crown estate still makes up around 42 percent of the State, comprising 36 million hectares managed under 72,600 licences and permits, and 14,800 leases.⁷⁵

The former Lands Department Building is currently occupied by the Department of Planning and Environment, as formed in 2014.⁷⁶

In 2013 Government Property New South Wales (GPNSW) identified the “Sandstone Precinct”, comprising the Lands and Education Buildings and the adjacent Farrer Place, as a preferred location for tourism and visitor accommodation uses. In late 2013 GPNSW sought Registrations of Interest (ROI). This was followed, in October 2014, by a call for Expressions of Interest (EOI) from developers, investors and hotel operators who had an interest in adaptively re-using these fine historic buildings for tourism related purposes.

To assist in providing further certainty to potential purchasers, GPNSW sought approval from the Minister of Planning for a Stage One Development Application which established the project concept. In August 2015 the Stage 1 Approval SSD 6751 was granted by the NSW State Government as follows:

Stage 1 Concept Proposal for tourism and visitor accommodation including associated ancillary uses for:

- *Adaptive reuse of the Lands Building and Education Building for tourist accommodation, and ancillary uses;*
- *A building envelope up to RL58.69 (approximately 3 additional storeys) above the Education Building; and*
- *An indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.*

It was understood that a detailed design would be prepared and submitted, as a Stage Two SSD Application, by the preferred proponent, once such a group had been selected by the Government.

In late 2015 GPNSW formally awarded Pontiac Land Group the right to lease and adaptively reuse both the Lands and Education Buildings in Bridge Street, Sydney as a landmark luxury hotel.

It is understood that the Government has commenced vacating departmental staff from the buildings.

67 NSW Land & Property Information (LPI), Fact Sheet, *History of Land and Property Information*, January 2013

68 NSW State Records, Record Agency - Department of Lands [III]

69 Department of Lands, *Annual Report*, 2002-2003

70 See *Native Vegetation Reform Implementation Group - Final Report*, 2003, published in October 2003 by the NSW Department of Infrastructure, Planning and Natural Resources, which was located at 23-33 Bridge Street, Sydney..

71 *Public Sector Employment and Management (Departmental Amalgamations) Order 2009*, No. 352, published July 2009

72 NSW State Records, Record Agency - Land and Property Management Authority

73 *Public Sector Employment and Management (Departments) Order 2011*, No. 184, published April 2011; cf. NSW Land & Property Information (LPI), Fact Sheet, *History of Land and Property Information*, January 2013

74 NSW Department of Primary Industries Lands Website, <http://www.crownland.nsw.gov.au> (accessed 19 July 2016)

75 The Crown Lands Management Review - NSW Trade & Investment, *Crown Lands Management Review*, State of NSW through the Department of Trade and Investment, Regional Infrastructure and Services, 2014; NSW Department of Primary Industries Lands Website, About Us - Crown Land, http://www.crownland.nsw.gov.au/crown_land/about_crown_land (accessed 19 July 2016)

76 NSW Department of Planning & Environment Website, <http://www.planning.nsw.gov.au> (accessed 19 July 2016)



Figure 2.38
'Sydney Cove, Port Jackson', from William Bradley's journal 'A Voyage to New South Wales', 1802, based on a drawing he made during his visit in 1788, showing the buildings 'as they stood 1st March 1788'. The Surveyor's Marquee is indicated by the red arrow, located to the south of the more permanent structures noted as a) Parson, b) Judge, c) Governor, d) Commissary, e) Store, and f) Provost.

Source: State Library of NSW, Call No Safe 1 / 14, Digital Order No a138498, Album ID 823712



Figure 2.39
'Plan of the town of Sydney in New South Wales', 31 October 1807, by James Meehan, assistant surveyor of Lands, showing the allotments on Bridge Street noted as a) Surveyors, b) Chaplains, c) Judge Advocates, d) Commissioners Office
Source: State Library of NSW, Call No Z/Cc 89/7, Digital Order No a3940001

The early survey work was largely carried out by Charles Grimes, the deputy surveyor, and while Alt was certainly in charge of laying out the settlement, the measuring of farms, for instance, appears to have been carried out by men such as William Dawes, John Barlow and David Burton.⁸⁵ Although it was the role of the Surveyor General to survey and oversee land management, Alt's appointment was at least in part a symbolic reward for his military successes.⁸⁶ He did not leave any field books and only few early plans signed by him survive.⁸⁷

The main role of the Surveyor General was initially to measure the land granted by the Governor on behalf of the Crown and draw plans to show the property boundaries.⁸⁸ From 1792, land was granted to free settlers and with it came the setting up of grant registers where the grants were recorded.⁸⁹ This required increased administrative staff and additional surveyors, as well as more room to store the registered plans.

An office for the Surveyor General was therefore soon built on the newly laid out Bridge Street, as evident on the 1807 'Plan of the town of Sydney in New South Wales',⁹⁰ drawn by James Meehan, a convict who had been assigned as an assistant to Grimes in 1800.⁹¹ The new office, known as the 'Lands Office', was located on the western end of a row of buildings erected for the civil officers of the young colony, including the Commissioner, Judge Advocate and Chaplain.⁹²

In 1802, when Grimes replaced Alt as Surveyor General, the first registration of private dealings in land was made in the Old Registers, on 6 March 1802.⁹³ These public registers, which still survive at the Land Titles Office, were set up at the Judge Advocate's Office to ensure compliance with the conditions attached to land grants and to protect land buyers from purchasing land with dubious or insecure titles.⁹⁴ In the Old System, as it is known, the chain of previous title deeds had to be searched at every transaction to ensure that the title history was good and there were no legal implications.⁹⁵

85 Kass, *Jewels in the Crown*, 2008, p13. Kass, *Sails to Satellites*, 2008, p3

86 Kass, *Jewels in the Crown*, 2008, p13

87 Kass, *Sails to Satellites*, 2008, p3

88 Kass, *Jewels in the Crown*, 2008, p13; Kass, *Sails to Satellites*, 2008, p2

89 Kass, *Jewels in the Crown*, 2008, p13; NSW Land & Property Information (LPI), Fact Sheet, *History of Land and Property Information*, January 2013, p1

90 State Library of NSW, Call No Z/Cc 89/7, Digital Order No a3940001

91 Kass, *Sails to Satellites*, 2008, p3

92 Kass, *Jewels in the Crown*, 2008, p13

93 NSW LPI, Fact Sheet, *History of Land and Property Information*, January 2013, p1

94 For this and the following see Kass, *Sails to Satellites*, 2008, pp3-4; NSW Land & Property Information (LPI), *A Brief History of the Records of the Registrar General*, March 2013, p11

95 Donnelly, G. J., *Fundamentals of Land Ownership, Land Boundaries and Surveying*, Intergovernmental Committee on Surveying & Mapping (ICSM), 2012

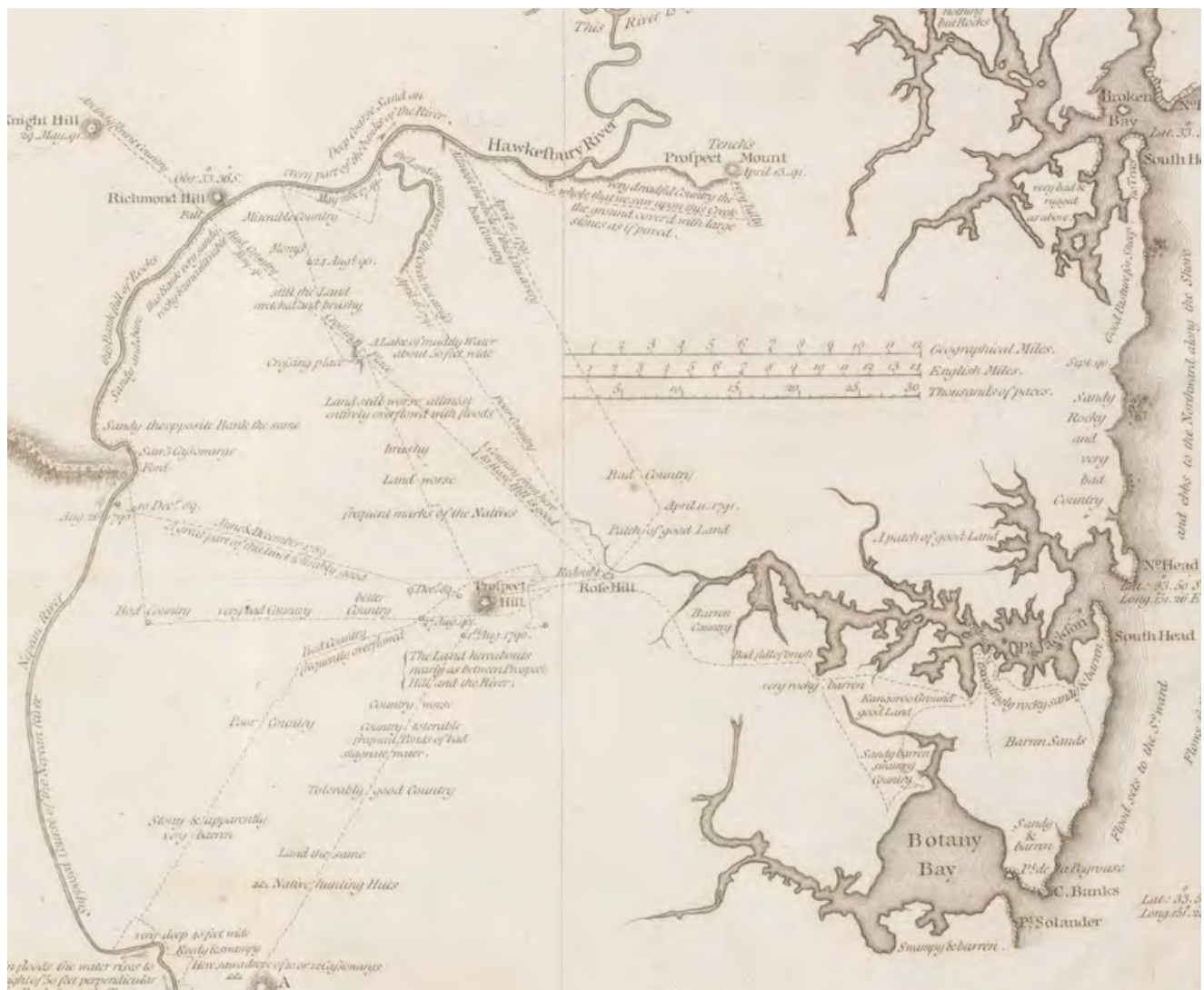


Figure 2.40
Detail from 'a map of the hitherto explored country contiguous to Port Jackson: lain down from actual survey', by J. Walker, engraver, dated 1791 or 1792. This early map provides a fascinating account of the first explorations of the Sydney hinterland, much of which was deemed 'bad', 'very bad', 'worse' or 'miserable' country
Source: State Library of NSW, Call No DL Q79/64, Digital Order No a928468h

This system was innovative for its time and built on reforms that had been recommended in England for years. There, however, the interests of the English aristocracy and wealthy members of the middle classes prevented any reform that included publicly accessible land titles records.

From 1812, John Oxley (1784-1828) was Surveyor General, with Meehan acting as his deputy.⁹⁶ Oxley was mainly involved in explorations to the interior, in search of the inland lake that was assumed to exist. As part of these explorative journeys, Oxley mapped the Lachlan and Macquarie Rivers. Meehan continued to survey grants and leases, including the early townships on the Hawkesbury, such as Richmond and Windsor,

as well as Liverpool and Bathurst. He also surveyed Hobart Town in Tasmania.

In these early decades, when small grants were issued to convicts, the main interest of the Crown lay in settlement.⁹⁷ With increasing numbers of free immigrants arriving by the 1820s, many of them from Britain's middle or upper classes, a new focus emerged - that of making money by land speculation and/or stock raising. The Surveyor General became a key official in the sale of land, particularly after the abolition of free grants, and was often put under pressure from these vocal land owners who were used to getting their own way.

96 Kass, *Jewels in the Crown*, 2008, p14 for the following

97 Kass, *Sails to Satellites*, 2008, pp6-7 for the following



Figure 2.41

'Sidney New South Wales' by Joseph Lycett, c1823, showing the harbour with the white settlement in the background and Aboriginal people on the shores in the foreground

Source: State Library of NSW, Call No DG V1/80, Digital Order No a928342

2.8.2 ALIENATION OF CROWN LAND

When Captain Arthur Phillip (1738-1814) proclaimed the new colony on 7 February 1788, the entire land mass of the Australian continent was claimed as the possession of the reigning monarch King George III and thus as Crown Land.⁹⁸ Only the Crown could sell or distribute land. The Indigenous population did not have any rights under the British doctrine of *terra nullius*.⁹⁹ Even today, all land that has not been alienated (i.e. transferred from the Crown to private individuals or bodies) by grant, sale or resumption remains Crown land.

The application of the *terra nullius* doctrine resulted in the dispossession of the Aboriginal people who had lived on the Australian continent for at least 40,000 years.¹⁰⁰ They were dispossessed of their land, and with this of their economy, society and often their lives.

The economic, religious and cultural system of the Aboriginal people, centred on hunting and gathering as the basis for a sustainable society, was (and is) founded on land and all it offered, not only in terms of providing food and shelter, but also by being the core of all spirituality.¹⁰¹

Initially, land was only granted to emancipists who were entitled to 30 acres if single, 50 acres if married, and an additional 10 acres for each child.¹⁰² From 1789, free settlers and military personnel could also receive grants which were much more generous. The first woman to receive a land grant was possibly Ellenor Frazer on 20 February 1794.¹⁰³

Until 1825, land grants were free, without any fees attached. From 1825, land started to be sold by private tender. A new survey of the colony was undertaken, and the settled districts were divided into counties,

98 NSW Land & Property Information (LPI), *Old System Information and Search Guide*, Sydney: NSW LPI, March 2013, p5

99 Ibid.

100 Castle, R. and Hagan, J., *Settlers and the state: The creation of an Aboriginal workforce in Australia*, *Aboriginal History*, 22, 1998, p24 for the following

101 Australian Government Website, 'Australian Indigenous cultural heritage', <http://www.australia.gov.au/about-australia/australian-story/austn-indigenous-cultural-heritage> (accessed 08/06/16)

102 NSW State Records, *Short Guide 8 - Land grants, 1788-1856* for this and the following

103 NSW State Records, *Archives In Brief 23 - Land grants prior to 1856*

hundreds and parishes. All unsettled land was to be valued and sold by tender, unless reserved for other purposes. Free grants ceased to exist in 1831, when all land had to be sold at public auction.

While correspondence regarding the alienation of Crown land was initially addressed to the Colonial Secretary, from 1856 the Surveyor General's Department was in charge of these issues, under the ministerial control of the Secretary of Lands.¹⁰⁴ John Robertson, the first appointed Secretary for Lands as well as NSW Premier, introduced the *Crown Lands Acts 1861*, which allowed buyers the selection of a limited area (40 to 320 acres) of Crown land at any time, even before a survey was undertaken.¹⁰⁵ This was known as 'Selection before Survey' or 'Conditional Purchase'¹⁰⁶ and generated a massively increased workload for the newly established Department of Lands.¹⁰⁷ The *Crown Lands Alienation Act 1861* regulated the sale of Crown land, while the *Crown Land Occupation Act 1861* allowed for the leasing of Crown land.¹⁰⁸

Anyone over the age of 16 could select a portion of available Crown land and make an application to the Lands Agent on 'lands day', which was every Thursday.¹⁰⁹ The application to the District Surveyor (or later the Local Lands Board) included a written description of the selected land on a form. The land had to be marked in one corner, if it had not been previously surveyed, and, after the application was processed and approved by the Conditional Sales Branch of the Department of Lands, a survey was carried out.¹¹⁰

The Lands Department was only concerned with the alienation of Crown land. Any further subdivision was handled by the Registrar General's Department or its preceding or successive offices.¹¹¹ Apart from alienation of land for settlement, the department was also responsible for the provision and classification of land for community services and social needs, including parks, recreation areas, baby health centres, public schools, hall sites, children's play grounds, sewerage, rubbish depots and other public purposes in residential areas. In country areas, land for showgrounds, race-courses, quarries, dip-sites, travelling stock routes were also dealt with.

By 1880, when the first printed Annual Report was issued by the Lands Department, the sale and lease of Crown land was administered by the following departmental branches:¹¹²

- Miscellaneous Branch - sale of land due to improvements (miner's right, pastoral tenants) and sales under specific clauses of the *Crown Lands Acts 1861*.
- Auction Sales and Statistical Branch - Auction of Crown land; sale by selection after auction and alienation under Volunteer Land Orders.
- Lease Branch - Pre-emptive right and annual auction leases.

The various branches were re-organised in 1887, when the Lands Department was divided into a Survey and an Administrative Section, with the latter now containing the Lease Branch, Conditional Sales Branch, and the Miscellaneous, Alienations and Reserves Branch.¹¹³

In cases where more than one party applied for an allotment upon the release of Crown land, a ballot was held to determine who would be offered each land parcel.¹¹⁴ Specific ballot boxes were used, containing numbered balls corresponding with the numbers of applications received. After the box was closed and shaken, a single ball was selected from the box.

Ballots were still held in the middle of the 20th century, for instance when, following the end of World War II, returned service men were settled on Crown land.¹¹⁵ This was carried out by the War Service Settlement Branch, established by the end of 1848. In addition, ballots were held at the Lands Department in Sydney to allocate donated farm animals to returned soldiers.¹¹⁶

104 NSW Land & Property Information (LPI), *History of Land and Property Information*, January 2013, p2

105 *Ibid.*

106 Stuart, I., The surveyors' lot: making landscapes in New South Wales, *Australasian Historical Archaeology*, 25, 2007, p44

107 Kass, *Jewels in the Crown*, 2008, p27

108 NSW Land & Property Information (LPI), *History of Land and Property Information*, January 2013, p3

109 Stuart, I., The surveyors' lot: making landscapes in New South Wales, *Australasian Historical Archaeology*, 25, 2007, p46 for the following

110 *Ibid.*; The Lands Office as it is I., *The Sydney Morning Herald*, 27 August 1878, p7

111 Harvey 1956, p3 for the following

112 Kass, *Sails to Satellites*. 2008, p143

113 Kass, *Sails to Satellites*. 2008, p157

114 ABC Open Website, 'Ballot boxes from the Queensland Lands Department, <https://open.abc.net.au/explore/59897> (accessed 16 June 2016). While this refers to the Queensland Department of Lands, it is likely that a similar (or the same) procedure would have been applied in New South Wales.

115 NSW State Records, *War Service Settlement Branch [Department of Lands]*

116 Ram Ballot, *Barrier Miner*, 21 November 1953, p8; Ram Ballot, *The Farmer and Settler*, 25 March 1955, p11

Various photographs taken during the 1950s ballots, included below, provide a glimpse of the interior of the Lands Department building and of the ballot systems in use. There appear to have been different boxes in use but both seem to have been able to be rotated. A wooden tray for the allocation of numbered balls is also shown in some of these photographs.



Figure 2.42
'Ex-Servicemen's sheep ballot: 100 Merino lambs from Mr Falkner', 9 September 1952
Source: State Library of NSW, Call No. Government Printing Office 2 - 02432, Digital Order No. d2_02432



Figure 2.43
'Ballot at Lands Department', 23 June 1954, showing the wooden tray for the numbered balls on the lower right
Source: State Library of NSW, Call No. Government Printing Office 2 - 05009, Digital Order No. d2_05009



Figure 2.44
'Sheep Ballot', 4 December 1953
Source: State Library of NSW, Call No. Government Printing Office 2 - 04020, Digital Order No. d2_04020



Figure 2.45
'Ballot for Merino Sheep', 23 November 1953
Source: State Library of NSW, Call No. Government Printing Office 2 - 03970, Digital Order No. d2_03970



Figure 2.46
'Ballot at Lands Department', 16 November 1953
Source: State Library of NSW, Call No. Government Printing Office 2 - 03953, Digital Order No. d2_03953

2.8.3 MEASURING THE LAND

In the early days of the colony, land was measured roughly by using the Metes and Bounds system.¹¹⁷ This system was based on a prose style description of a land parcel, based on natural landmarks, starting from a specific point and following the outline of an allotment using a compass, and describing distances and angles.¹¹⁸

With an increased need for accurate measurements from the 1820s, when land speculation started to emerge, new instruments were introduced that provided much more precise details.¹¹⁹ One of these was the theodolite, introduced in Australia in 1825 as one of the most accurate instruments, measuring horizontal and vertical angles.¹²⁰

The main instrument used at the time was, however, the circumferentor, a surveyor's compass typically mounted on a straight post or tripod. It located magnetic north, enabling the surveyor to define the north and south (or east and west) points on the survey. Due to magnetic variation, this instrument had its limitations and was only used until the late 1860s to mark out grants.¹²¹

Horizontal distances were measured with the Gunter's chain, a 66 feet long chain with 100 links.¹²² A brass ring marked every tenth link. The distance between two points was measured by one person holding the beginning of the chain at the start, with another person walking towards the end point in a straight line. The first person would walk past the second person to measure out the next section, continuing the line to the end point.

Surveying was a demanding task and, in the early days, often dangerous. There were several instances when surveyors were attacked or even killed by the local Aboriginal people.¹²³ Although the surveyors and assistant surveyors of the Surveyor General's Department were regarded as 'Gentlemen', and were paid much more than clerks within the same department, their work was strenuous and they often had to travel and live under primitive conditions. In later years, and particularly during the 1840s economic depression, the Survey Department had to rely on licensed surveyors who worked for the Department for a fraction of the normal salary of a government employed surveyor.¹²⁴ These semi-private

117 Kass, *Sails to Satellites*. 2008, p7

118 Survey History Website, 'Metes & Bounds vs. Public Lands', http://www.surveyhistory.org/metes_&_bounds_vs_public_land.htm (accessed 07 June 2016)

119 Kass, *Sails to Satellites*. 2008, p7

120 Kass, *Sails to Satellites*. 2008, pp7-8

121 Kass, *Sails to Satellites*. 2008, p7

122 Kass, *Sails to Satellites*. 2008, p8 for the following

123 Kass, *Sails to Satellites*. 2008, p10

124 Kass, *Sails to Satellites*. 2008, p31



Figure 2.47

A Gunter's chain used for surveying, a 66 feet long chain containing

100 links. It has brass handles on both ends

Source: National Museum of Australia, Graham Willcocks collection, File No. 2007.0021.0001



Figure 2.48

'Surveyor's camp - Southern NSW', c1873, showing surveyors posing with their instruments

Source: State Library of NSW, Call No At Work and Play 05887, Digital Order No bcp_05887



Figure 2.49

'Surveyor's camp - Molong NSW', c1890, showing surveyors and accompanying staff and family

Source: State Library of NSW, Call No At Work and Play 03698, Digital Order No bcp_03698



Figure 2.50

'Trompe l'oeil of a surveyor's desktop', watercolour by William Henry Wells, land surveyor and draftsman with the Surveyor General, dated c1842. The drawing depicts the surveyor's drawing tools (folding wooden rule, scissors, scalpel knife and dividers), and maps and subdivision plans (Mitchell's 1834 Map of the Colony; subdivision of the Town of Woodstock near Kiama; map of land grants on the North Shore; Wells's own map of the County of Cumberland). It also depicts flowers, a butterfly, a piece of sheet music, a family crest and Wells's unofficial version of the Australian coat-of-arms

Source: State Library of NSW, Call No. ML 1211, Digital Order No. a7831001, Album ID 1024099

surveyors, who used convicts for assistance, were in 1848 appointed to specific localities, and continued to carry out much of the surveying work after the Lands Department was established.¹²⁵

Licensed surveyors often surveyed land selected as part of conditional purchases, introduced in 1861.¹²⁶ Such surveys were generally carried out months after the selection had taken place. Meeting the selector on the land or at the selector's residence, the surveyor reported on the location and nature of the land, its suitability for agriculture, and on any improvements made on the land. After measuring the land and putting boundary markers in place, the surveyor drew up a plan and wrote a report according to the instructions and regulations published by the Lands Department at the time. Together with an accompanying letter, the documents were forwarded to the Lands Department in Sydney, where the plans were checked for inconsistencies by the Charting Branch and marked

on the charting copy of the relevant parish map held in the Sydney office.

The Lands Department building, completed in 1881, contained two important datum points for surveyors:¹²⁷

- State survey baseline standard in the marble flooring of the ground floor corridor. Consisting of steel rods set in the marble flooring of the Lands Building's eastern corridor, it was used by all surveyors to verify the accuracy of their surveyors' bands.
- Benchmark located on the Bridge Street sandstone facade. Used until today to measure height levels in New South Wales.

The accuracy of surveying progressively increased, with new surveying tools, standards and techniques being introduced.¹²⁸ Aerial surveying became increasingly

¹²⁵ Stuart, I., *The surveyors' lot: making landscapes in New South Wales*, *Australasian Historical Archaeology*, 25, 2007, p46

¹²⁶ *Ibid.* for the following

¹²⁷ Kass, *Jewels in the Crown*, 2008, p31

¹²⁸ Kass, *Sails to Satellites*, 2008, pp246; 254-255

important during the 1930s.¹²⁹ With the introduction of the Survey Coordination Act 1949, all survey plans had to connect to permanent marks placed by government employed surveyors in gazetted areas, creating a basic framework for subsequent development in land information systems.¹³⁰ Survey calculations were considerably simplified from the 1970s, when electronic distance measuring equipment (EDM) and, later, laser instruments started to be used.¹³¹

2.8.4 DRAFTING AND MAPPING

As the basic record system of any land administration, maps and plans have always been at the core of the business of the Department of Lands.¹³²

The plans and drawings created during the initial survey have become known as Crown plans. These illustrate the boundaries and physical features of specific land parcels, and provide other information such as names of owners or lessees.¹³³ Today, over 40 percent of Crown plans are still valid and used as the survey diagram for a title, while the remaining 60 percent have been used as the basis for all later plans, such as deposited plans and strata plans.¹³⁴

In 1834, Mitchell's 'Map of the Nineteen Counties' was published, along with a description of each of these counties.¹³⁵ The County of Cumberland, containing the area of the City of Sydney, was subdivided into parishes in May 1835.

By 1848, New South Wales was divided into 141 counties and further subdivided into parishes.¹³⁶ How the land has been subdivided is shown on county, parish and town maps which were prepared from the original survey plans (the Crown plans). In densely populated areas such as the City of Sydney, maps of smaller sections have been prepared, while in areas of low subdivision - for instance the Western Division of NSW, the county map remains the main plan.

Parish and town maps generally indicate the boundaries of individual land parcels, provide reference to the official survey plans for those parcels, often contain the name of the first land owner, grantee or lessee and, if prepared after 1863, the first title



Figure 2.51

Auction sales poster for Crown lands in Glebe, 1893, compiled, drawn and printed at the Department of Lands in Sydney
Source: National Library of Australia, Call No. MAP Folder 61, LFSP 870, nla.obj-230188135

information based on the Torrens Title system.¹³⁷ The surveyors who measured and explored the landscape often recorded Aboriginal place names and assigned European names to surveyed places.¹³⁸

Closely connected with surveying of Crown land was also the surveying and construction of roads, particularly in the early days when the main roads out of Sydney were established.¹³⁹ Many of the main roads were built under the tenure of Sir Thomas Mitchell in the 1820s and 1830s. All principal roads out of Sydney were measured from the obelisk in Macquarie Place, erected in 1818, which has been the zero point to measure the distance of roads from Sydney until today.¹⁴⁰ The Roads Branch of the Lands Department

¹²⁹ Kass, *Sails to Satellites*. 2008, p266

¹³⁰ NSW Department of Lands & Land and Property Information, *Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond*, Sydney: NSW Department of Lands, 2007

¹³¹ *Ibid.*

¹³² Harvey 1956, p3

¹³³ NSW Land & Property Information (LPI) Website, 'Crown plans', http://www.lpi.nsw.gov.au/land_titles/historical_records_online/crown_plans (accessed 14 June 2016)

¹³⁴ *Ibid.*

¹³⁵ Kass, *Sails to Satellites*. 2008, p27

¹³⁶ NSW Land & Property Information (LPI), *A Brief History of the Records of the Registrar General*, March 2013, p20 for the following

¹³⁷ NSW Land & Property Information (LPI) Website, 'Historical maps (cancelled editions)', http://www.lpi.nsw.gov.au/land_titles/historical_records_online/historical_maps_cancelled_editions (accessed 14 June 2016)

¹³⁸ Kass, *Sails to Satellites*. 2008, pp18-19

¹³⁹ Kass, *Sails to Satellites*. 2008, p20

¹⁴⁰ Monument Australia Online Database, 'The Obelisk', monumentaustralia.org.au/themes/landscape/settlement/display/23313-the-obelisk (accessed 16 June 2016); Kass, *Jewels in*

was responsible for the survey and proclamation of public roads in New South Wales.¹⁴¹

From 1892, the Drafting Branch of the Department of Lands started to prepare auction sale plans and posters for Crown land sales, many of which were very elaborate. These were prepared in the Lithographic Branch of the department.¹⁴²

By the 1880s, all the technical branches within the Lands Department, including surveying, drafting, charting, compiling and printing were contained within the Survey Office which was located on the top floor of the Department of Lands, where the lighting was ideal for this kind of work.¹⁴³

The Map Compiling Branch, responsible for the preparation of maps of towns, parishes, counties, municipalities, shires and Land Board districts,¹⁴⁴ was replaced in 1952 by the Central Mapping Authority which was responsible for mapping and surveying in NSW and included the Surveyor General and the Geographical Names Board.¹⁴⁵ The Central Mapping Authority was removed from the Department of Lands on 19 January 1976 and decentralised.¹⁴⁶

In 1975 the last plan drawn by hand was produced and the system of cataloguing of Crown Plans ceased to exist.¹⁴⁷ In 1977, most of the original plans in the Bridge Street plan room were captured on microfilm to preserve the delicate originals, which meant that copies could be made directly from the black and white microfilm copy. From 1983, all Crown plans had to be lodged as Deposited Plans at the Registrar General's Office.

2.8.5 STORAGE OF PLANS

Plans were generally numbered in either 'small' or 'large' numbers, depending if only a single plan (or a series of plans, such as portion survey was handed in.¹⁴⁸ The small number usually contained a letter to identify the location or area. Pitt Town, for instance, was registered as P.552. The large number was the plan number.¹⁴⁹

the Crown, 2008, p31

141 The Lands Department, *Australian Town and Country Journal*, 29 January 1898, p30

142 Kass, *Sails to Satellites*, 2008, p161

143 Harvey 1956, p3; The Lands Department, *Australian Town and Country Journal*, 29 January 1898, pp26-31

144 NSW State Records, *Helio standards of town and village maps [Map Compiling Branch, Department of Lands]*

145 NSW State Records, Record Agency - Department of Lands [I]; NSW Land & Property Information (LPI), *History of Land and Property Information*, January 2013

146 *Ibid.*

147 NSW Department of Lands and Land and Property Information, *Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond*, Sydney: NSW Department of Lands, 2007, for the following

148 Kass, *Jewels in the Crown*, 2008, p18

149 NSW Department of Lands and Land and Property Information,

When Thomas Mitchell (1792-1855) became Surveyor General in 1828, succeeding Oxley,¹⁵⁰ he brought some order into the rather complex affairs of the lands office. He established a separate room on the upper floor of the old Survey Office, which was to house all maps in alphabetical order.¹⁵¹ The letters and numbers assigned to each plan were noted by the Chief Draftsman on a list. Most plans were required to stay in that room if not used, with the exception of plans often used or copied. These could be stored in the Surveyor General's room, subject to it being noted in a special book of memorandum.

After the renovation of the old Survey Office in 1855, a new Plan Room was allocated for the storage of all original maps which were filed in 'portfolios'.¹⁵² All details were listed in the Plan Catalogue. The plans were carefully guarded and could not be taken out of the building without permission. From 1881, only tracings of original plans were issued to surveyors for use outside the building.¹⁵³

From then, original plans were stored in the Plan Room or Strong Room, a fire proof domed room located in the centre of the new Lands Department which was completed in 1881.¹⁵⁴ With its high ceilings and a dome with a skylight, it was specifically designed to provide as much natural light as possible. While many of the plans held at the Lands Department had been sent to the District Offices, many of them were returned in 1889 and by 1900, the Plan Room held 291,761 plans, 7,554 field books and 835 cancelled plans.¹⁵⁵

Larger plans were generally rolled and kept in tubes with others of the same small number series, while small plans were stored flat in pigeonhole shelves.¹⁵⁶ Larger flat plans were stored in plan drawers.

By 2007, the Bridge Street Strong Room still contained around one million hard copy records, including parish maps, charting maps, survey plans and survey notebooks, many of them dating back to the earliest days of European settlement.¹⁵⁷ These have been progressively moved to State Records for permanent archiving, as part of a major conservation and colour scanning project undertaken by the NSW Land and Property Information (LPI).¹⁵⁸ The plan room was closed to public access on 24 February 2012, with

Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond, Sydney: NSW Department of Lands, 2007

150 Baker, D. W. A., 'Mitchell, Sir Thomas Livingstone (1792-1855)', *Australian Dictionary of Biography*, Vol 2, 1967

151 For this and the following see Kass, *Jewels in the Crown*, 2008, p18

152 Kass, *Jewels in the Crown*, 2008, p21

153 Kass, *Jewels in the Crown*, 2008, p21

154 Kass, *Jewels in the Crown*, 2008, p31

155 Kass, *Jewels in the Crown*, 2008, p38

156 Kass, *Jewels in the Crown*, 2008, p44

157 NSW Department of Lands and Land and Property Information, *Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond*, Sydney: NSW Department of Lands, 2007

158 *Ibid.*



Figure 2.52

View of the interior of the Plan Room, c2007

Source: NSW Department of Lands and Land and Property Information, *Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond*, Sydney: NSW Department of Lands, 2007



Figure 2.53

Tubes with rolled plans in the Plan room, c2007

Source: NSW Department of Lands and Land and Property Information, *Making what's old new again. Bridge Street Plan Room 1828-2007 and beyond*, Sydney: NSW Department of Lands, 2007

around 90 percent of the records having become available online, in colour.¹⁵⁹

2.8.6 CONTROL OF LEASEHOLD OCCUPATION

From 1836, Commissioners of Crown Lands were appointed as the sole Government officials in areas outside the settled districts.¹⁶⁰ They had magisterial authority and were responsible for maintaining law and order in their districts. Unauthorised occupation of Crown lands, often referred to as squatting, had become an issue in these areas. Grazing leases and depasturing licences had been introduced to regularise settlement on Crown land, however, there was a need for law enforcement. The Commissioners ensured that Crown land was only occupied with a licence and they were in charge of a variety of other tasks, including the reservation of sites for public purposes, the issuing of travel passports for convict travel, the granting of hawkers' licences, the transfer of convicts to other districts, and the compilation of various reports.

In 1849, a Chief Commissioner of Crown Lands was appointed and all local Commissioners had to report directly to him instead of the Colonial Secretary (as had previously been the case). The Chief Commissioner's office was transferred to the Department of Lands in 1856 but ceased to exist in 1870 when it became known as the Occupation Branch of the Lands Department. From 1878, the Occupation Branch became part of the Department of Mines.¹⁶¹ In September 1882, the records of the Occupation Branch were destroyed in a fire at the Garden Palace where they had been stored.

2.8.7 ADMINISTRATION

To organise the work within the department and facilitate the dealings with other agencies, the Department of Lands contained several branches which were primarily concerned with administration, including the following that had been established by 1880:¹⁶²

- Ministerial Branch - dealing with all matters of ministerial functioning, including reports to parliament, proclamations, parliamentary returns and leave
- Account Branch - dealing with salaries, payments, etc.

¹⁵⁹ NSW Land & Property Information (LPI) Website, 'Bridge Street Plan Room to close', http://www.lpi.nsw.gov.au/about_lpi/announcements/2012/bridge_street_plan_room_to_close (accessed 20 June 2016)

¹⁶⁰ NSW State Records, *Archives in Brief 60 - Commissioners of Crown Lands for this and the following*

¹⁶¹ *Ibid.*; Cf. Kass, *Jewels in the Crown*, 2008, p22

¹⁶² Kass, *Sails to Satellites*, 2008, p143

- Record Branch - maintaining registers to keep track of correspondence and departmental matters

In 1887, the Head Office of the Lands Department was basically divided into a technical section and an administrative section. The Survey Office contained the survey, drafting and charting branches, while the Administrative Office included branches dealing with the public, records and correspondence. The following branches were contained within these two main sections:¹⁶³

Survey Office

Miscellaneous Charting Branch
Compiling and Lithographic Branch
Occupation of Crown Lands Branch (Drafting)
Roads Branch
Correspondence Branch
Plans Sales Branch
Plan Mounting Branch

Administrative

Inquiry Branch
Ministerial Branch
Conditional Sales Branch & sub-branches
Miscellaneous, Alienations and Reserves Branch
Deeds, Diagrams, Description and Noting Branch
Occupation Branch (Clerical)
Lease Branch
Correspondence Branch
Account and Stores Branch

By then, with the introduction of the *Crown Lands Act 1884*, a new, decentralised system of land administration was in place.¹⁶⁴ While retaining the principle of free selection before survey, the administration of the act was moved to the newly established local areas within the three main divisions in NSW - the Eastern, Central and Western Divisions. Land Agents, Local Land Boards and District Surveyors were appointed to cover one or more Land Districts within each of these divisions, allowing to consider the local environmental and economic factors influencing land alienation, and reducing the workload of the Head Office in Sydney.

2.8.8 DEED PREPARATION

With the measuring and mapping of land for the purpose of alienation being one of the main activities within the Department of Lands, the Deed Branch, which was one of the various branches within the department by 1880, was responsible for the preparation of papers for deeds of grants.¹⁶⁵ A description of the process of

preparing a deed for conditional purchase in 1878 is provided below:

*Then the papers go to the Description Branch for the description to be written in the deed, and that having been done they are sent to the Diagram Branch to obtain the diagram for the deed. From the Diagram Branch they go to the Deeds Branch, where the deed is engrossed; and the engrossing having been completed the deed goes to the Examiner of Descriptions, who ratifies the description and initials the margin. Then the deed is sent to the Minister for his initials. The Minister having found time to initial it the deed goes to Government House for the signature of his Excellency the Governor, and after that signature has been written upon it the document is sent to the office of the Colonial Secretary, where the great seal of the colony is affixed to it. From the Colonial Secretary's Office it is returned to the Land's Office, and goes into the Deeds Branch to be registered, and from the Deeds Branch it is sent to the Registrar-General for issue.*¹⁶⁶

The Department of Lands only dealt with Crown Lands; any further subdivision or transfer was entirely handled by the Department of the Registrar General.¹⁶⁷ With the titles and deeds being prepared by the Lands Department, they have officially been issued by the following offices over time:¹⁶⁸

- Colonial Secretary's Office (from 1788)
- Judge Advocate's Office (until 1823)
- Supreme Court (1823-1856)
- Registrar General's Office (from 1844)
- Land and Property Information (LPI)

From the earliest days of the colony, the offices of the Colonial Secretary, Judge Advocate and Surveyor General were located in a row of buildings on Bridge Street, facilitating dealings between these offices. When the Office of the Registrar General became independent of the Supreme Court in May 1857, it moved to premises in Castlereagh Street.

The Registrar General's Office was responsible for the creation of the Torrens Titles system of land registration in 1863, and has been responsible for its administration until today, in more recent times in a service level agreement with NSW Land and Property Information.¹⁶⁹ The Torrens Register was a revolutionary titling system which recorded all details

¹⁶³ The following is extracted from Kass, *Sails to Satellites*. 2008, p156

¹⁶⁴ Stuart, I., *The surveyors' lot: making landscapes in New South Wales, Australasian Historical Archaeology*, 25, 2007, pp44-45 for the following

¹⁶⁵ Kass, *Sails to Satellites*. 2008, p143

¹⁶⁶ The Lands Office as it is [I], *The Sydney Morning Herald*, 27 August 1878, p7

¹⁶⁷ Harvey 1956, p3

¹⁶⁸ NSW Land & Property Information (LPI), *A Brief History of the Records of the Registrar General*, March 2013, p8

¹⁶⁹ NSW Land & Property Information (LPI), *A Brief History of the Records of the Registrar General*, March 2013, p9

and interests affecting a title one single register page, including the first issue of the title and all subsequent transfers.¹⁷⁰

2.8.9 DISTRIBUTION OF DEPARTMENTAL ROLES WITHIN THE BUILDING

While there are no firmly dated plans from the initial phase of construction that would indicate the function of individual rooms within the Lands Building, the 29 January 1898 issue of the *Australian Town and Country Journal* provides a written account of the various room uses, including a number of photographs. The description, provided below, largely corresponds with undated plans for the building, also included below, which note the individual room functions on the various levels of the building. The endorsed 2015 CMP for the Lands Building estimated the date of these plans as c1895,¹⁷¹ and it is possible that these undated plans are the 1897 sketch plans referred to in Section 1.4 above.¹⁷² They may have, therefore, been prepared shortly before the *Australian Town and Country Journal* article was published.

The interior layout of the Lands Building was described as follows in 1898:¹⁷³

Ground Floor

Immediately to the left of the main entrance in Bridge-street lies the Information Bureau and Inquiry Branch, of which an illustration is given. The advantages which this branch offers to the public are too many to recapitulate here, but from the correspondence carried on, the number of lithographs of land open for selection that are distributed throughout the colony, and the many personal inquiries that are made by all classes of people, it is evident that the present Minister for Lands caused a want to be supplied when he instituted the Information Bureau. The Inquiry Branch itself was established about ten years ago, and is largely resorted to by land agents, solicitors, and other who are interested in matters that are receiving departmental consideration. In fact, seeing that imitation is said to be the sincerest form of flattery, it may be mentioned that both the Departments of Mines and Works have since seen fit to establish similar branches, in order to suit public convenience, and at the same time relieve the senior officers of those

departments from many interviews with the public, the necessity for which could well be obviated by a branch conducted on similar lines to that attached to the Department of Lands. It is perhaps sufficient, therefore, to say that the public receive prompt attention, and every effort is put forth to keep pace with present-day requirements. Both the Bureau and the Inquiry Branch are, in fact, well up-to-date, and the absence of red-tapeism is noteworthy.

On the same floor is located the Lithographic Branch, from which a vast number of plans of all descriptions are issued each year. It should not pass without mention that in the opinion of experts the general appointments, machinery, and fittings in this branch are second to none in the colonies, and the class of work carried out there will compare most favorably with that issuing from the best lithographic establishments, either public or private.

The undated plans note several rooms on the ground floor as being part of the Lithographic Branch, including four Lithographic stores, three Lithographic Map stock rooms, and two Lithographic Branch Machine Rooms. Two further Lithographic Branch rooms, including the Hand Press Room, not mentioned in the article, were located on the third floor according to the undated plans.

The ground floor appears to have been mainly where the public made their inquiries and where copies of plans were issued to those requesting them.



Figure 2.54

The Information Bureau on the ground floor, adjacent to the Bridge Street entrance, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30

170 *Ibid.*, p14

171 See *The Lands Building, Bridge Street Sydney, Conservation Management Plan*, prepared by the NSW Government Architect's Office for Government Property NSW, March 2015, p26 Figure 12. The relevant plans are from the DLWC Archive Office

172 No reference was given in the 2015 CMP in relation to these sketch plans

173 The following text in italics is copied from *The Lands Department, Australian Town and Country Journal*, 29 January 1898, pp26-31

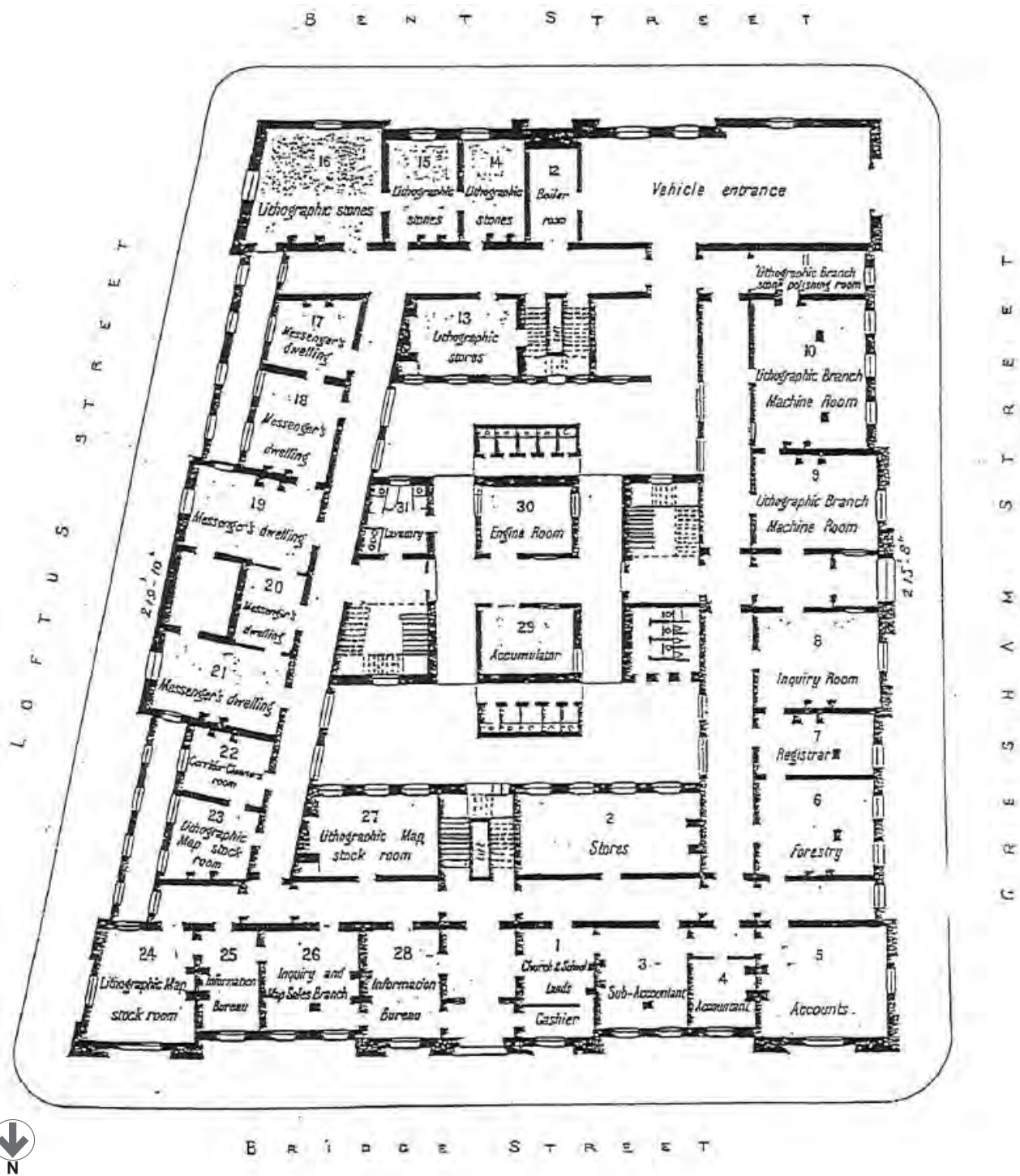


Figure 2.55
Lands Department Building, Ground Floor Plan, date unknown
Source: Original in the DLWC Archive Office, reproduced from the 2015 CMP, p239

First Floor

On the next (...) floor the Minister for Lands is located, and also the Under-Secretary, together with many of the prominent officials. Amongst our illustrations is one of "The Minister's Room" in which the Hon. J. H. Carruthers is seen engaged dictating to his private secretary. The room itself is of splendid proportions, and there is little doubt but that the business transacted there vies both in importance and quantity, if it does not exceed, that carried out in any other of our Cabinet Ministers' rooms.

In close proximity the Under-Secretary or permanent head of the department is to be found, and it certainly is problematical whether there is a busier official in the public service. Trained in the department, Mr. Houston has attained to the highest position open to him, and as Under-Secretary for Lands has rendered most able service, which has been fully appreciated by the different Ministers who have from time to time presided over the department. It is in fact needless to expatiate upon the work attaching to the position of under-secretary in any department, but in this particular instance it may safely be claimed that the position of Under-Secretary for

Lands is second to none, either in responsibility, importance, or indeed in any other respect. Mr. Houston's portrait will readily be recognised in our illustration.

On the same floor is located another branch, which is known as the Conditional Purchase Branch. Here are to be found records of all c.p.s., or, as they are commonly called, "selection," taken up under the provisions of the Act of 1861. Owing to this system of alienation having been in force for so many years, not to mention the fact that it still survives, it may well be imagined that the records are both voluminous and of great importance, and more constant reference is perhaps made to this branch than to any other.

The first floor contained those branches dealing with the 'Selection before Survey' applications. According to the undated plans, the Conditional Purchase, Sales and Lease Branches were located on this floor, including several administrative offices for Inspectors of Districts, the Board Room of the Metropolitan Land Board and the Conditional Sales Record Branch. The offices of the Minister for Lands and the Under-Secretary were located in the northwestern corner of the first floor.



Figure 2.56
The Conditional Purchase Branch on the first floor, 1898
Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p27



Figure 2.57

The Hon. J. H. Carruthers, Minister for Lands, in his office on the first floor, in 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p26



Figure 2.58

Mr Houston, Under-Secretary of the Lands Department, in his office on the first floor, in 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p27

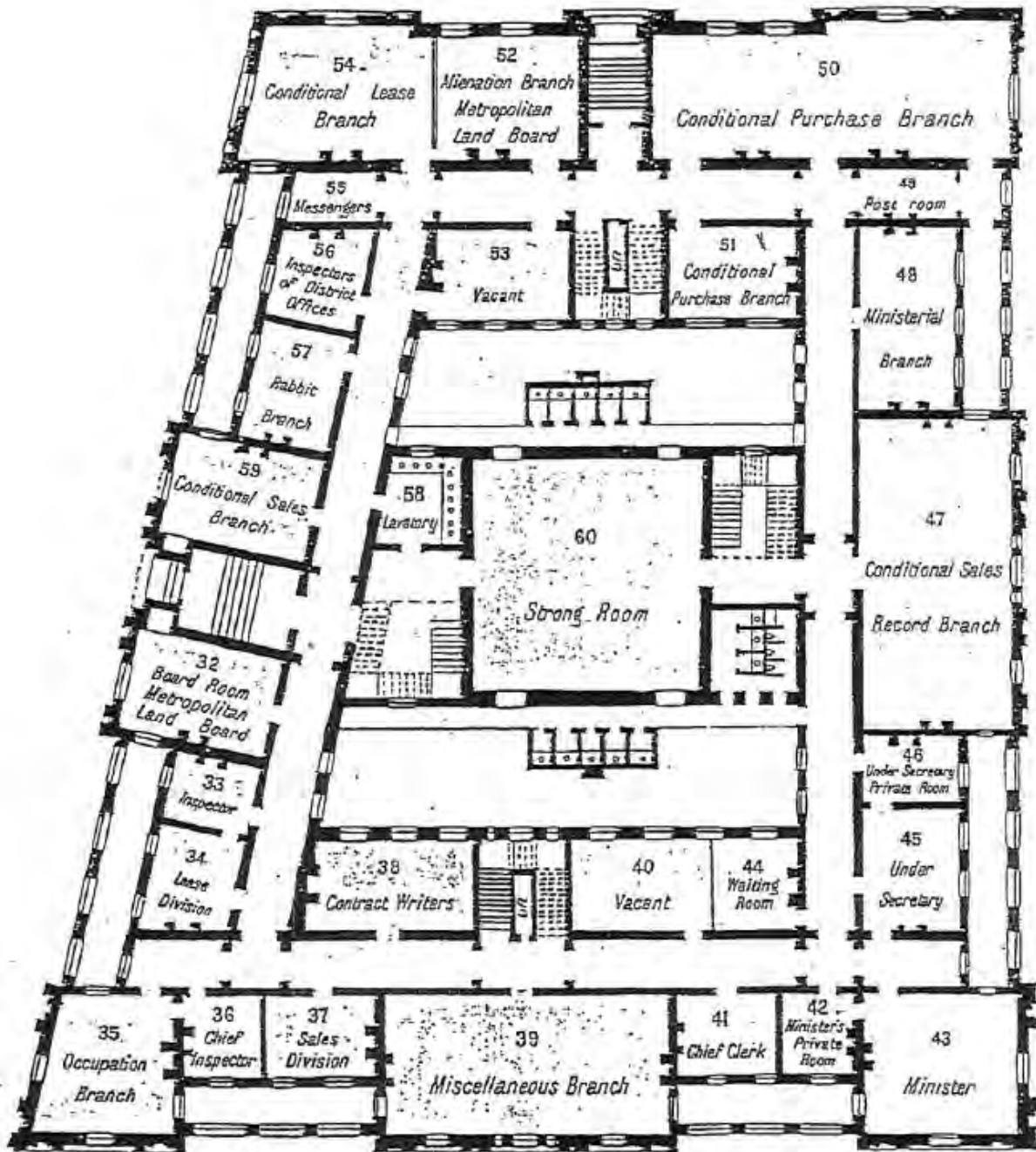


Figure 2.59

Lands Department Building, First Floor Plan, date unknown

Source: Original in the DLWC Archive Office, reproduced from the 2015 CMP, p240

Second Floor

On the next [second] floor the officials of the Department of Mines and Agriculture occupy most of the space, but a prominent officer of the Lands Department is still quartered there in the person of the Chief Surveyor. The alteration in the designation from Surveyor-General to Chief Surveyor is of comparatively recent dated, and Mr. Twynam, the present holder of the appointment, is practically a successor of Sir Thomas Mitchell and other well-known men who have occupied similar positions in past times. In addition to his present duties as Chief Surveyor, Mr. Twynam also acts as district surveyor for the Metropolitan Land Board district.

The Department of Mines and Agriculture occupied 26 of the total of 111 rooms within the building.¹⁷⁴ Based on the floor plans, the offices for the Minister and Under-Secretary of that department were located directly above those of the Heads of the Department of Lands.

Strong Rooms on three levels

This description of the Lands Department would not be complete without reference being made to the "strong rooms", of one of which we publish an illustration. Situated in the centre of the building and protected in every possible way from any risk of fire, these rooms, of which there is one on each of the three floors, are well worth inspection, and are found to be of the greatest utility for the storage of official documents. They form in fact a distinct feature of the building.

The top level of the multi level central Plan or Strong Room was where the original Crown plans were stored.



Figure 2.60

The Chief Surveyor's Office on the second floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30

¹⁷⁴ The Lands Department, *Australian Town and Country Journal*, 29 January 1898, p29



Figure 2.61

The Strong Room on the second floor, looking down to that on the first floor, 1898 (this image was wrongly labelled 'The Plan Room, Top Floor')

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30



Figure 2.62

'Foot of Staircase', likely on the first or second floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30

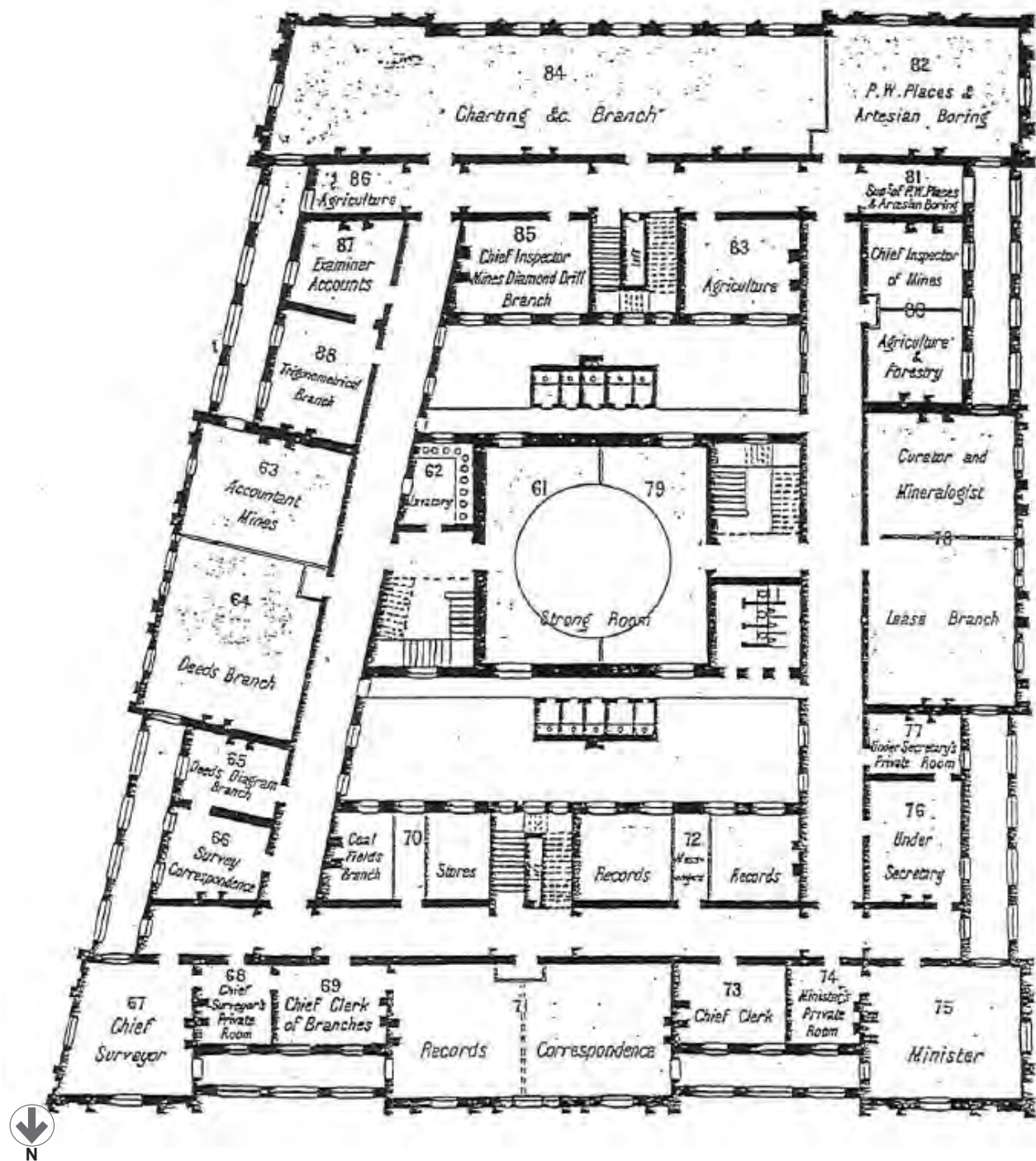


Figure 2.63

Lands Department Building, Second Floor Plan, date unknown

Source: Original in the DLWC Archive Office, reproduced from the 2015 CMP, p241

Third Floor

The next [third] floor is almost wholly occupied by the various drafting branches attached to the department, and several illustrations are given which present a very fair idea of the general conditions under which this important work is carried on. The main desideratum - plenty of light - has evidently been secured, and the lofty rooms, with the ample space secured to each draftsman, is in itself a sign that high-class workmanship in the preparation of the plans is aimed at and, no doubt, achieved.

In the Compiling Branches Nos. 1 and 2 what may perhaps be termed the higher-class compiling work is undertaken, such as, for instance, the preparation of maps of the colony, counties, towns, etc.; while in Branch No. 3 the more generally used maps of the various parishes into which counties are divided form the bulk of the work undertaken there. The maps compiled and prepared in these branches are in due course passed on to the lithographic branch, and every effort is made to see that the maps kept in stock by the department for sale and other purposes are reasonably up to date. The class of work turned out by these branches bears very favorable comparison with the various official publications of the other colonies.

The miscellaneous charting and the occupation branches undertake what may be termed the administrative section of the drafting work. In the former the work is evidently of a varied character, comprising as it does the charting of all alienations, reservations, etc., on the maps in daily use; the preparation of tracings to illustrate the various proposals that come before the department; the preliminary work in connection with proposed auction sales of Crown lands; and other matters of a like nature. In the second branch named all matters in connection with pastoral interests are first investigated and dealt with in a sufficiently comprehensive manner to enable the clerical staff proper to present the questions that arise for ministerial consideration, or to take such other action as may be found to be necessary.

The Roads Branch, which is located on the same floor, have an act of their own to administer, and here all questions relating to the survey or proclamation of the public roads of the colony receive consideration before being submitted to the higher authorities of the department. It will, of course, be seen that from the nature of the work this branch is always well occupied, and considerable tact and an intimate knowledge of public requirements are necessary in the

supervising officer; but in the present chief draftsman of the branch, Mr. Stopps - who by the way is one of the old departmental identities - the necessary administrative ability is certainly not wanting.

The only branch remaining which appears in our illustrations is what is known as the plan room. Here the many thousands of plans of surveys carried out at the instance of the department are safely and securely stored in a fire-proof room. Where so many plans are passing outwards and inwards every day there must of necessity be some system of recording the receipt or dispatch of these valuable documents, and it is sufficient perhaps to say that the system is such that it enables the clerks engaged in the room either to produce any plan without loss of time, or to tell anyone inquiring where it may be obtained.

The third floor level largely contained the survey office and its associated branches, charged with the drafting, compiling and storage of maps and plans. According to the sketch plan for this floor, the Lithographic Branch, with a separate 'Hand Press Room' for the printing of lithographs for publication was also located on this level, with the lithographic map stock rooms and stores noted on the ground floor. The *Australian Town and Country Journal* article only describes those on the ground floor and omits those on the third floor, as the only notable difference between the plans and the written account.

According to the undated plan, this floor level also contained the Metropolitan District Survey Office of which a photograph was provided in the 1898 *Australian Town and Country Journal* article.

A photograph of the Miscellaneous Charting Branch, on the plan indicated as 'Charting Branch', shows that the room was partitioned off by timber partitions. These had been inserted in 1897, as evidenced by a call for tenders for "cedar partitions", *Charting Branch, Lands Office, Sydney (12 tenders)*, lowest G. P. Jones, £51 10s¹⁷⁵ in the *Sydney Morning Herald* of 5 March 1897.

¹⁷⁵ Tenders for Public Works, *The Sydney Morning Herald*, 5 March 1897, p3



Figure 2.64

The Miscellaneous Charting Branch on the third floor, 1898. This clearly shows the new, full height timber partitions on the left

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p27



Figure 2.65

The No. 2 Compiling Branch on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p27



Figure 2.66

The No. 3 Compiling Branch on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p27



Figure 2.67

The Metropolitan District Survey Office on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30



Figure 2.68

The No. 1 Compiling Branch on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p26



Figure 2.69

The Occupation Drafting Branch on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p26

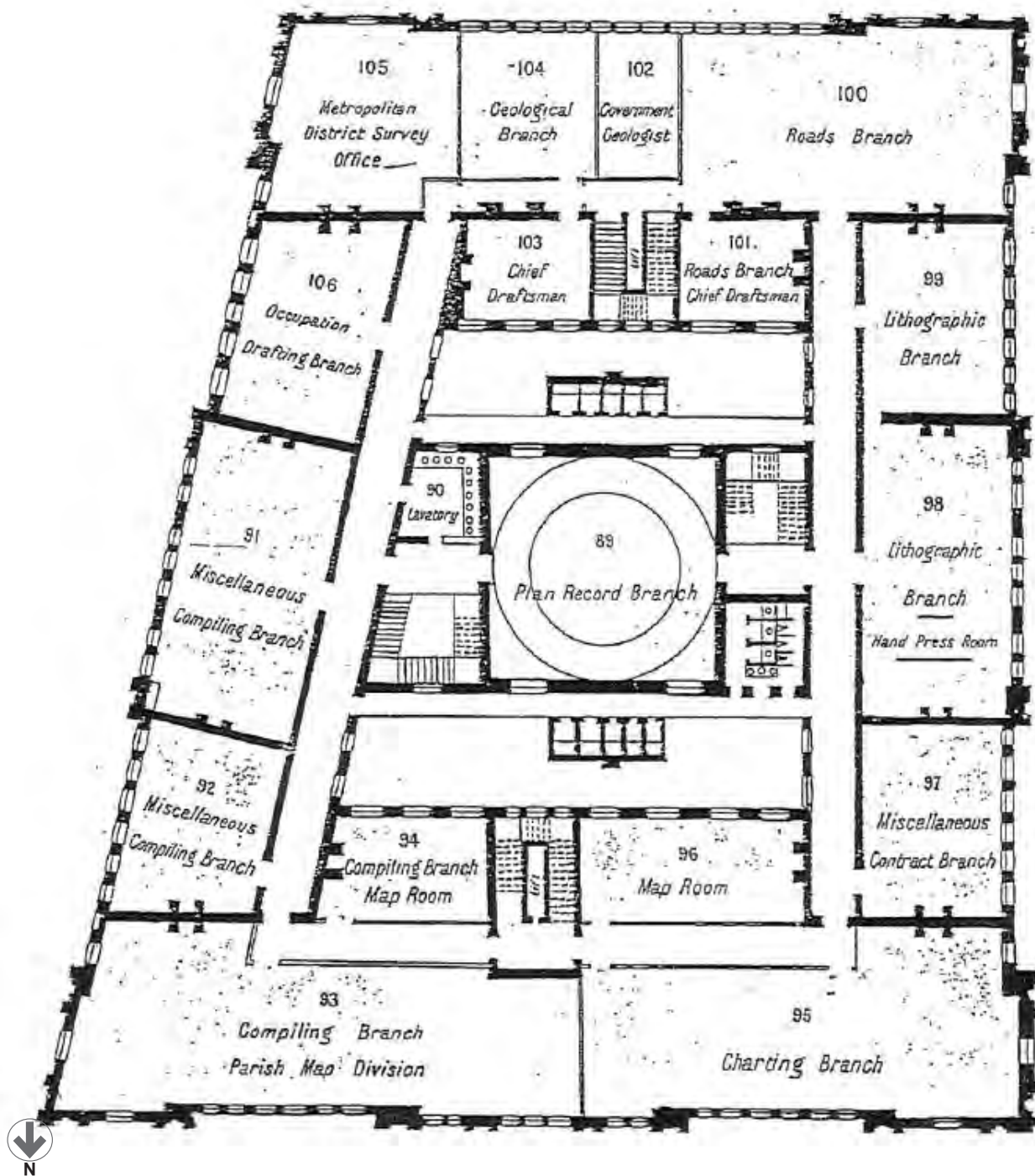


Figure 2.70
 Lands Department Building, Third Floor Plan, date unknown
 Source: Original in the DLWC Archive Office, reproduced from the 2015 CMP, p242

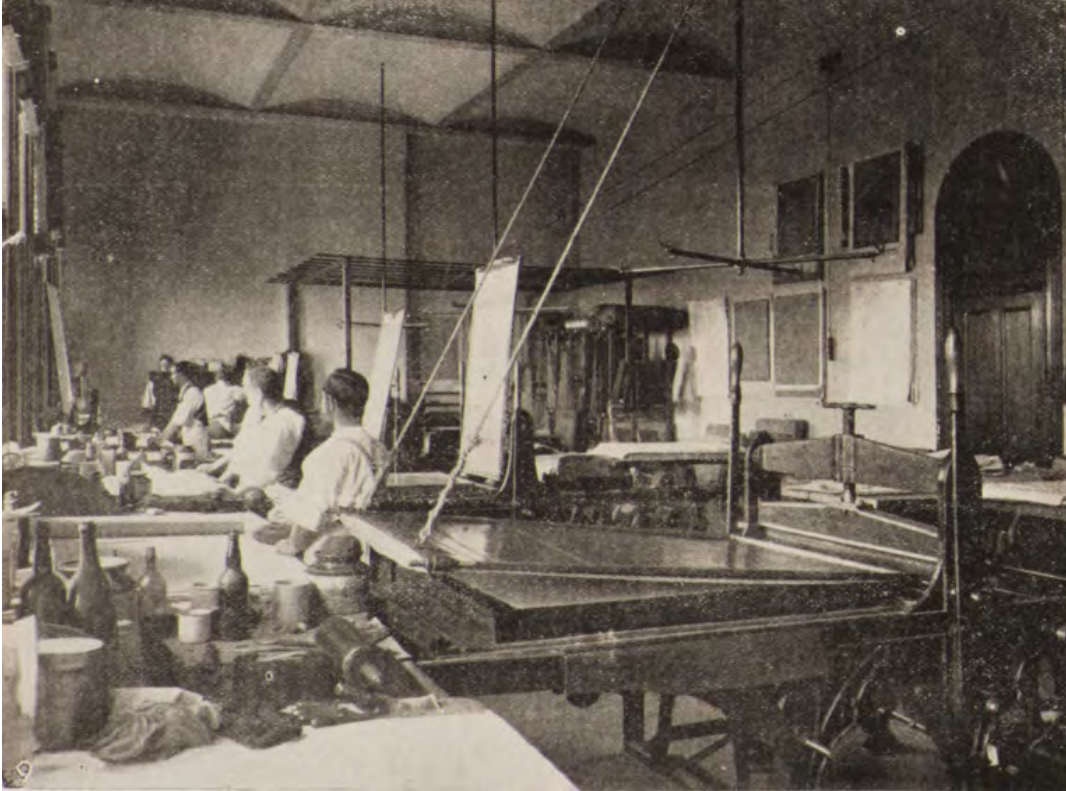


Figure 2.71

Lithographic Branch, likely the hand press room on the third floor, as suggested by the press in the foreground, 1898 (there were also Lithographic Branch rooms on the ground floor)

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p26



Figure 2.72

The Roads Branch on the third floor, 1898

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p26

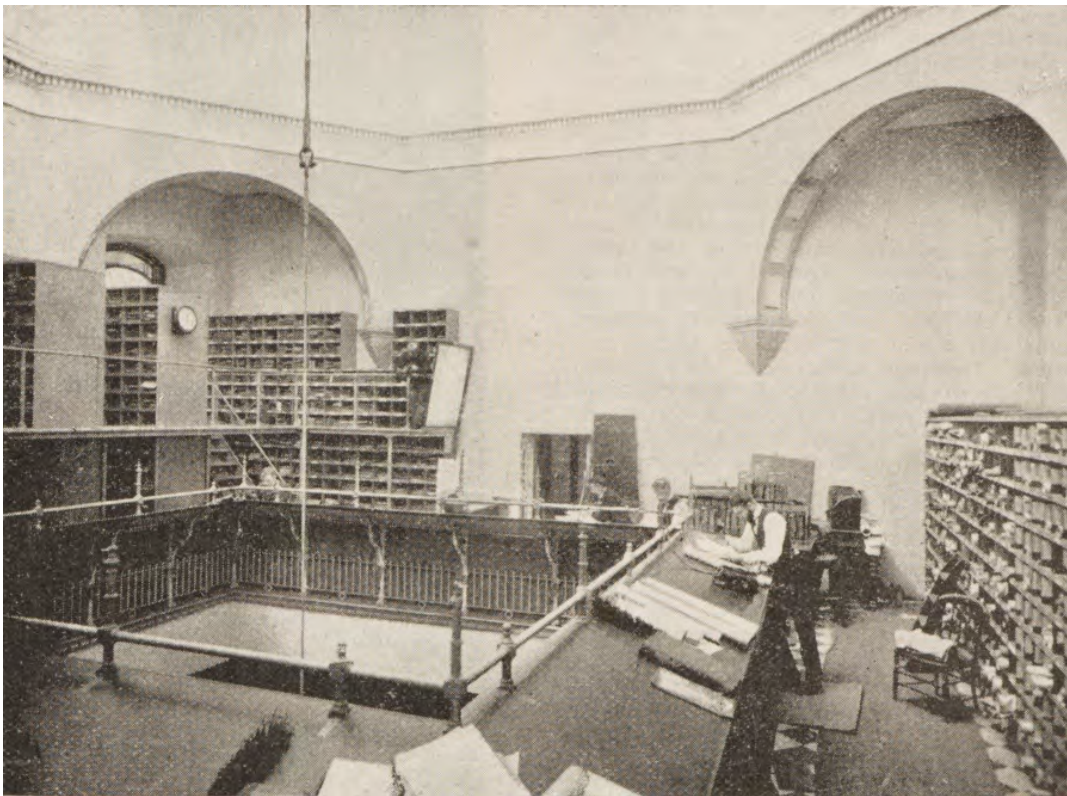


Figure 2.73

The Strong Room on the third floor, 1898 (wrongly labelled 'Strong Room, First Floor')

Source: 'The Lands Department', *Australian Town and Country Journal*, 29 January 1898, p30

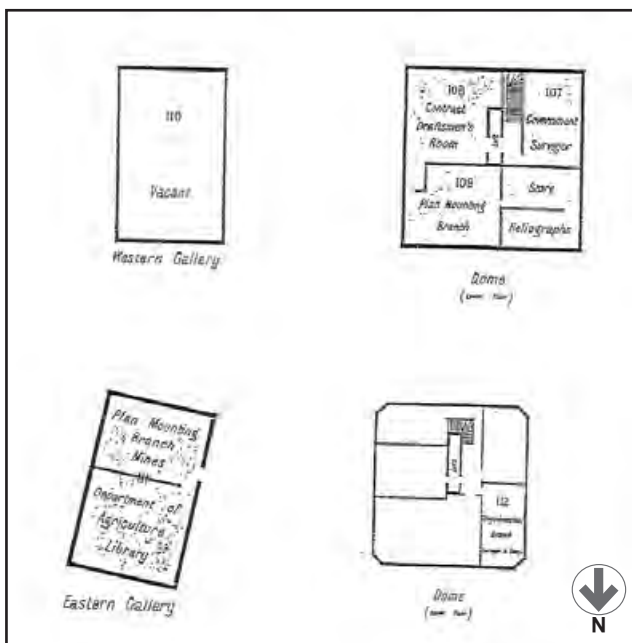


Figure 2.74

Lands Department Building, Domes and Galleries Floor Plans, date unknown

Source: Original in the DLWC Archive Office, reproduced from the 2015 CMP, p243

2.9 SUMMARY CHRONOLOGY

1788	Surveyor Augustus Alt pitches his surveyor's tent east of the Tank Stream.
1789	<i>House built for Judge Advocate; Houses for Quarter Master and Chaplain built close by.</i>
1791	<i>House for Surveyor General erected on the western end of the site along with several other buildings.</i>
1798	<i>Surveyor General's house destroyed by fire.</i>
1799	<i>New house for Surveyor General built on site.</i>
1842	<i>Office of Surveyor General housed in former Judge Advocate's house.</i>
1861	<i>Robertson Land Acts create expansion of activities and staff numbers; Office space is leased elsewhere.</i>
1865	<i>James Barnet takes over from Alexander Dawson as Colonial Architect.</i>
1876	<i>Barnet prepares plans for the new Lands Department Building; Tenders are called for Stage One of the building in April; John Young's tender accepted in May; Excavation work commenced in June; Foundation stone laid in October.</i>
1880	<i>Completion of Stage One along the Bridge Street frontage with 80 feet returns to East & West.</i>
1887	<i>Tenders called for Stage Two in August.</i>
1888	<i>Tender won by Waine and Baldwin excluding joinery and finishing trades; Commencement of Stage Two works.</i>
1890	<i>W. L. Vernon takes over as Colonial Architect following the resignation of J. Barnet; Barnet suggests, on advice from Henry Parkes, the names of 48 men who had devoted themselves to the exploration of Australia for commemoration in portrait statues in niches around the façade of the building.</i>
1894	<i>Stage Two works completed. Hydraulic lifts completed.</i>
1898	<i>Additions to strong room.</i>

1919	<i>Infill of some arcade balconies involving the demolition of walls and new glazing to exterior; Improvements to lighting to the lowest 3 levels.</i>
1924	<i>Additional lavatories.</i>
1937	<i>Ladies WC remodelled.</i>
1938	<i>Approval for the clock to be installed on the tower and throughout the building by Prouds Ltd.</i>
1946	<i>Mezzanine in ground floor constructed.</i>
1950	<i>Roof fire escape.</i>
1951	<i>Emergency power and alterations to hydraulic lifts.</i>
1958	<i>New lifts installed.</i>
1975	<i>Fire protection installed.</i>
1977-83	<i>Restoration works commence including stonework and internal restoration; A/C, fire protections and cooling tower installed; New fire isolated stairs (concrete bunker).</i>
1984	<i>Ministers suite renovated; Fire breaks out in the roof space of Bent and Gresham Street frontages.</i>
1985-86	<i>Fire damage refurbishment works carried out; A/C to ground floor; New paint scheme for the entire building prepared by the Public Works Department.</i>
1986	<i>A/C and Communications works continue; Demolition and alterations to fourth floor stair enclosures; Painting of the ministers office.</i>
1987	<i>Additional toilets in the roof space adjoining room 402; Sprinklers and EWAC system installed; Repainting generally; Marble tile and cast iron stairs restored to eastern stair; Some areas of new carpet.</i>
1988-90	<i>Restoration works.</i>
1993	<i>Repainting 3rd floor; Upgrade to lifts including new lift cars in existing shafts.</i>
1994	<i>Roof space sprinklered; Stairwells repainted; Toilet refurbishment and repairs to lightwells.</i>

1995	<i>Upgrade works to copper box guttering around entire perimeter of the roof and copper dome; Machinery to clock system replaced.</i>
2000	<i>Repair and repainting to northern lightwell and catwalk.</i>
2001	<i>New corridor and stairwell lightings installed.</i>
2002-03	<i>Installation of floor mounted A/C units to the third floor.</i>
2004	<i>Balcony restoration works including opening up of previously enclosed balconies to levels one and two.</i>
2005	<i>A/C to the first and second floor attached to existing chilled water system.</i>
2008	<i>Repair works to the Bent Street entrance; Repair to floors in Rm219; Repair to lath and plaster ceiling; Disabled access provided at the Gresham Street entrance.</i>
2009	Department of Lands is abolished and staff and functions are transferred to the Land and Property Management Authority
2010	<i>Stone program façade conservation works including a new statue.</i>
2014	Government Property New South Wales (GPNSW) calls for Expressions of Interest (EOIs) from developers, investors and hotel operators for adaptive reuse of the Lands and Education Buildings for tourism related purposes.
2015	Conservation Management Plan prepared by the NSW Government Architect's Office, dated March 2015, is endorsed by the NSW Heritage Council.
2015	Stage 1 Development Application is approved by the NSW State Government in August 2015.
2015	GPNSW awards Pontiac Land Group the right to lease and adaptively reuse the Lands and Education Buildings as a landmark luxury hotel.
2016	The Government commences to vacate departmental staff from both buildings.

2016	Update of the 2015 Conservation Management Plan by GBA Heritage as part of the Stage 2 SSD Application for the Lands and Education Buildings.
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3.0

SITE DESCRIPTION

3.1 INTRODUCTION

This section describes the current buildings and their context. The description has largely been copied verbatim from *Part 3 - Physical Description* and *Part 7 - Element Summary* contained in the endorsed *Conservation Management Plan* for the Department of Lands Building, prepared by the NSW Government Architect's Office, dated March 2015. The two sections from the 2015 *CMP* have been reorganised and merged to provide a concise description the building, with the extracted text being reproduced in *Italics*. Some additional headings have been added to those reproduced from the 2015 *CMP*, with minor editing to the text to improve readability. Additional text by GBA Heritage is provided in regular font.

3.2 URBAN CONTEXT

The Lands Building is a landmark in Bridge Street that makes a major contribution to one of the most intact late Victorian-Edwardian streetscapes in Sydney. The building was constructed in the late-Victorian Italian Renaissance style. It follows classical design conventions with a rusticated basement, two arched levels and an attic storey with a balustrade parapet.

The Lands Building is located on Bridge Street, Sydney and occupies the entire block bounded by Loftus Street, Bent Street and Gresham Street.

From the beginning of colonial settlement this part of Sydney was the administrative centre following the construction of the first Government House (1789). [...]

Between 1832 and 1840 a number of street and property alignments were made in association with the development of Semi-Circular Quay and the eastern extension of Bridge Street. However, it was the construction of the Treasury Building (1851), the Chief Secretary's Building (1873 & 1890) and then the Lands Building (1876–93) that firmly transformed the domestic scale and character of Bridge Street into that of impressive public buildings.

Nowadays the Lands Building forms part of a cohesive group of landmark sandstone buildings, which are



Figure 3.1

The Lands Building is now surrounded by high rise development of mixed character. Macquarie Place can be seen to the right of the Lands Building and Farrer Place to the left of the Education Building.

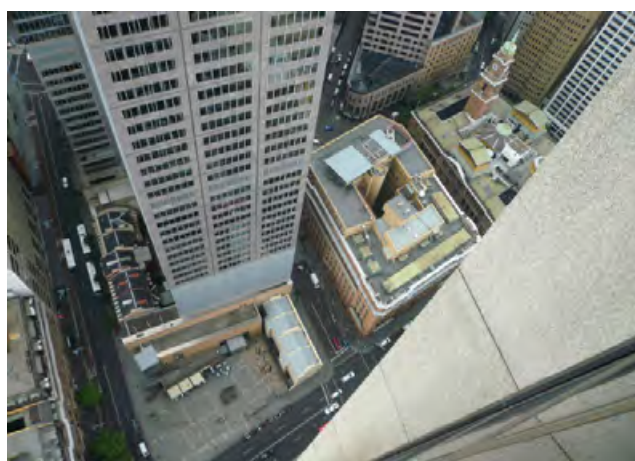


Figure 3.2

The Lands Building, in the upper right corner, is now surrounded by high rise development of mixed character. First Government House Site, the forecourt of the Museum of Sydney, can be seen to the left.

associated with a major colonial government building program in the 1880's. It contributes to one of the most intact late Victorian/Edwardian precincts and the core nineteenth and twentieth century government/administrative precinct in Sydney along Bridge and Macquarie Streets. Together with the Chief Secretary's Building, the former Treasury and the Education Department Building, the Lands Building contributes to this monumental streetscape that reinforced the role and importance of government. The development of the nearby Governor Macquarie Tower as a major public building enhances the public and institutional character established by the Department of Lands and Education Buildings.

The area retains evidence of its establishment by Governor Macquarie as the geographic and administrative centre of the colony through the nearby sandstone obelisk placed at the centre of Macquarie Place to mark the point from which all distances in the colony were measured, providing a subtle link with the history of the Lands Department Building.

Surrounded by high rise development the limited height of the heritage items establishes a visual relief to the area, enhanced by Macquarie Place Park and Jessie Street Gardens to the north.

3.3 VIEWS TO AND FROM THE SITE

Bridge Street was the earliest east-west link across the Tank Stream between George and Macquarie Streets. There is an important visual connection along Bridge Street towards the Conservatorium of Music and towards the water. Other views are distinguished by significant buildings within the area, many of which have elegant roof features. The mix of high and low rise buildings provides visual relief in what is generally a built up area.

The Department of Lands Building is a landmark building with a significant visual presence from many surrounding streets. Particularly significant views to the building from public vantage points are up Loftus Street and down Bent Street. The elegant tower closes the vista in Bent Street. The highly detailed roofscape is overlooked by many high-rise buildings surrounding the site.

The relationship between Macquarie Place Park and the Department of Lands Building creates an important visual and historical link.

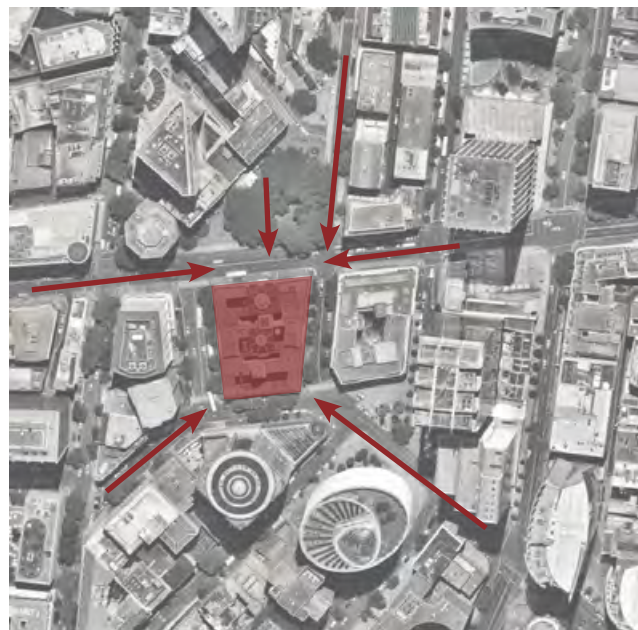


Figure 3.3
Diagram showing significant views, with the Lands Building highlighted red
Source: Nearmap



Figure 3.4
The Lands Building seen from Bridge Street with Macquarie Place on the left and the Education Building adjacent to the rear. The former Chief Secretary's Building can also be seen in the background.



Figure 3.5
The Education and Lands Building seen from the eastern end of Bridge Street



Figure 3.6
The Lands Building seen from the northwest side of Bridge Street



Figure 3.7
View along Gresham Street with the Lands Building on the left



Figure 3.8
View of the Bridge Street elevation of the Lands Building as seen across Macquarie Place



Figure 3.9
The Lands Building seen from Spring Street



Figure 3.10
The Lands Building seen from Bent Street, with the Education Building and Farrer Place on the right

3.4 CONFIGURATION OF CONSTRUCTION

The Lands Building is a large sandstone building that occupies the entire block with a main public entrance from Bridge Street. The main building is a four storey structure with a trapezoidal configuration in plan. It is constructed in the late-Victorian Italian Renaissance style and follows classical design conventions with a rusticated Ground floor / Basement, two arcaded levels and an attic storey with a balustrade parapet.

The building has a large dome (originally housing an observatory) above the Bridge Street entrance, two internal courtyards and a glass roof light over the centrally located strong room (records storage area). A tall clock tower abuts the southern courtyard.

The Lands Building is particularly well known because of its façade portrait statues and clock tower.

The building is of load bearing masonry wall construction with sandstone [...] on its external street elevations, and rendered brickwork on its internal courtyard elevations and internal walling. The building has a complex roof structure with part pitched and part almost flat metal tray deck roof sheeting on timber battens supported by timber rafters, timber under-purlins and steel trusses.

The floor structures are typically timber floor boards, timber joists and steel beams. The floor structure within the roof space comprises of steel beams supporting concrete arched floors. Solid masonry arched floors are also used in corridor and balcony areas. Lath and plaster ceilings are fixed to the underside of the floor joists, with boxing around the steel beams. The building is supported on strip footings sitting on sandstone bedrock.

Two internal courtyards act as light wells allowing natural light and ventilation into the internal spaces within the building. An essentially free standing toilet block is located within each light well, one male, one female accessed from the galleries along cast iron walkways.

3.5 DESCRIPTION OF THE BUILDING EXTERIOR

3.5.1 THE FACADES

Masonry detailing on the Lands Building is similar to that employed on Barnet's other major public office buildings and is fairly strictly classical without excessive Victorian embellishments.

Each façade of the building is designed as a symmetrical plane surmounted by a dominant roof element. Each façade has a different portico and entrance treatment and each upper floor has pilasters of a different classical order. String courses, cornices and the rusticated basement level bring a strong horizontal emphasis to the building that unifies the façades.

The ground, first and second floors have pilasters and entablatures respectively of the Doric, Ionic and Corinthian orders, each order standing on an appropriate pedestal.



Figure 3.11

The Bridge Street elevation of the Lands Building, with open and enclosed balconies on upper floors



Figure 3.12

The Gresham Street elevation of the Lands Building

The North, East and West facades are each divided vertically into 5 distinct sections with centrally projecting pediments. The outer bays are more solid creating strong corners to the building, and feature niches at each level for portrait statues of Australian explorers. The centre bays project giving added emphasis to the entry porticos and are elaborated with Venetian windows on the two arcaded levels and roof level ornamentation. The sections of the facades between the central and outer bays contain arcaded verandahs some of which have been infilled and reopened. The south facade whilst similar in general character has no arcaded sections and is surmounted by the clock tower.

The clock tower is 200 feet (61 metres) high above the Bent Street entrance floor level. The exterior of the tower is decorated with elegant urns, pediments, cornices and columns, capped with an elegant onion shaped copper dome with a ring of ornate copper acrotera at the base. While the clock tower was built in 1890, the clock wasn't installed until 1938.

On the East and Western facades, the central bay is accentuated by a classical pediment and surmounted by a dome topped by a tempietto featuring oval windows and elaborate acrotera.

All twelve niches on the Bridge Street façade are filled with statues executed by master masons employed by John Young.

In Bridge Street, the roof is surmounted by a domed attic mansard. Based on a square the dome rises to an octagonal lantern surmounted by a circular revolving copper clad dome originally designed as an observatory.

A moat is located at sub street level outside the external walls. Constructed as a continuous semi-vaulted tunnel section, broken by brick transom ribs the moat extends the full length of the building beneath the Loftus and Bent street pavements and for at least half the length of Bridge Street and Gresham Street pavements.

Cast iron grilles at pavement level permit light and ventilation into the moat area, which in turn acts as a light and ventilation shaft for the rooms below ground level.

3.5.2 THE MAIN ENTRANCES

The building has public entrances in the centre of each facade with those from Bridge and Gresham Streets accessing the Ground floor level and those in Loftus and Bent Streets giving access by stairs to the first floor level. The four official entrances are recessed



Figure 3.13
Arcaded verandahs and niches with statues on the Bridge Street elevation



Figure 3.14
Rustication on the corner of Gresham and Bent Streets, looking north



Figure 3.15
Looking up on from the Gresham Street entrance, showing the richly decorated projecting portico and balcony above



Figure 3.16

The main public entrance on Bridge Street, showing the ornate keystone carving depicting 'Australia' and part of the finely detailed iron gates with 'Department of Lands' lettering

with moulded pediments atop either archway or selected red granite columns, with wrought iron gates. The entries are protected by the projecting pediments. Each official entrance is different. Carvings are soft in locations and some portions missing. Salt contamination [is evident] in some locations.

Each entrance served a different use within the building and the stonework detailing and carvings at each relate to different themes. The key stones above each entrance also relate to a vertical series of carvings above, each generally reflecting a hierarchy vertically on the building. This is also reflected in the vertical progression of the orders of architecture on the facades from Doric at the base to Ionic and to Corinthian at the top.

3.5.2.1 BRIDGE STREET ENTRANCE

The main public entrance is from Bridge Street. A projecting portico protects an ornate keystone carving depicting 'Australia' with an elaborate garland of fruit and flowers. The words '1877 Public Entrance' span across the arch either side of the 'Australia' keystone. Carved inserts of the initials VR and a crown are located either side of the first floor window. To the right of the main Bridge Street entrance is a survey mark plug and plaque.

Finely detailed iron gates with the words 'Department of Lands' to the front of the main entrance. The entry foyer has undergone substantial alterations and internally limited original fabric remains. On the upper floors facing metal windows form an enclosure to a number of the balconies.

The Bent Street entrance was repaired in 2008 with structural stabilisation of the lintel stone above the red granite columns. This stone element has cracks and was stabilised with stainless steel reinforcement placed horizontally through its length it is totally concealed and its location can only be seen with the faint outline of the drill points on the ends on the stone.



Figure 3.17

The survey bench mark plug and plaque adjacent to the Bridge Street main public entrance

3.5.2.2 LOFTUS STREET ENTRANCE

The Loftus Street entrance has a clock with gilded hands and numerals, it is centrally mounted over a timber pediment and within the top light. Below this are two large timber multi panelled doors with carved central panels and bronze door knobs mounted on shields. The timberwork is painted externally and the Australian red cedar clear finished internally.

The Loftus Street entrance includes a portrait head representing 'New South Wales' below a Baroque scrolled pediment supporting the NSW State Coat of Arms. The carvings were likely to have been executed by William P McIntosh and feature native flora including waratahs in the hair of 'New South Wales' and in the Coat of Arms. The pediment is supported by two red granite columns and pilasters.

A keystone portrait head carving representing Britannia is located above the first floor window. The location of the carvings in conjunction with the changes in architectural orders, including the more ornate and detailed towards the top of the building may also reflect hierarchy and importance.



Figure 3.18
The Loftus Street entrance with scrolled pediment and NSW State Coat of Arms, and carved portrait head representing New South Wales



Figure 3.19
The Gresham Street entrance to the Lands Building, showing the different classical orders on the central projecting portico and balcony

The architectural significance and detail is not only reflected in the stone work. The slate steps, red cedar joinery and clock to the Loftus Street entrance make an important contribution to the building. Similar cracking [to the Bridge Street entrance] exists on the Loftus street entrance [and] this is to be monitored [...].

3.5.2.3 BENT STREET ENTRANCE

The Bent Street entrance features a Royal Coat of Arms and a keystone portrait head of Queen Victoria. Above her is a carving of 'VR' and the numbers 18 and 90 to either side.

The door is constructed from red cedar that has been painted a dark colour and a glazed circular section appears where on other facades a clock is inserted. Similarly to Loftus Street red granite columns and pilasters support the pediment.

The Bent Street façade is more ornately detailed than Loftus or Gresham and incorporates red granite columns across the upper levels. The presence of Queen Victoria, the large beautifully carved Coat of Arms and the use of granite across the façade indicates that this may have originally been a significant entry comparable to the Bridge Street entrance.

3.5.2.4 GRESHAM STREET ENTRANCE

The Gresham Street entrance also incorporates red granite columns and pilasters with carved stalactites in bands between polished sections. This entrance reflects the strong relationship between the land and Aboriginal people with the keystone carving at ground level representing an Aboriginal face and stalactite detailing.

The portrait head in the keystone over the first floor balcony represents Captain James Cook and a representation of Britannia is located over the second floor balcony. These were carved by master masons during Stage Two construction works by Wayne and Baldwin.

Full height wrought iron gates are located at the entrance as well as the carriage entrance towards the Bent Street corner. Trachyte bollards are used on the corners of the carriage entrance and evidence of the original paving remains in parts of the driveway.

It is evident from the detail of the carvings that each entrance was originally used for a specific purpose, perhaps relating to the use of different parts of the building. This is no longer the case; Bridge Street is now the primary entrance.

3.5.3 EXTERNAL WINDOWS

3.5.3.1 TIMBER WINDOWS

The windows are a dominant feature of the building and reflect the original design intent relating to the intended building use in their placement and degree of refinement.

The use of numerous and expansive windows in the drafting offices and other areas to afford good light quality within the spaces. The timber windows vary in style, size and configuration throughout the building. All are built of rare Australian red cedar. Windows are generally double hung sashes. Many windows are highly detailed with curved heads.

Some windows have original glass. Many windows have an original ventilation system, internal sill boards have brass air registers which connect to external vents.

3.5.3.2 METAL WINDOWS

Some metal windows remain on the Northern Bridge Street façade. These windows are from a later development stage in 1919 where the open verandahs were enclosed to increase the operational internal spaces within the building.

These remaining windows are generally off kitchenettes and corner office ensuites. The most recent removal and opening up of previously enclosed verandahs was in 2004 on levels 1 & 2.

The metal windows are generally in fair condition the paint is in poor condition. Where internal floors have been raised for concealing plumbing, the floor to opening height is below acceptable heights for child safety.

3.5.4 VERANDAHS

The verandahs are a significant feature of the building. Some of the verandahs were enclosed in 1919 to provide additional space within the building. This was achieved by closing off arched the openings with metal framed windows. The attached image shows markings on the columns from the former steel windows.

Generally these intrusive verandah enclosures have been removed, the latest removal taking place following approval in 2004.

Remaining enclosed verandahs can be seen on the Bridge Street Elevation. These verandahs currently house kitchenettes and en-suites. Some of these areas are currently causing damage to the external stone wall, located by the large white salt bloom on the external wall face caused by leaking drainage.



Figure 3.20

Open and enclosed verandahs, timber windows and later metal windows, on the Bridge Street elevation. Some original windows have been fitted with secondary glazing at some point in the past. Glazing in all the timber and metal framed windows (with the exception of the Ground Floor window facing Bridge Street with signage identifying "Publication Sales", circled red) and associated timber glazing beads has been replaced at some point in the recent past and, for the most part, has been fixed with silicone.

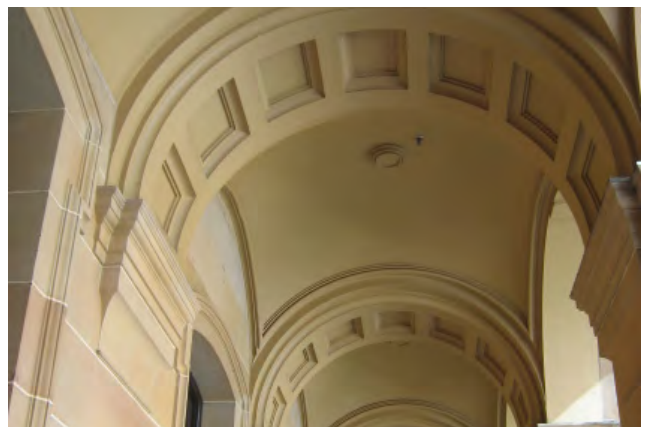


Figure 3.21

Vaulted ceiling inside verandah space



Figure 3.22

Detail of tiled floors and balustrades in verandahs

3.5.5 THE CLOCKTOWER

The clock tower is 200 feet (approx. 61 m) high above the Bent Street entrance floor level. The tower is decorated with elegant urns, pediments, cornices and columns.

The tower clock consists of four 8 foot (2.4 m) diameter clock faces. When the tower was built in 1890 the clock faces would have been visible to most of Sydney at the time. However the clock was not installed until 1938 by Prouds Limited, the whole system was Australian made. The original clock system was an electrically driven pendulum master clock. The clock has since been fitted with its own motor and the original master clock system throughout the building was abandoned. It is thought that the original master clock system has been retained.

The centre of the clock is 174 feet (approx. 53 m) above Bent Street. In 2007 during an inspection of the tower by GAO it was observed that the clock faces were corroding with light corrosion externally and required repair and repainting. The clock mechanism requires regular cyclic maintenance.

At the top of the tower is an elegant onion shaped dome, which is copper clad with a ring of ornate copper acrotera at the base. The dome structure consists of numerous timber brackets radiating out from a vertical cast iron centering pin. Work was completed on the tower in 1891. The then Minister for Lands, Hon. James N. Brunker, laid a stone at the top of the tower bearing an inscribed plaque on January 5th 1891.

In 2007 during an inspection of the tower by Government Architect's Office (GAO) observed that the copper sheeting required minor repair, many copper screws attaching the copper cladding to the timber frame were missing allowing water ingress into the tower and potentially causing the sheeting to become loose. No work has been undertaken since this inspection.

[During the 2007 inspection] it was observed that some of the stonework that was retained during the last repair works in 1978 - 1980 had degraded to a point where it required replacement. Elastomeric sealant used in 1980 was failing and required replacement with mortar pointing to prevent breakdown of the stonework at all the joints. It was advised that if this was done it would prevent considerable loss of original fabric.



Figure 3.23

The clock tower as seen from roof level, looking southwest

3.5.6 ELEMENTS OF THE ROOF

3.5.6.1 NORTHERN COPPER DOME WITH OBSERVATORY

The complex roof form and details of the Lands Building gave the building an increased level of visual dominance when viewed from almost any aspect in colonial Sydney. The centrally positioned copper dome on the northern facade in particular was important in the design to relieve the severe horizontal lines of the parapet roof form when viewed from Circular Quay across Macquarie Place or up and down Bridge Street.

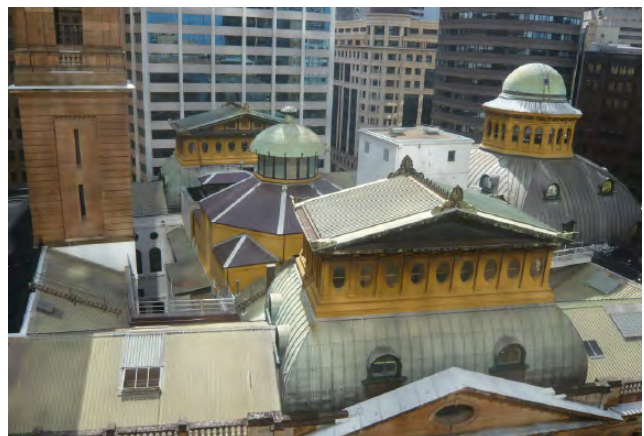


Figure 3.24

The complex roof form of the Lands Building, with northern dome (on right), east and west pavilions/tempietti mansards flanking the central dome

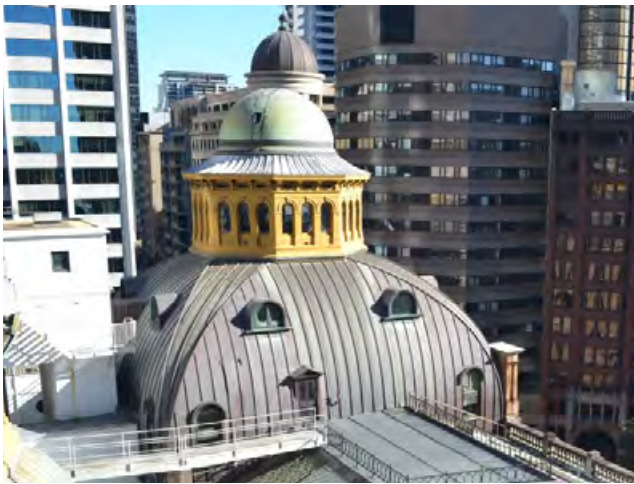


Figure 3.25
The northern copper dome with octagonal lantern and observatory

The Lands Building dome rises from a square plan in a steep arc to an octagon and is securely anchored visually to the front of the North facade by two tall corner elements and a central feature pediment. It is 55'0" square at its base and changes to an octagon at its top whereupon sits an octagonal lantern which in turn carries a revolving copper clad dome [observatory].

*The **dome** is constructed of ribbed copper cladding on a steel frame and is punctuated with lunette dormers on each face. The dormer windows have arched copper roofs extending from the dome with timber framed windows sashes and sills. The dome was re-clad in 1995 with new copper in batten roll copper detail to match the original.*

The dome structure [...] has two levels of office space internally. The floors and linings are timber. Windows are located on each of the internal levels. Two doors exit the dome at roof level one on the eastern and one on the western face.

*The **octagonal lantern** is constructed of rendered brickwork with a continuous arcaded window treatment and projecting cornice and transitional roof supporting the cupola.*

The lantern roof is a complex curved lead batten roll running from circular to octagonal in plan. The external walls are detailed with complex timber mouldings, brackets, cornice and architraves. With ventilation slots between the cornice brackets. Of interest is the method used for ventilation, i.e. the portholes and their flaps. The room is octagonal in plan with fixed timber arched windows with 360° views over the harbour and city. The existing timber flooring shows evidence of large openings in the floor. These have since been covered. The octagonal lantern still retains the early, (if not original), colour scheme.

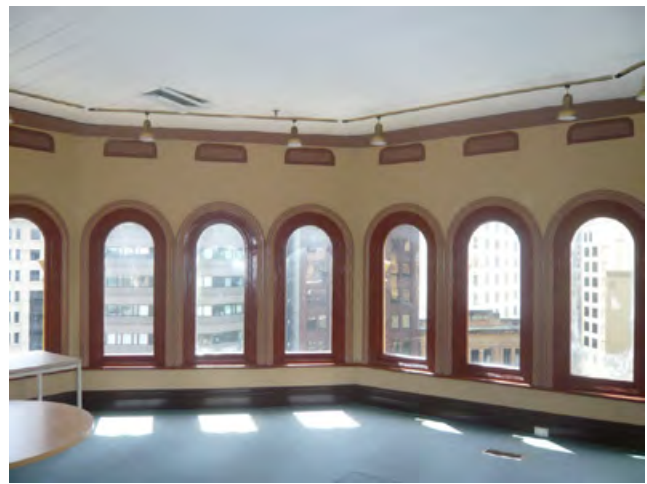


Figure 3.26
Internal view of the octagonal lantern in the northern dome

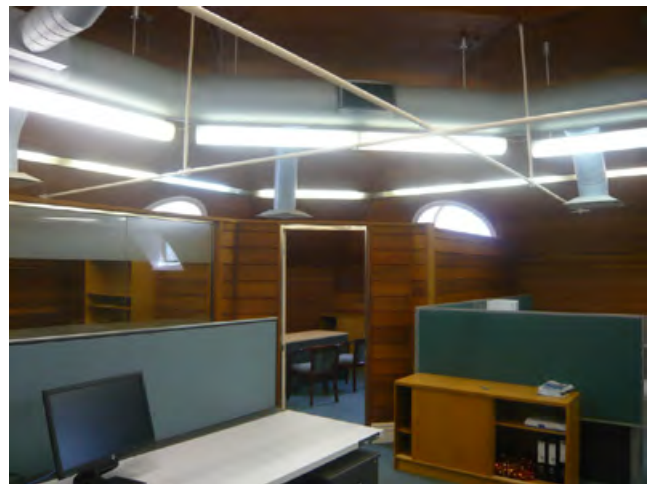


Figure 3.27
Internal view of the lower level office spaces in the northern dome

*The copper **observatory dome** atop the northern tower is a riveted copper sheet dome with a telescope opening slot. The dome is able to be rotated on an original cannon ball track. The dome was repaired in 1995. The slot has been louvered to exclude water entry.*

Evidence internally of a substantial base for the [telescopic] instrument with a large opening in the timber flooring has since been covered. It is thought that this was removed when the stair and original lift was removed. The telescopic instrument has been relocated to the Sydney Observatory.

The building's use as an observatory was possibly an afterthought as Barnett's original design was for a segmented dome rising from the octagonal base to a point.

3.5.6.2 CENTRAL COPPER DOME/LANTERN OVER RECORDS STRONGROOM

Behind the main dome is a copper and glass roof light over the centrally located strong room (records storage area). This roof light and others giving light to the stair wells are not generally visible from street level and are more utilitarian in detail.

The lantern has the original semi spherical steel dome inside. This dome was originally operable to allow light and ventilation into the strongroom while in use, it is now locked in the closed position and the mechanism has been partly removed.

The strongroom has a large concrete dome internally which is covered externally with a slate roof with lead ridge cappings. This roof has been recently replaced in new slate. The guttering at the base of the slate roof is the original ogee cast iron which is bedded on top of the strongroom wall. This cast iron guttering is rare with only a few examples of this type remaining in NSW.

3.5.6.3 EAST AND WEST PAVILIONS (TEMPIETTI MANSARDS)

The East and West pavilions are unusual features distinctly Greek in form and detail. They rise through 2 storeys and are not readily accessible from within the building; their function is largely aesthetic in providing a roof termination on these two secondary facades. The temple forms rise out of semi-domes at the junctions of the main roofs.

*The **Eastern pavilion** is located above the Loftus street entrance and is mirrored by a similar pavilion on the western façade these elements are dominant features of the building.*

The dome structure is steel framed and externally clad in copper batten roll detail. Internally the dome has one level of office space. The floors are timber and wall linings are sheeted. The dome has not undergone any recent external repair. Windows are located on the dome to the internal office level. One door exits the dome at roof level on the western face.

Above the dome is a pavilion room; it is rectangular in plan with fixed timber oval windows on all sides with 360° views over the harbour and city. The roof was originally a steel trussed gable with glass roofing. The glass was replaced with copper in 1908. The copper pediments and ornate copper acrotera and tympani are original. The ridge has the original ornate cast iron cresting.



Figure 3.28
The central copper dome/lantern over the strong room



Figure 3.29
External view of the eastern pavilion (tempietto mansard)



Figure 3.30
Internal view of the eastern pavilion (tempietto mansard) room. Glazing in all the metal framed windows has been replaced at some point in the recent past and, for the most part, has been fixed with silicone.



Figure 3.31

Internal view of the lower level in the eastern pavilion (tempietto mansard)



Figure 3.32

External view of the western pavilion (tempietto mansard)



Figure 3.33

Internal view of the lower level in the western pavilion (tempietto mansard)

The external walls are detailed with complex timber mouldings, plasters, brackets, cornice and architraves. With ventilation slots between the cornice brackets. Internally the ceiling is timber boarded and raked to follow the roof plane exposing the original steel roof trusses. Handrails have been installed internally across the glazed oval windows.

The Eastern gallery as it was called originally housed the Mines Department's map mounting section and a library for the Department of Agriculture and was originally roofed in glass. The glazed roofing was later replaced, by W L Vernon in 1908, when the gallery was converted for use as a photographic gallery.

The **Western pavilion** is located above the Gresham Street entrance and is mirrored by a similar pavilion on the eastern façade; these elements are dominant features of the building. The Western gallery is shown as being vacant in the 1897 plans and may also have had a glazed roof section. The sides of the tempietto are formed of alternating pilasters and oval windows and the gabled roofs are crested with elaborate acrotera and cresting details in copper.

The dome structure is steel framed and externally clad in copper batten roll copper detail. Internally the dome has one level of office space. The floors are timber and wall linings are sheeted. The dome has not undergone any recent external repair. Windows are located on the dome to the internal office level.

One door exits the dome at roof level on the eastern face. Above the dome is a pavilion room. It is rectangular in plan with fixed timber oval windows on all sides with 360° views over the harbour and city.

The roof was originally a steel trussed gable with glass roofing. The glass was replaced in copper in 1908. The copper pediments and ornate copper acrotera and tympani are original. The ridge has the original ornate cast iron cresting.

The external walls are detailed with complex timber mouldings, plasters, brackets, cornice and architraves. With ventilation slots between the cornice brackets. Internally the ceiling is raked to follow the roof plane and exposing the steel roof trusses. Handrails have been installed internally across the glazed oval windows.

3.5.6.4 CENTRAL WESTERN LANTERN OVER STAIRS

The central western lantern is located at roof level between the strongroom and the western pavilion and dome. The lantern is directly over the western stair shaft located off the Gresham Street entrance.

The lantern is rectangular in plan and clear glazed on all sides directing light into the stair shaft. It is hip roofed with a slate tiles and lead batten roll ridge cappings. The roof has recently been replaced with new slate to match the original and similar to that in the central strongroom dome roof.

An original and rare ogee cast iron gutter is located around the perimeter of the roof.

3.5.6.5 CENTRAL EASTERN LANTERN

The central eastern lantern is located at roof level between the strongroom and the eastern pavilion and dome. The lantern is directly over the eastern stair shaft located off the Loftus Street entrance.

The lantern is a 12 sided dodecagon in plan and glazed on all sides directing light into the stair shaft. It has a complex hip roof with lead batten roll roof sheeting. The roof appears new and thought to match the original. An original and rare ogee cast iron gutter and outlet spigot is located around the perimeter of the roof.

3.5.6.6 COPPER ROOF CLADDING

All the sloping office roofing at one time had slates. These were replaced with copper sheeting in the early 1970's when slates were unobtainable in large quantities for roofing. This deep rib type of sheeting is compatible with adjacent copper roof domes. The sheeting is in good condition and very durable with no external fixings and designed to expand and contract.

Steel roof ladders are supported on timber to prevent corrosion by the dissimilar metals. Some cast iron crestsings of the roof have been removed in earlier modifications to the building.

3.5.6.7 ROOF CLADDING TO ADDITIONS

Painted steel roofing with batten roll construction. This roof is a recent addition to [the] building in [the] southern light well. Corrosion is starting on some of the pans.

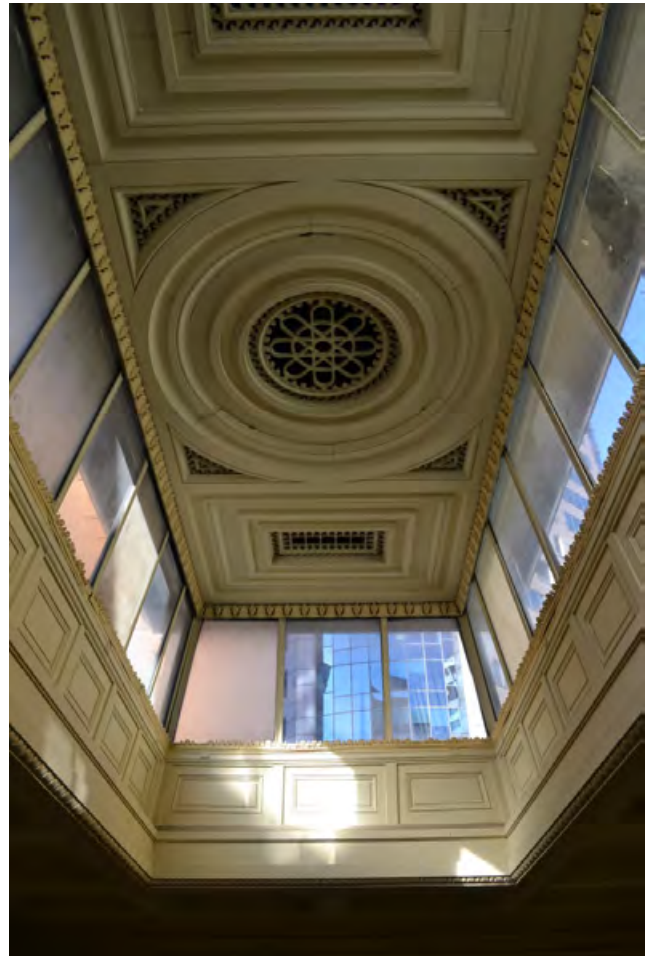


Figure 3.34

Internal view of the central western lantern, above the stair shaft located off the Gresham Street entrance

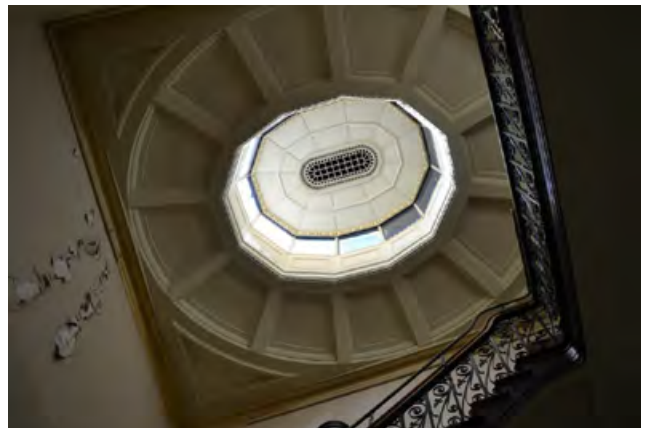


Figure 3.35

Internal view of the central eastern lantern, above the stair shaft located off the Loftus Street entrance

3.5.6.8 MEMBRANE ROOF AREAS

Several membrane roof areas are located atop the building. This is mostly due to the flat top steel trusses used in the roof framing to reduce the visual height of the roof. The trusses are lined with timber boarding on top of the trusses as a base for a membrane on the top and copper roof sheeting on the raked faces.

Some later membranes such as on the lift motor room are on a concrete base. The largest of these membranes are;

- Adjacent the clock tower on the southern roof area
- On both side of the northern dome off Bridge street
- On top of the lift motor room
- On the eastern and western roofs adjacent the central storage strongroom.
- Membrane over room G28

The membranes are of varying age condition and product. Some are nearing the end of their expectancy. Generally they all appear to be watertight at the time of inspection to the areas we were able to access. The top trafficable coating is breaking down and is unsightly to some of the membranes. The membrane over room G28 is a recent installation and has only biological growth on the surface due to the location within the internal lightwell.

All visible membranes are not original building fabric. These original and other subsequent membranes and finishes may be located below the current membranes. This includes the possibility of former concealed asbestos membranes.

3.5.6.9 ROOF PLUMBING AND SERVICES

Box gutters were upgraded in copper in 1995 around the entire perimeter of the building. Generally these appear to be in good operation except for a few locations. The sump adjacent northern dome has an undersized outlet spigot which causes localised flooding with heavy rain. This sump does not have an overflow outlet.

A lift overrun and motor plant with steel walkways, ladder and stairs was inserted in the 1950s. The steel members of the stairs and ladder to the upper level of the lift overrun are rusting in places.

3.5.6.10 ROOF STRUCTURE

The roof of the building is framed with iron trusses supporting iron angle purlins with Douglas fir timber planks. The roof cladding was originally slate to the pitched areas this has generally been replaced with deep ribbed copper sheeting.

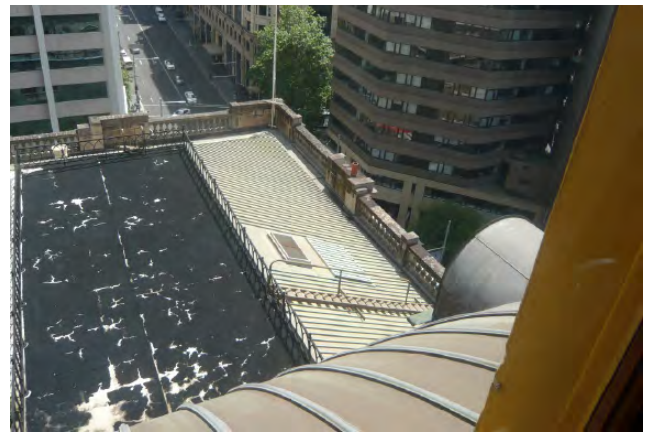


Figure 3.36
Membrane roof areas located atop the building



Figure 3.37
Detail of membrane roof adjacent to the east of the central strong room



Figure 3.38
External view of the 1950s lift overrun and motor plant with steel walkways, ladder and stairs

The trussed roof is supported on the perimeter stone walls and in some locations bears on the internal iron beams incorporated in the original iron beam and concrete fire resisting ceiling system. The iron trusses are thought to be part of the fire resisting construction for the building.

The roof leaks in various areas, and a number of buckets were in place in various areas (it was raining during the site visit). Some timber roofing boards appear to have been replaced in the past.

Some timber replacement followed the fire which occurred in 1984. There are signs of minor timber decay where roof leakage has occurred in the past, however, no major timber decay was noticed during the visit. The timber members were generally in a serviceable condition and structurally acceptable.

3.5.6.11 CHIMNEYS

Generally chimneys have been dismantled and removed above roof level and capped off within the roof void. These chimneys originally supported the iron roof purlins. The original outline for the chimney can be seen where the timber boarding is missing at the roof level. Brick piers have been built to support the roof purlins. This method of support does not comply with the current Australian Standard for seismic stabilisation.

Some chimneys remain intact above the roof line such as the two chimney stacks to the corners of the dome at the front Bridge Street façade. These chimneys were not accessible during the inspection; it is considered that they have not been seismically stabilised and do not comply with the current Australian Standard for seismic stabilisation.

3.5.6.12 USE OF ROOF SPACES

Access to the roof level spaces is very difficult and the use of the spaces is therefore restricted to low levels of occupation. The main dome contains office space and has been compromised by later subdivisions and relining, whilst the East and West roof areas contain 2 levels of rooms used for staff facilities and meeting rooms and has unsympathetic modern exposed air conditioning systems.

3.5.7 STONEMWORK WALLS

The stone used in both stages of construction was Sydney 'yellow block' sandstone. The sandstone came from two separate quarries. Stage one came from Pymont quarries and stage two came from the

Waverley quarry. Major stonework restoration was carried out from 1978 to 1980. The stone restoration work replaced badly decayed stone to all the street facades and the clock tower. The works included stone repair, cleaning and lead weatherings. The replacement stone used in the restoration work came from Wondabyne where a new section of quarry area was opened by Gosford Quarries to obtain a "Wondabyne Buff" stone. The replacement stone appears lighter on the façade. Some of the stonework that was retained during the last repair works in 1980 has now degraded to a point where it now requires replacement.

The external walls have ornate stone detailing. The ground floor, first and second floors have pilasters and entablatures respectively of the Doric, Ionic and Corinthian orders, each order standing on an appropriate pedestal. The upper or Corinthian storey is surmounted by a bold cornice and balustraded parapet. The basement is heavily rusticated with articulated jointing and a projecting plinth course exposed at the North West corner of the building. Window openings at this level have rusticated lintels of slightly arched voussoirs. The carved work of the upper floors, the entry porticos, and the cornice and roof level balustrade is of a very high standard.

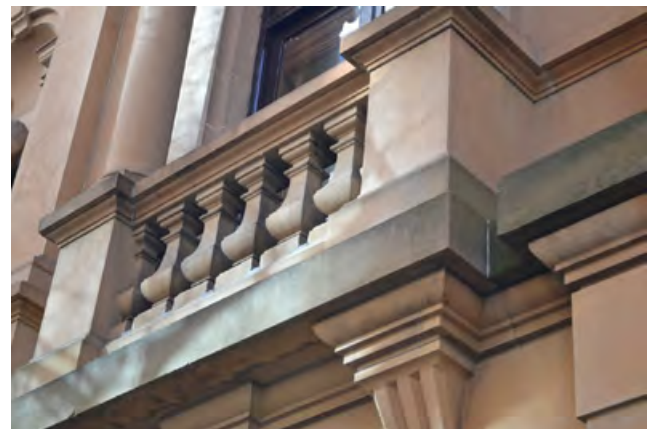


Figure 3.39
Stonework detailing on the Gresham Street elevation

The stonework requires repair due to salt activity, cracking and general weathering exposure. Wall outside room 107 indicates that a drainage problem exists in either the kitchen or adjacent en-suite water damage and salt activity. White salt crystals forming on stone [are] causing stone to breakdown.

The stonework of the Lands Building has been the subject of several in depth studies over many years by the Public Works Department and has undergone an extensive programme of repair and replacement.

Sometime between 1887 and 1894 the Lands Department Datum Bench Mark Plug was set into position on the front of the building and provided the origin of all levels in NSW under the Survey Co-ordination Act.

3.5.8 STATUES

An integral feature of Barnet's design was the provision of twelve niches on each façade that were to be filled with portrait statuary. At the urging of Henry Parkes, Barnet nominated the names of 48 men who contributed to the exploration of Australia. A number of the suggestions were dismissed as being colonists or hunters rather than explorers and it was decided to leave some of the niches empty to commemorate future generations.

Between 1890 and 1901 only twenty three niches were filled including all twelve on Bridge Street, six in Bent Street, four in Gresham Street and only one in Loftus Street. Most of the statues are in good condition with the exception of the Lawson statue which has cracking through the body.

3.5.8.1 BRIDGE STREET FACADE

Level One

Subject	Sculptor
Sir Thomas Mitchell (1792-1855) Surveyor General of NSW	William P McIntosh and James Fillans
Dr Ludwig Leichhardt (1813-1848) Explorer	William P McIntosh and James Fillans
Sir Joseph Banks (1743-1820) Fellow of the Royal Society	William P McIntosh and James Fillans
Captain Charles Sturt (1795-1869) Explorer	William P McIntosh and James Fillans

Level Two

Subject	Sculptor
John Oxley (1781-1828) Surveyor	William P McIntosh
William Hovell (1786-1875) Explorer	William P McIntosh and James Fillans
Hamilton Hume (1797-1875) Explorer	William P McIntosh and James Fillans
Captain Matthew Flinders (1797-1873) Explorer	William P McIntosh and James Fillans



Figure 3.40
Portrait statue of Parliamentarian Daniel Deniehy (1828-1865) on Level 1 of the Gresham Street facade

Level Three

Subject	Sculptor
Dr George Bass (1771-1803) Explorer	William P McIntosh and James Fillans
Robert O'Hara Burke (1820-1861) Explorer	William P McIntosh and James Fillans
William J Wills (1834-1861) Explorer	William P McIntosh and James Fillans
Admiral Sir Arthur Phillip (1738-1814) First Governor of NSW	James White

3.5.8.2 GRESHAM STREET FACADE

Level One

Subject	Sculptor
Sir Henry Parkes C.C.M.G. (1815-1896) Premier of NSW	William P McIntosh
Sir George Grey (1812-1898) Explorer and politician	Sherrif and Co.

Level One

Subject	Sculptor
Sir James Martin (1820-1896) Premier of NSW	William P McIntosh
Daniel Deniehy (1828-1865) Parliamentarian	James White

3.5.8.3 BENT STREET FACADE

Level One

Subject	Sculptor
Gregory Blaxland (1778-1853) Explorer	James White
William Charles Wentworth (1793-1872) Explorer and politician	Tommaso Sani
Sir John Robertson (1816-1891) Premier of NSW	Tommaso Sani
Allan Cunningham (1791-1839) Surveyor	-

Level Two

Subject	Sculptor
Captain William Lawson (1774-1850) Explorer	William P McIntosh
James Squire Farnell (1827-1888) Premier of NSW	William P McIntosh

3.5.8.4 LOFTUS STREET FACADE

Level One

Subject	Sculptor
James Macdougall Stuart (1828-1865) Surveyor and explorer	James White
James Meehan (1774-1826) Deputy-Surveyor of Lands	Stone masons from NSW Public Works

In 2009, a new statue was commissioned depicting James Meehan (1774-1826), an Irish born ex-convict who rose to the rank of Deputy-Surveyor of Lands within 12 years of arriving in NSW. Meehan did not form part of the nineteenth century carvings due to his convict heritage.



Figure 3.41
Portrait statue of NSW Premier Sir James Martin (1820-1896) on Level 1 of the Gresham Street facade

The decision to place a new sandstone carving in one of the building's empty niches after 120 years reflects the changing attitudes towards Australia's convict past.

3.5.9 METALWORK

As with Barnet's other major public buildings and following the tradition of English and European examples elaborate wrought iron detailing was an important embellishment to the design of the facades.

3.5.9.1 WROUGHT IRON WINDOW GRILLES

At the Lands Building this takes the form of security grilles to the ground floor level windows, particularly those which because of the fall in the site occur at pavement level, wrought iron gates to the main public entries and original crestings along the main roof which have been removed in part.

Ornate wrought iron window grilles protect footpath level windows on the facades. The grilles are all



Figure 3.42
Typical wrought iron window grilles on ground floor level



Figure 3.43
Full height wrought iron gates at the Gresham Street entrance

different and vary in size and form but have a similar design with organic spirals and flowers. Some are missing small parts such as flowers. Generally the screens are attached to the stonework with wrought iron rods set in lead.

The grilles are both functional and aesthetic and an excellent example of wrought iron work.

3.5.9.2 WROUGHT IRON ENTRANCE GATES

The Bridge Street and Gresham Street entrances have large wrought iron gates. These lockable gates will require investigation to ensure safe egress while retaining significant fabric and elements.

The Bent Street gates are small low ornamental gates with a high degree of detail. These gates are in excellent condition.

The original cart entrance has two large wrought iron gates. This entrance is located at the Southern end of Gresham Street. The gates have been modified with an electronic opening and locking system.

3.5.9.3 CAST IRON RAILINGS AT ROOF LEVEL

Decorative cast iron railings are located at roof level above the copper clad steel truss roof. The railings are found around the perimeters of the three flat roof membrane decks, adjacent the tower to the south and either side of the northern dome. These are all in areas intended for use by operating, inspection, maintenance and servicing personnel. The durable cast iron has light corrosion and some breakdown of the paint system.

3.5.9.4 INTERNAL CAST IRON WORK

Internally cast ironwork is used extensively in the stair structures including a number of later spiral stairs installed following completion of the building. Details of the metal framed walkways and galleries of the central strong room indicate that much of this work was carried out under George McRae in 1899 and then under W. L. Vernon's direction in 1910.

3.6 DESCRIPTION OF THE BUILDING INTERIOR

3.6.1 ENTRANCES AND CIRCULATION

The main entrance lobbies and the corridors are essential components to the original interior architecture of the Lands Building. They are also in relatively intact condition with the exception of:

- The impacts of changes on the main Bridge Street entrance in the 1970s (much of which has been “reconstructed”
- Installation of partitioning, false flooring and lift in the Loftus Street Entry
- Carpet to the corridors on First, Second and Third levels.

The 1897 sketch plans indicate that the main circulation patterns are substantially unaltered apart from the 1983-84 removal of the original staircase and insertion of a fire isolated stair within the north stair well. Several lightweight lath and plaster and timber framed partitions, counters and galleries have come and gone but the main circulation patterns and significant spaces remain intact. Additionally a small number of doors, fireplace surrounds, counters, built-in cupboards and fixtures have been removed or relocated.



Figure 3.44
The Bridge Street entrance lobby

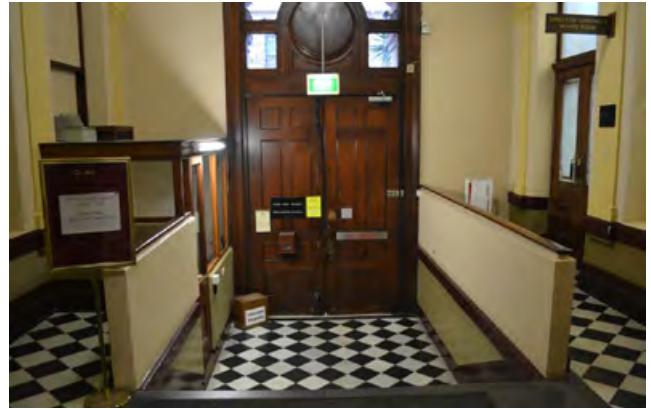


Figure 3.45
The Loftus Street entrance lobby

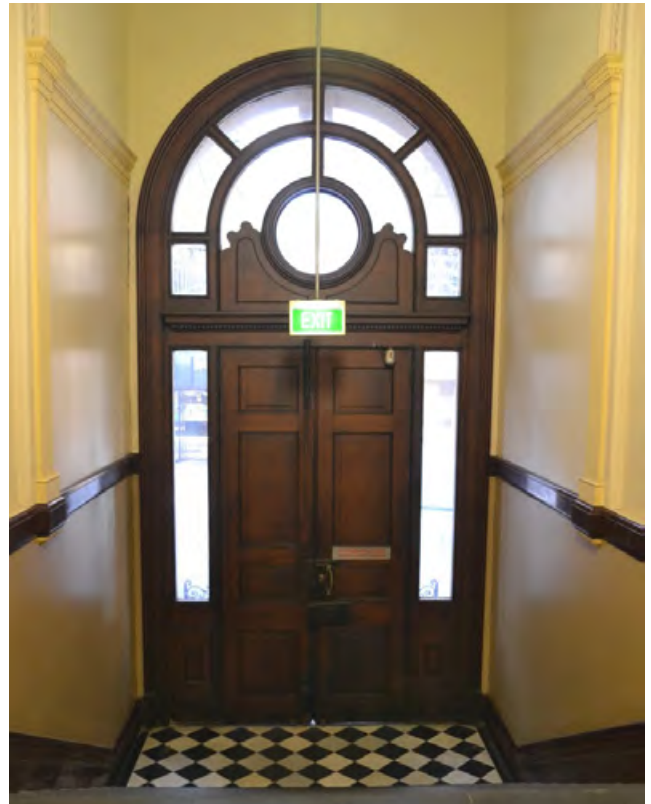


Figure 3.46
The Bent Street entrance lobby

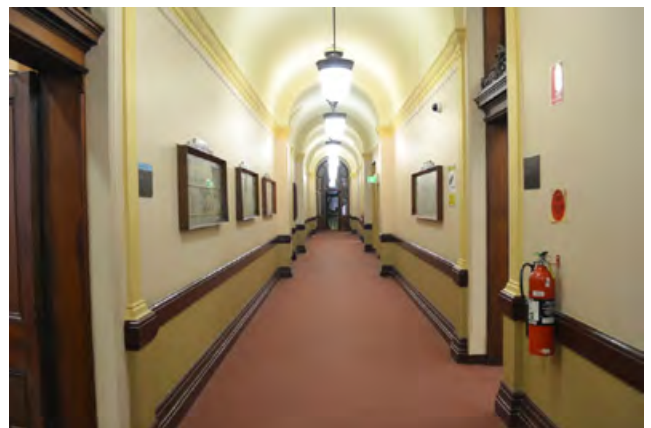


Figure 3.47
First floor corridor

3.6.2 STAIRCASES

The original stairs are of cast iron with curved treads, wrought iron balustrades with a finely wreathed polished timber handrail. The landings are marble-tiled, some restored, others covered with carpet.

3.6.2.1 STAIR SHAFT OFF BENT STREET ENTRANCE

The staircases are constructed of cast iron, with a curved tread detail. An extra handrail has been erected over the original handrail to increase the height of the balustrade however this is not fully compliant. The stair flights are quite long since the building has approx. 18'0" high floors, almost the equivalent of two storeys in modern office buildings.

This stairwell is the only one displaying the four steel lift columns where the lift was once installed. The staircase is constructed of cast iron similarly to the Gresham and Loftus Street staircases. Over the centre of the stairwell is the lift motor room. It is accessible from the staircase by a narrow flight of stairs from the third floor.

The ground floor paving is missing a portion of the marble tiles where the original lift structure one occupied.

3.6.2.2 STAIRS OFF BRIDGE STREET ENTRANCE

A lift was initially installed in the Bridge Street stairwell. The Bridge Street entrance was demolished and "modernised" in the mid 1950's. The staircase and lift located in this area were removed and the area substantially altered to make way for the present lifts. Between 1977 - 1983 work was carried out to increase the fire-rating in this part of the building, to make it safer for the occupants and to attempt to incorporate the fire precaution requirements of the Board of Fire Commissioners into this historically important building, significantly altering the area.

The original entrance foyer was reinstated to the Bridge Street entrance at this time. Fortunately, sufficient details survived to enable this work to be undertaken. A fire rated stair was erected in the foyer in front of the lifts accessing floors up into the Northern dome.



Figure 3.48
Stair shaft off Bent Street entrance

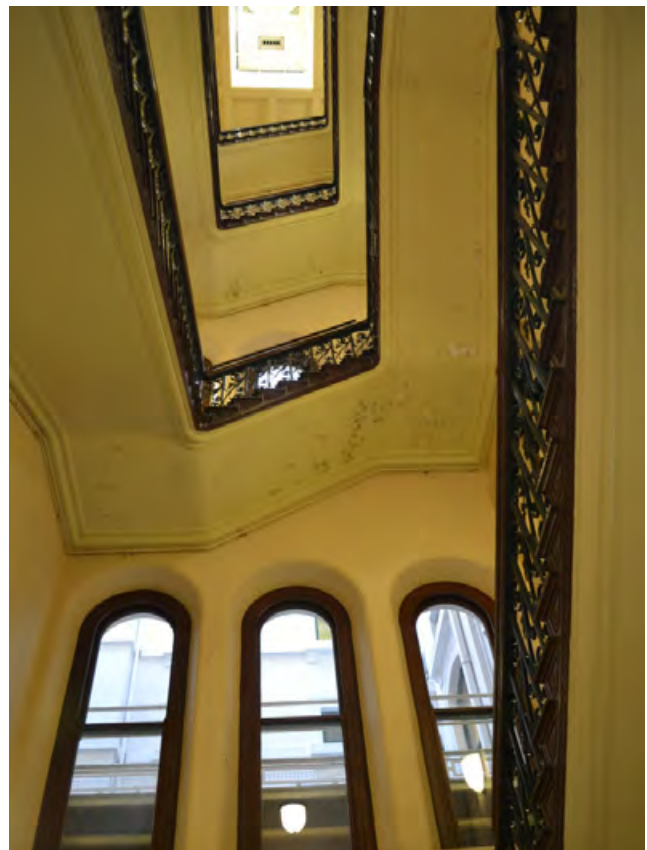


Figure 3.49
Stair shaft off Gresham Street entrance



Figure 3.50
Stair off Loftus Street entrance

3.6.2.3 STAIRS SHAFT OFF GRESHAM STREET ENTRANCE

The staircases are constructed of cast iron, with a curved tread detail. An extra handrail has been erected over the original handrail to increase the height of the balustrade however this is not fully compliant. The stair flights are quite long since the building has approx. 18'0" high floors, almost the equivalent of two storeys in modern office buildings.

One of the main features of the stairwells is the elegantly decorated lanterns over the centre of the wells. Both are different. Note the decorative frieze. It is perforated cast iron. Originally, the stairwell windows were glazed with acid etched glass. Many original panes still exist.

3.6.2.4 STAIR SHAFT OFF LOFTUS STREET ENTRANCE

The staircases are constructed of cast iron, with a curved tread detail. An extra handrail has been erected over the original handrail to increase the height of the balustrade however this is not fully compliant. The stair flights are quite long since the building has approx. 18'0" high floors, almost the equivalent of two storeys in modern office buildings.

One of the main features of the stairwell is the elegantly decorated lanterns over the centre of the wells. Both are different. Note the decorative frieze. It is perforated cast iron. Originally, the stairwell windows were glazed with acid etched glass. Floors to each level are of black and white Belgian Marble tiles laid alternately in a lozenge pattern. There were no lifts located in this well.



Figure 3.51
Timber stair in northern dome

3.6.2.5 STAIRS IN NORTHERN DOME

Several original timber stairs of exceptional significance are located at the top levels of the Northern dome. These stairs are the only means of access to the upper levels. The upper levels are to be assessed with a fire engineered approach to determine their safety and subsequently if they can be occupied as a habitable space. This determination will need to take into account the intended use of the spaces.

3.6.2.6 SPIRAL STAIRS BETWEEN GROUND AND LEVEL 2

Located at either end of the Bridge Street corridor and rising from the ground floor to the second floor, are two elegant cast iron spiral staircases.

They are not shown in the early plans but appear to be quite early. Indeed it is by these stairs that the only access is obtained into the original duct spaces between the corridor ceiling and the floor structure over. The handrail to the upper level of the one giving access to the Minister for Lands suite is not original. This is because when two Ministries were housed in the building above each other on the First and Second Floors in the 1950's the stair between the two upper levels was sealed off. When it was again opened the original handrail which had been taken away could not be found and was replicated. It should be noted that under present fire code conditions these stair wells are considered a potential fire hazard because they are continuous through three floors.

These stairs form an alternate back access / egress from the Former Ministers room and other corner offices. The Western stair also has an alternate entry / exit off Gresham Street which was a later alteration to the building.

A similar back escape / entry was thought to have existed from the Sir Henry Parks room in the Chief Secretaries Building.

3.6.2.7 STAIRS IN EASTERN AND WESTERN DOMES BELOW PAVILIONS

Several original timber stairs of exceptional significance are located at the top levels of the Eastern and Western domes. These stairs are the only means of access to the upper levels. The upper levels are to be assessed with a fire engineered approach to determine their safety and subsequently if they can be occupied as a habitable space.

This determination will need to take into account the intended use of the spaces.

3.6.3 COURTYARDS AND LIGHTWELLS

3.6.3.1 INTERNAL COURTYARDS

Two internal courtyards located at Ground level are open to the elements and allow natural light into the internal spaces within the building. [They were] originally connected to the vehicle entrance / loading dock as part of an internal drive loop. The corners



Figure 3.52
Cast iron spiral staircase between the ground floor and second floor

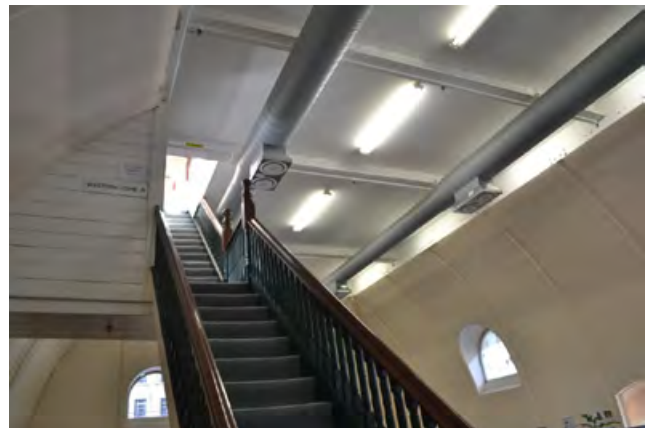


Figure 3.53
Timber stair to upper level of western pavilion (tempietto mansard)

of the original loop walls are protected by projecting stone plinth bollards most likely of trachyte stone. A portion of the original pavement remains intact with the remainder replaced in sympathetically matching pavers in 1994. Some of these new pavers need replacement and relaying. Paving is mossy / mouldy in part.



Figure 3.54
View of internal lightwell with suspended walkways to toilets

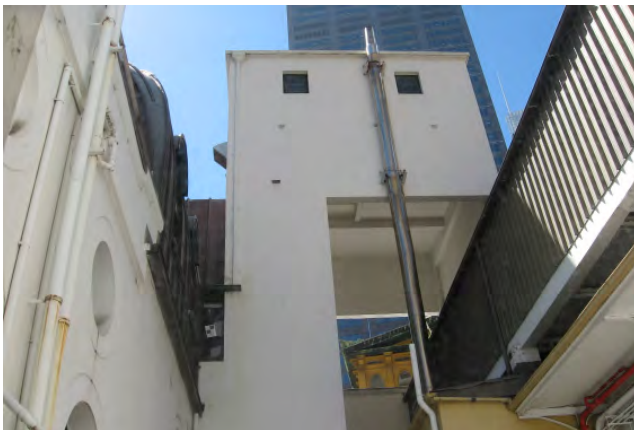


Figure 3.55
Lift overrun



Figure 3.56
Suspended walkways to toilets

3.6.3.2 INTERNAL LIGHTWELLS

The two internal light wells are open to the elements and terminate at the internal courtyards located at the ground level. The walls to the light wells are of painted rendered brick with timber windows opening onto the space.

One toilet block is located in each of the light wells one for male one for female, each block is primarily free standing to the full height of the light well. Cast and wrought iron walkways from every floor level access toilets in the block. The toilet blocks are topped with the original riveted iron water tanks.

The northern light well also contains the lift shaft structure and lift motor room which at roof level straddles over the light well effectively dividing it in two. The two separate toilet structures, external to the building proper were described by the Colonial Architect W.L. Vernon in 1899 as “lofty nests of lavatories and closets”. They demonstrate how complex toilet design was solved when piped sewerage was new to Sydney in the late 1870’s. In 1899, during a Parliamentary standing Committee on Public Works, W.L. Vernon commented that due to the toilet blocks location, “the inside rooms in the Lands Office, both on the North and South sides are perfectly useless for clerical purposes”.

3.6.3.3 CAST IRON CATWALKS

The catwalks probably date from the 1920s and provide access to the external toilet block. [They] are supported on steel beams which are supported from arched steel brackets that cantilever from the masonry walls. The cast iron panels span one-way between these beams and are bolted to them. The balusters bolt adjacent panels together through to the edge beams.

A number of cracks have developed in the cast-iron floor panels, progressing from one hole to the next, some of which are significant. Most of the cracks progress to/ near bolt-hole fixings; some cracks are straight in plan, spanning either parallel to, or perpendicular to, the floor panel’s span; some cracks are diagonal in plan. Some of the cracked panels are currently covered by CFC flooring due to safety concerns.

Initiation of the cracks is considered to have developed at the bolted connection points. The steel beams deflect/curve relative to stiffer brittle cast-iron panels which results in the panels losing their continuous support along the beams, becoming locally supported at the bolted connections leading to overstress and cracking - steel packers (below the panels) at bolted

connections confirm this relative deflection. The cracks extend over time due to the repeated deflection of the panels from pedestrian traffic.

3.6.4 OFFICE AREAS

3.6.4.1 OFFICE SPACES

The office areas in the Lands Building reflect their original character and use with very little alteration to the original structure.

The original variance in quality of the finishes throughout the building from the Ministers room and other corner offices through to lesser office areas and service areas are an exceptional and rare example of the hierarchy of spaces in a Victorian office building.

Generally all these spaces are highly intact in the retention of finishes, scale of rooms and office layout. Some areas however have been altered on the ground floor with the addition of mezzanine floors in some rooms. These mezzanine areas are considered intrusive however their construction has been done in a reversible manner and the opportunity exists to reinstate these areas.

Some office areas have been cluttered with progressive layers of services such as large air conditioning ducts, fire service pipes, and large suspended lighting units. Generally the opportunity exists to remove these intrusive unsympathetic services with modern slimmer, smaller and less intrusive services.

Several expansive undivided office spaces such as on the third floor in the former drafting office are exceptional. These spaces reflect the original use and design intent to provide abundant light into the space through a continuous and expansive line of windows.

3.6.4.2 FIREPLACES

One interesting feature of the office area decor is the different fire place surrounds. They are different in design (although some are similar) and colour and are of the various types of New South Wales marbles used at the time. The cast iron register grates are also of considerable value and detail.

Generally the offices are graded in importance and the fireplaces and finishes within the rooms are graded accordingly. Offices of greater importance generally occupy the north east and north west corners of the building.



Figure 3.57
Typical office space



Figure 3.58
Typical office space

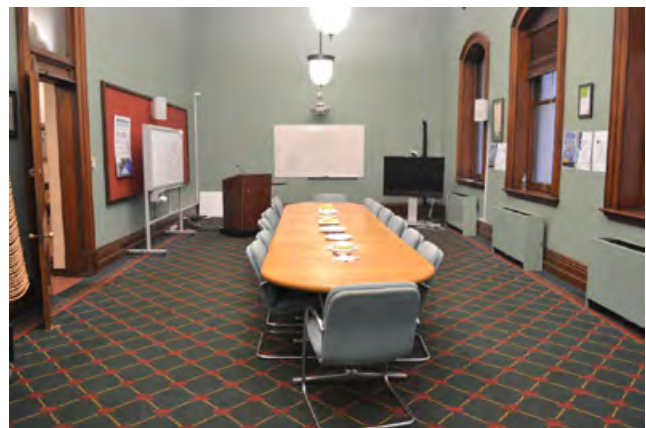


Figure 3.59
Board room on the first floor

Unfortunately, some of the fireplace surrounds have been removed in the past “to make more space”. Some of the fireplaces have been blocked over in the registers. At roof level some of the chimneys have been removed above roof level and capped off in the roof space.



Figure 3.60
Fireplace in Room 107



Figure 3.61
Fireplace in Room 207



Figure 3.62
Fireplace in the ministerial suite on the first floor

3.6.5 RECORDS/PLAN STRONG ROOM

Located in the middle of the building is the central records storage room, designed as a multi-level fire isolated strong room. The strong room is isolated from the rest of the building by large, thick doors and steel plated fire covers on the outside of the windows, designed to shut in the event of a fire. A series of metal filing shelves, that date from the mid 1890's and are still in operation, line the walls.

Located in the middle of the building is the central records room. This room was one of the primary spaces within the building holding records of land ownership throughout New South Wales. The central records room was designed as one large multi storied strong room. Initially, it consisted of one large open domed space with mezzanine floors and catwalks. It was designed with the major objective being to store files and plans etc. in a fire-rated and fire isolated area. Square in plan, it culminates in a lofty octagonal based dome. It is isolated from the rest of the building by large, thick “safe doors”, and by large steel plated fire covers on the outside of the windows, poised to drop down over the windows at the first warning of fire.

The covers appear to be controlled by an elaborate pulley wheel mechanism which can still be seen from the roof catwalks. The metal filing shelves date from the mid 1890's and are still in operation. These are examples of the first use of metal shelving in lieu of the cumbersome space eating timber shelves, to store papers, and in a better fire rated situation. In the centre of the room and extending up through all floors is the early sheet metal ventilation duct, complete with its shutters and operable levers. This was used for circulating warm air for heating purposes in winter.

At the top of the dome is adjustable steel “umbrella” which once opened to allow the natural light into the strong room by day and closed to secure and fireproof the area at night. The mechanism has been partly removed and the device is currently in the closed position.

The cast iron mezzanine floor system and the cast iron steps are believed to be quite early (1890's) and show the ingenious structural flooring system adopted in what is an early example of prefabricated construction. The strong room doors on each of the levels are of significance they are Milners 212 patented & improved fire and thief resisting doors. These appear to have been manufactured from the 1850's to the late 1800's. The “212” on most Milners safes appears to reference the boiling point of water at which it becomes a vapour. This moisture was a key ingredient in many safes during this time. During a fire the moisture would turn to steam protecting the documents from fire. These

fire-resistant doors were developed by adding an inner body and filling the space in between with a compound which would insulate the contents and emit moisture which lowered the flash point of any paper contents

Steel stanchions and R.S.J.'s were inserted into the middle of the rooms to take infill floors in 1954. This provided additional floor space but divided the space and cut off the natural light from the top of the dome light. This infill has been inserted in a reversible manner.

Some modern office partitions have been installed within the levels. Some minor cracking has occurred in the upper concrete dome which has been assessed as requiring minor patching and monitoring at this stage.



Figure 3.64
Internal view of the strong room, showing the cast iron mezzanine floor and catwalks



Figure 3.63
Milners 212 patented and improved fire and thief resisting doors to the strong room. The doors were manufactured by English firm Milners Safe Company, until 1874 known as Thomas Milner & Co.



Figure 3.65
Internal view of the strong room (plan room) as seen from the top mezzanine level

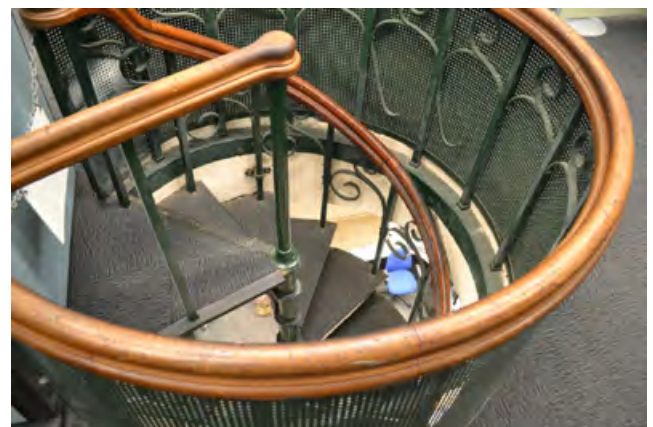


Figure 3.66
Spiral stair within the strong room

3.6.6 MEZZANINES

Several mezzanine rooms have been placed between the ground and first floors. This was possible due to the 19 foot approx. floor heights between the original floors.

The mezzanine floors are generally reinforced concrete and have been supported on steel framing. The slab edges are supported on an additional 230 mm thick brick wall placed internally within rooms. These walls are unrendered, rough finished and painted.

Some original windows have been blocked up / covered over. Corridor door lights have been painted to hide the mezzanine floor / wall above. The mezzanine floors appear to have been added for storage / file rooms and for additional toilet / change rooms. Generally these levels can be removed to reinstate the original layout without affecting the structure.

3.6.7 TOILETS AND WET AREAS

The building has a combination of external male and female toilets and internal male and female toilets, bathrooms and internal staff tea rooms. Staff tea rooms are located throughout the building in various locations on each floor generally containing under bench hot water units and over bench boiling water units. Some tea rooms have chilled drinking fountains. Male and female Shower and toilet areas are located on the Mezzanine floor (between Ground Floor and Level 1) and on Level 4, and in two separate bathrooms on level 1.

The building underwent a refurbishment in 1994 during which all the male and female internal and external toilets and staff tea rooms were refurbished. It does not appear that Thermostatic mixing valves have been installed on any of the staff hand washing basins.

Since that time approximately 80% of the WCs in the building have had cisterns replaced as required with compliant dual flush cisterns due to the existing original larger 13 litre cisterns failing. Generally all of the original basins and tapware, wall hung urinal stalls and cisterns and tea room sinks are the original fixtures and fittings installed during the 1994 refurbishment.

Generally the existing hydraulic services are currently reported to be functioning well with some items replaced over the years as a part of the buildings ongoing maintenance.



Figure 3.67
Typical staff tea room within the Lands Building

Most basin taps tested were full flows which are no longer acceptable to meet WELS requirements. Any future upgrade work would require that the tapware and fixtures comply with the WELS Act and Thermostatic mixing valves throughout for water temperature regulation.

Hot water is provided via localised electric hot water units concealed in ceiling spaces, cupboards or under sink benches. Many of the units located below benches have no ventilation through the cupboard door causing heat to build up inside cupboards. These units require a ventilation grill. HW units located at high level on walls and in ceiling spaces are no longer compliant from an OH&S perspective. Any future upgrade work would require locating all hot water units in accessible locations for compliance and ease of maintenance.

3.6.8 SERVICE AREAS

Descriptions of the building when it was first constructed praise its innovation in the use of ingenious devices for communication, ventilation and heating. Whilst some evidence of these early systems remains generally in covered and inaccessible areas of the structures, the general pattern has been wholesale removal of service lines and structures when new technologies have been installed. It is therefore important that wherever new work is carried out and evidence of original or early services and systems are uncovered that a record of these be kept to allow more thorough appreciation of the development of the place.

Plant rooms and service areas are located throughout the building however the greatest concentration is found on the ground floor in the central core and in the roof void above the third floor.

Generally service lines are routed through the building in the service tunnels found between the corridor ceilings and corridor floors. These tunnels may have originally served a different purpose such as ventilation supply for the building further research is required.

Generally the ground floor service rooms are recent alterations to the building such as mezzanine rooms or infill between original walls. Openings have been made in some original walls and some original windows have been boarded over.

Room G31 and other service rooms contain some original building fabric which may be utilised in any future reinstatement works.

Generally the roof space above the third floor has been used for A/C plant. This space with its steel beam and concrete floor / ceiling provides an excellent platform for plant and has been successful in concealing these services within this large space and off the roof areas. This has allowed the building to retain its exceptional external appearance without the clutter of roof top services often found on heritage buildings.

In some areas of the cart dock / loading dock bituminous paving blocks still exist, dating from the 1890's. These were used in the cart dock area and internal courtyards.

The space is substantially unaltered with the original gates opening onto Gresham Street. This area contains fire services equipment which is considered non-compliant. The ceiling was not accessible but appears to have a spray on fire rated treatment to prevent spread of fire through the iron beams and timber floor above. The adequacy of this treatment will need to be assessed in a fire engineered assessment of the building.



Figure 3.68
View into a service tunnel below the corridor floor



Figure 3.69
Fire services equipment in the cart dock/loading dock near the Gresham Street entrance



Figure 3.70
Ground floor service room

3.6.9 CEILINGS

3.6.9.1 OFFICE AREA CEILINGS

The Lands Building office areas have elaborately decorated ceilings. The design and extent of decoration varies from the most elaborate ceilings on the ground and first floors, to the simplest on the upper floors. In all cases the structural grid of iron beams are expressed.

The original ceilings on lower floors are lath and plaster with varying plaster cornices. The expression varies from where the concrete vaults span between the iron joists on the top floor to where large iron girders are used to support timber flooring on the lower floors. The plate web riveted construction used, achieved larger sections than could then be rolled. There is a considerable space between the ceilings and the floors above them which are carried on a separate system of joists.

*The building is one of the first examples of the use of reinforced concrete. Horton Herman in *The Architecture of Victorian Sydney* writes, "He (John Young the builder) was Sydney's first protagonist of reinforced concrete, of which he had no real understanding, but enthusiasm compensated for lack of knowledge, and at the Lands Department he experimented to his heart's content~ The vaults he made of coke concrete carried on iron joists. Elsewhere concrete slabs were reinforced without any scientific basis whatever ... ". They have not failed to date however, similar vaults at Barnet's General Post Office were under investigation.*

Some lath and plaster ceilings have failed in the past. Generally these ceilings are vulnerable to damage from vibration due to works within the building. The past insertion of fire service sprinklers and services are thought to have caused some of these ceilings to dislodge, crack and fail. The inspection was unable to determine the extent of ceiling delamination due to the height of the ceilings.

Some rooms have had new ceilings installed at lower levels to allow for the installation of various services. It is thought that the original ceilings may remain above the new ceilings.

Northern Dome ceilings have partly been replaced with new clear finished western red cedar boarding. The original painted boarded walls / ceilings were removed when the rooms were upgraded in 1977-1983. Original painted boarding can be found in the upper lantern.

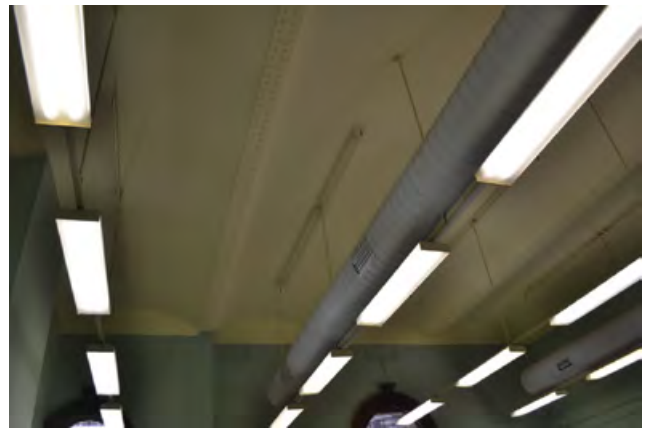


Figure 3.71
Vaulted office ceiling

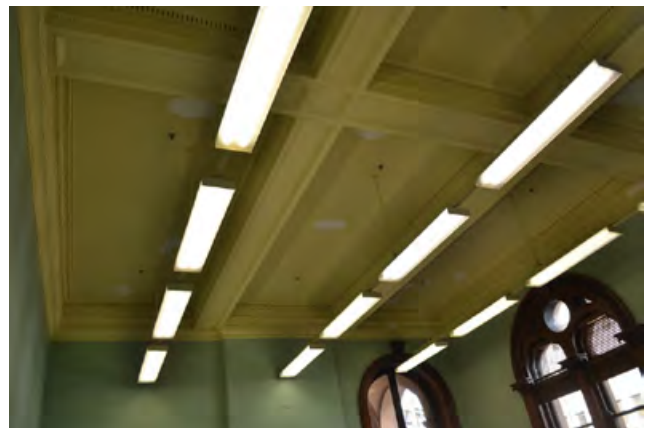


Figure 3.72
Coffered office ceiling

3.6.9.2 CORRIDOR (COKE) CONCRETE VAULTING

A number of cracks were seen in the soffit of concrete vault ceilings of the main corridors on all floors – the concrete is most likely unreinforced. Most cracks span across the ceiling, occurring mainly at/near door openings and cross walls/steel beams; crack widths vary in size with some being hairline and barely visible while others are larger and more prominent. There are longitudinal cracks in some areas which run along the apex of the vault ceiling and some occur near the junction of the concrete ceiling and supporting masonry corridor walls.

The cracks are not currently considered to be structurally significant. They are believed to have developed over time from repeated thermal and moisture induced expansion/contraction movements of the building structure's various walls and ceiling/ floor elements, exacerbated by the building's size and shape.

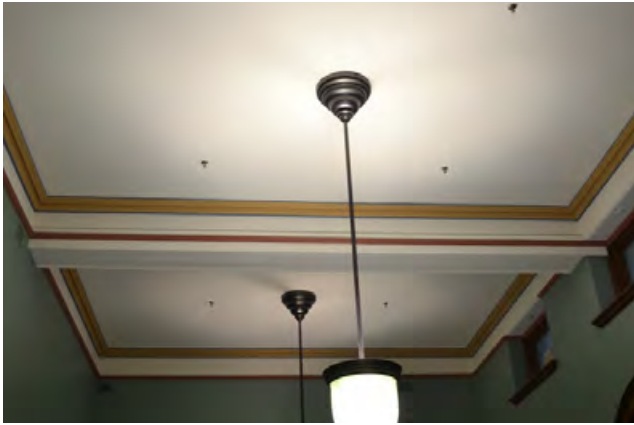


Figure 3.73
Board room ceiling

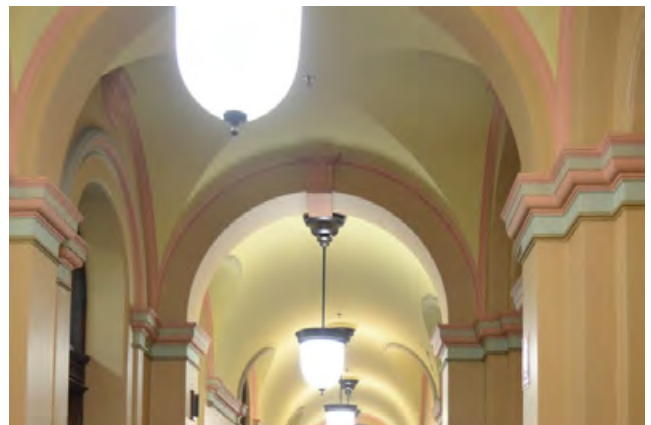


Figure 3.75
Ground floor corridor ceiling



Figure 3.74
Ceiling of Room 107 currently being repaired

The cracks that span across the ceiling may have initially developed due to concrete shrinkage in the early life of the building, subsequently returning due to on-going thermal/moisture movements.

3.6.9.3 CORRIDOR SERVICE TUNNELS

Situated beneath all the upper level corridors are 3'0" high (900 mm high) tunnels or ducts where the corridor ceiling height is 3'0" lower than the adjacent office ceilings. This ceiling configuration has enabled an extensive horizontal services duct or tunnel system to be incorporated throughout the building, capable of distributing most of the building services at each floor level.

The bottom arch / ceiling is concrete and the top arched floor is brickwork.

3.6.10 FLOOR STRUCTURE

3.6.10.1 TIMBER FLOORS TO OFFICE AREAS

Floors generally are of timber boards on timber joists now covered in carpet. The carpet generally is recent and worn, with the exception of the former ministers office room 107.

Many of the timber floors have been damaged by the insertion of the fire sprinkler systems and other services in the 1980's.

Repairs to room 219 in 2008 revealed that the timber flooring had been cut and the joists were notched to house the fire services sprinkler pipes. This caused the effective depth in the timber joists to be compromised causing the floor to bow with excessive bounce. This was rectified by inserting concealed steel strengthening in the floor.

This situation is likely to exist in varying degrees in other areas of the building. It was also found that coke breeze concrete had been poured between floor joists in this room thought to be an original detail to reduce fire and sound transfer. This is likely to be damaged to varying degrees where services have been inserted into the floors.

Almost all carpet throughout the building is old and worn and requires replacement in the short term.

Selected rooms have had their floor coverings recently replaced, which has provided an opportunity to view the extent of damage caused to the floor boards during the installation of services in the 1980s. The floor boards appear to have been severely cut in numerous locations with a circular saw.



Figure 3.76
Saw cut timber floor boards



Figure 3.77
Timber floor boards under linoleum and carpet finishes

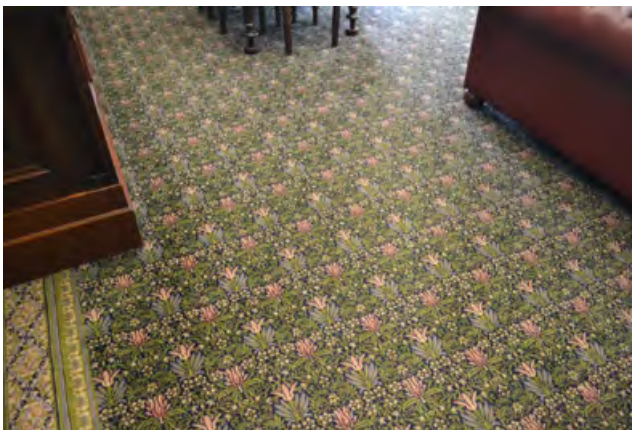


Figure 3.78
Carpet in the former minister's office (Room 107)

3.6.10.2 MARBLE FLOORS TO CORRIDORS AND OFFICE AREAS

The corridors on level 1, 2 and 3 are currently carpeted; these are floored under with black and white Belgian Marble tiles laid alternately in a lozenge pattern. These concealed marble floors are similar to those found on the ground floor corridors and floors in the stair lobbies.

The Lands Department surveyor's tape base line or checking area is located in the concrete floor along the ground floor corridor on the Eastern side. It is one chain long. It contains brass datum points near the ends of a black and white marbled run detailed into the floor.



Figure 3.79
The surveyor's base line in the ground floor corridor

3.6.11 TIMBER JOINERY

The detailing of the polished red cedar window and door joinery follows the late-Victorian style, with the elaboration of detail reflecting the position of hierarchical importance within the building. Decorative timber heads to the office doorways are deliberately carved into different motifs and designs. The Bridge Street corridor on the ground floor has the most ornate carvings that are accompanied by protruding semi-circular or arched timber pediments.

3.6.11.1 ARCHITRAVES AND SKIRTING

The timber architraves and skirtings are ornate clear finished Australian red cedar. The quality of the joinery is high and significant within the building. The building layout is generally intact with a high degree of original fabric. Generally in good condition with some minor exceptions where damp has caused some minor damage as seen in room G24 where localised dampness has caused some rot. Some new joinery has been added to the building in a sympathetic manner.

The Bridge Street entrance lobby, Stair lobbies of Loftus Street, Bent Street & Gresham Street stairs have reproduction doors and windows and joinery from Australian red cedar to enhance the fire rating and smoke retention in paths of travel. Other new work has similar sympathetic new fabric.



Figure 3.80
Corridor plaster skirting

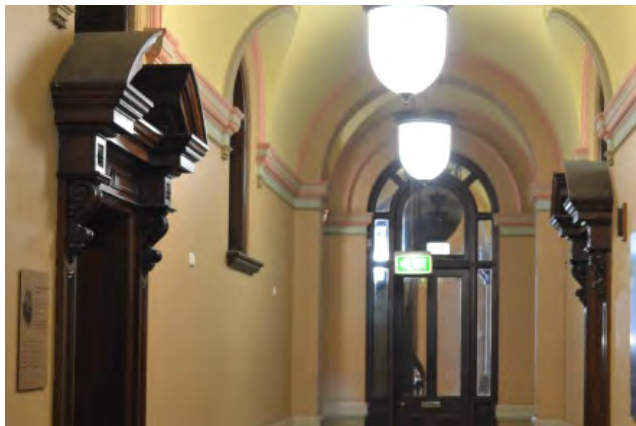


Figure 3.81
Protruding timber pediments above doors in the Bridge Street corridor

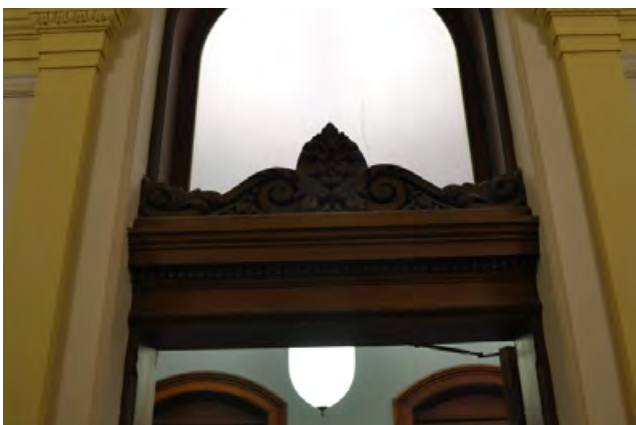


Figure 3.82
Decorative carved detailing in door off corridor

3.6.11.2 INTERIOR DOORS AND WINDOWS

The timber doors are of exceptional high quality and significance. The doors vary in detail and configuration throughout the building to match the use and importance of the spaces.

A feature of the office doorways from the corridor side are the decorative timber carved heads, elaborately carved into different motifs and designs. No two appear to be the same. All the internal joinery is of rare Australian red cedar.

The Bridge Street corridor on the ground floor has the most elaborately carved heads which are accompanied by protruding semi-circular or arched timber pediments.

Clear finished panelled cedar doors of an exceptional standard are located throughout the building. These are intact with their original brass hardware. Some doors have their original ebony push plates. Early obscure glass panels of various types can also be found. The original gold leaf room numbering system is retained on all original doors and is generally continued on new doors to plant rooms etc.

The timber windows are of exceptional high quality and significance. The windows vary in detail and configuration throughout the building to match the use and importance of the spaces.

A feature of the office windows on Level 1 are the decorative timber carved pilaster heads and radiating carved architraves. The detailed windows match the external stonework in form and architectural orders. All the internal joinery is of rare Australian red cedar.

The internal windows to the stairs are a recent addition to the building and have been added in a sympathetic manner. The reproduction windows and joinery are made of rare Australian red cedar and were added to these areas to enhance the fire rating and smoke retention in paths of travel. Other new work has similar sympathetic new fabric.

Windows are generally clear finished of an exceptional standard throughout the building. Some windows are intact with their original brass hardware catches and lifts. Some Early obscure glass panels of various types can also be found.



Figure 3.83

Internal window and door on ground floor, with a recent obscure glass panel on the lower window sash. Generally all glazing appears to have been replaced in the late Twentieth century

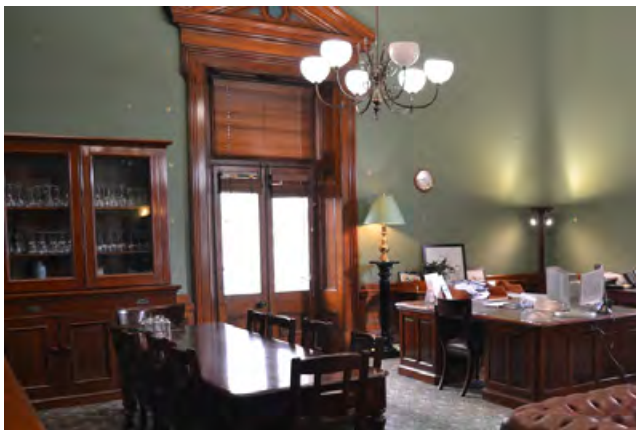


Figure 3.84

The paint scheme in the former minister's office (Room 107)

3.6.12 FINISHES

3.6.12.1 PAINT FINISHES OFFICE AREAS

Generally the original internal room walls are of brickwork with painted set plaster finish. Some external corners have staff mouldings. The degree of ornate finishes in the wall plaster varies with the former importance of the room. Some corner office rooms have timber wainscoting. Some rooms in the ground floor have more recent painted brick walls that were added as part of the structural support for reinforced concrete mezzanine floors above.

The domes have metal framed walls. The northern dome was originally lined with painted timber boarding. In the Northern dome some of this boarding was replaced during past upgrading works to clear finished Western Red Cedar.

The former minister's office has been reinstated with the original paint scheme, as determined by extensive research and existing evidence.

The veracity of the existing reinstated paint scheme is currently being tested by International Conservation Services.

3.6.12.2 FAILING PAINT FINISHES

Generally throughout the building the internal paint finishes are in poor condition. The reasons for failure may vary in each location and further research may be required to solve the underlying problem to prevent reoccurrence.

The ground floor on the Western side has blistering paint on the walls and ceiling as seen in room G12. The failure may be more than a moisture issue and could relate to the underlying paint and substrate.

The upper floor walls and ceilings on Level 3 (see room 302) have paint failure in ceilings and upper wall areas. This is most likely from falling damp from leaking flashings, membranes and roof sheeting above. These ceilings are concrete and although durable and less likely to fail from water ingress when damp cause the ceiling paints to fail. Even after the leaks have been repaired it will take approximately 1 year for the walls and ceiling to fully dry before the paint can be applied without failing.

In area such as the three original internal stairs access has prevented the underside of the stair flights and landings from being painted. The paint is old and blistered and requires re-painting. A substantial scaffold will be required to paint these internal voids.



Figure 3.85
Example of failing paint in ground floor offices



Figure 3.86
Example of failing paint in Bridge Street ground floor offices

3.6.13 HISTORIC SERVICES

Few original historic services remain in the building. The central core toilets are substantially altered with only the original wall configuration and some cast iron piping remaining. Some remnants of original services remain such as old light fixing points on ceilings, gas metres and concealed service pipes.

3.6.14 MECHANICAL SERVICES

3.6.14.1 AIR CONDITIONING

The air conditioning system at the Lands Building is a mixture of different chilled/heating water and refrigerant systems. The central chilled water system is currently in urgent need of replacement and upgrade to meet the new demands of the ground, 1st and 2nd floors. The chiller, which is over 30 years old, is nearing the end of its serviceable life, while the cooling tower is currently undersized for the load of the building.

3.6.14.2 CENTRAL CHILLED WATER PLANT

The chilled water plant comprises of two York R22 chillers, a single cooling tower and two Ajax chilled water pumps. These are all contained in the chiller/boilerplantroom located on the ground floor. The chillers are over 30 years old, and are past their economic life, and are nearing the end of their serviceable life. The chillers are only able to be run one at a time, due to limitations in the cooling tower. The chillers, during warm weather, are operating at full load.

3.6.14.3 CONDENSER WATER PLANT

The condenser water plant comprises of a BAC VXT105 cooling tower, located in the Level 4 south roof space (room number 407) and two condenser water pumps located in the chiller/boiler plantroom on the ground floor. The existing cooling tower is insufficient for the existing cooling load of the building.

3.6.14.4 HEATING WATER PLANT

The heating water plant consists of a Ferroli NLR 140 gas fired boiler (163kW) and a heating water pump. The boiler is serviceable condition, while the pump is nearing the end of its serviceable life.

3.6.14.5 EXHAUST SYSTEMS

All toilets and kitchenettes located within the building (excluding the toilets located in the courtyards) are mechanically ventilated, except as noted below. They are ducted to the roof, and air exhausted above the roof. All the toilets located within the courtyards are naturally ventilated, through louvers.

The toilet in G34 has been subdivided to include a disabled toilet, with separate entrance. During the subdivision works, the mechanical exhaust was not extended to the disabled toilet. There is no current ventilation to this toilet.



Figure 3.87
Air conditioning system in ground floor offices



Figure 3.89
Typical socket outlets



Figure 3.88
Service units in the central strong room

3.6.15 ELECTRICAL SERVICES

3.6.15.1 GENERAL LIGHTING

The general lighting varies slightly throughout the building. The majority of lighting is by twin 65watt T12 linear fluorescent lamps, with different mounting types in each area. The T12 linear fluorescent lamps are at the end of economic life and should be replaced with the more efficient T5, 28w linear fluorescent fittings in the short term. Period style lighting in the general areas, walk ways and stair ways require a clean and a re-lamp, but otherwise are in good general working order, and provide sufficient light output levels.

Accessories such as socket outlets, light switches and voice/data outlets are generally satisfactory although in many cases the cover plates are quite old and it would be advisable to replace with new in the short term.

[The hallway lighting is] period style lighting, in all hallways and general use staircases, in good condition. Exit lights [are] located throughout the building [and] comprise cold cathode tubes with "EXIT" wording. [There is a] lack of emergency lighting throughout the building.

3.6.15.2 ELECTRICAL METERING PANEL

The electrical authority metering panel is located adjacent to the main switchroom on the ground floor in the Main Switch room , adjacent to the Main Switchboard.

The supply authority meters with GSM wireless mobile data connections, are located on the metering panel. The location of the metering panel and supply authority meters does not comply with the requirements of the NSW Service and Installation Rules, as it pertains that meters are to be located at an accessible area out of hours. The location is currently inside a locked building.

The metering panel contains asbestos, so caution should be taken when working on or near this panel.

3.6.15.3 EMERGENCY SOUND SYSTEM AND INTERCOM SYSTEM (SSIS)

The building has a EWIS and Visual Warning System which is in satisfactory condition although the spacing of speakers needs to be checked against current standards.

3.7 MOVEABLE HERITAGE

The Lands Building houses special features that are integral to the historic use of the building.

A large three dimensional contour wall map of New South Wales is located in the Bridge Street lift lobby. It shows the contours of the mountain ranges and is the first map of its type.

The Lands Building is also the home of a display of early surveying equipment and early furniture specific to the building and its original occupants.

The Land's Department surveyor's tape base or checking area is embedded in the concrete floor along the eastern ground floor corridor. It contains brass datum points near the ends of a black and white marble run detailed in the floor and measures one chain long. This significant item is integral to the building fabric and should not be considered as movable heritage.

The moveable heritage of the Lands Building is listed and assessed in the *Lands Building Movable Heritage Management Strategy*, prepared by Musecape in August 2013. GPNSW have informed us that this report will be updated following the departure of the Department of Planning.

3.8 THE MOAT

The moat or sub-street level tunnel is located at ground floor level, outside the external walls of the building, on all sides. It is a continuous semi-vaulted tunnel section broken by brick transom ribs. It extends the full length of the building beneath the Loftus and Bent street pavements and for at least half the length of Bridge Street and Gresham street pavements. The moat varies in height from 5 metres in the Loftus and Bent Street corner, down to crawl space under the Gresham Street entrance, and the corner of Bridge and Loftus Streets.

At regular intervals along the top of the vault, cast iron grilles at pavement level permit light and ventilation into the moat area, which in turn acts as a light and ventilation shaft for the rooms below ground level. The moat works particularly well for the ventilation beneath the timber flooring of the sub-ground level rooms. Room G16 exhausts the sub floor into the moat. It also provides an open continuous perimeter drain for any excessive water below ground level. The one metre wide air space provided by the moat acts as a damp barrier between the ground and the building structure. The walls of the moat are lime washed, and generally this is in good condition. The moat contains an early disused cast iron stormwater pipe. Examples of fretting stone can be seen at certain window locations in the tunnel.



Figure 3.90

Three dimensional contour wall map of New South Wales on the ground floor. Visible to the right is a timber framed display of early 1915 medals and certificates connected with the relief map



Figure 3.91

Ceramic tiled Royal Coat of Arms above the directory board off the Bridge Street entrance lobby

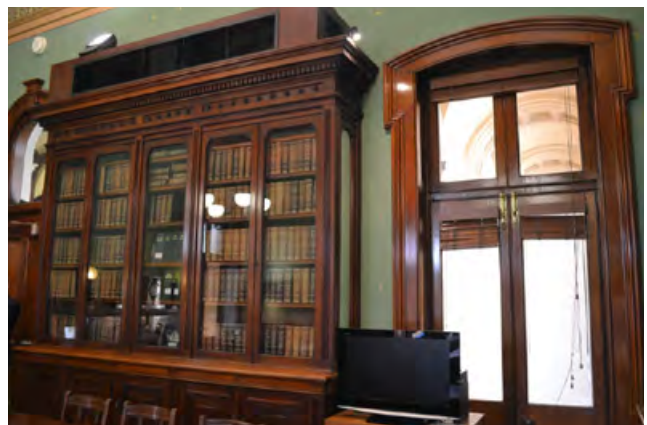


Figure 3.92

Cedar bookcase constructed as part of the original fitout for the former minister's office (Room 107), located in situ

4.0

ASSESSMENT OF CULTURAL SIGNIFICANCE

4.1 INTRODUCTION

Heritage, or “cultural” value, is a term used to describe an item’s value or importance to our current society and is defined as follows in *The Australia ICOMOS Burra Charter*, 2013, published by Australia ICOMOS (Article 1.0):

Cultural significance means **aesthetic, historic, scientific or social or spiritual value** for past, present or future generations.¹

This section establishes the criteria which are used to understand significance and identifies the reasons for the cultural value of the site and its components.

Significance may be contained within, and demonstrated by, the fabric of an item; its setting and relationship with other items; historical records that allow us to understand it in terms of its contemporary context, and in the response that the item stimulates in those who value it.² The assessment of significance is not static. Significance may increase as more is learnt about the past and as items become rare, endangered or illustrate aspects that achieve a new recognition of importance.

Determining the cultural value is at the basis of all planning for places of historic value. A clear determination of significance permits informed decisions for future planning that will ensure that the expressions of significance are retained and conserved, enhanced or at least minimally impacted upon. A clear understanding of the nature and degree of significance will determine the parameters for, and flexibility of, any future development.

A historical analysis and understanding of the physical evidence provides the context for assessing the significance. These are presented in the preceding sections. An assessment of significance is made by applying standard evaluation criteria to the facts of the item’s development and associations.

The NSW Heritage Database contains the following Statement of Significance for the Lands Department Building, 23-33 Bridge Street, Sydney, Database No. 5045701:

The building is one of the most outstanding surviving Victorian buildings in Sydney. The building has been used continuously for the purpose which it was designed for - as the administrative head office of Department of Lands. It has a long association with the public life of NSW, especially the rapid expansion of settlement during the later part of the 19th century. The building forms a visually satisfying enclosure to the southern side of Macquarie Place and relates in scale and materials to the other Government buildings at the eastern end of Bridge Street. A vital landmark in the history of surveying, land titles and public works in New South Wales. (DLWC S170 Register)

The revised Statement of Significance, provided below, has been copied verbatim from *The Lands Building, Bridge Street, Sydney, Conservation Management Plan*, prepared by the Government Architect’s Office, Public Works, March 2015, as reproduced in italics; this includes the assessment of significance and comparative analysis.

4.2 COMPARATIVE ANALYSIS

4.2.1 INTRODUCTION

The Lands Building can be understood within both the social and architectural context of its time as well as the body of James Barnet’s work as Colonial Architect from 1862 to 1890. The importance of Barnet’s architecture is clearly expressed by Chris Johnson in ‘Shaping Sydney: Public Architecture and Civic Decorum’.

“Barnet gave due civic expression to the significance of the government’s role in guiding the colony’s development. Views of Sydney from the 1880s show Barnet’s buildings as the cornerstones

¹ *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013, p.2

² ie “social”, or community, value

of the city. His understanding of civic propriety and of the role of public buildings accorded with the Victorian concept of decorum: civic order and legibility established through public buildings.”³

The concept of a city’s civic buildings representing a degree of order and control and delineating the difference between public and private space was particularly important in the mid to late nineteenth century when Australia was becoming more confident within the British Empire and on the world stage generally. Barnett is credited as the Colonial architect who most significantly shaped the architectural character of Sydney, leading its transformation from a Georgian town to Victorian city.⁴ Although his architectural style was classical, his later buildings incorporating colonnades and verandas “indicate the beginnings of a regional style that was to be developed by his successors”.⁵ Barnett also included Australian motifs in his detailing.

Barnett’s development of a government precinct of purpose built administration buildings in Bridge Street, including the earlier Treasury Building, the Chief Secretary’s Building and Lands Building consolidated his earlier work on the Australian Museum and contemporary work on Sydney’s General Post Office.

In its design philosophy, architectural style, layout and detailing the Lands Building is the most similar to the Chief Secretary’s Building, completed only a few years before. Like the Lands Building it was built to accommodate all levels of administration from Minister to clerk. Also like the Lands Building the hierarchy of the occupants was reflected in the room sizes and the internal detailing of joinery and plasterwork. These buildings set the tone for the style, layout and detailing of later public administration buildings such as the Department of Education Building (1914) and the Lands Titles Office (1914) [sic].

Earlier office buildings such as the Treasury (1849) and Registry Offices (1859) were of a more domestic scale and style, with the former being designed based on a gentleman’s club in London. Other purpose built government buildings such as Customs House (1844) and the GPO were more functional in their layout with less emphasis on the hierarchy of spaces.

A comparison of the key purpose built government office buildings is outlined in the table below. All of these buildings are listed on the State Heritage Register.

- 3 Johnson, C., *Shaping Sydney: Public Architecture and Civic Decorum*, Alexandria: Hale and Ironmonger, 1999, p80
- 4 Ibid.; Noel Bell Ridley Smith & Partners, *The New South Wales Lands Department Building: Conservation Management Plan*, Volume 1, 1996, p18, unpublished consultancy report for NSW Department of Land and Water Conservation.
- 5 Johnson, C., *Shaping Sydney: Public Architecture and Civic Decorum*, Alexandria: Hale and Ironmonger, 1999, p107

4.2.2 COMPARABLE BUILDINGS IN THE AREA

4.2.2.1 TREASURY BUILDING (FORMER) (1849)



Figure 4.1

The former Treasury Building

Source: NSW Heritage Database, Item No. 5044997

The NSW Heritage Database provides the following information for ‘Intercontinental Hotel former Treasury Building’, 117-119 Macquarie Street, Sydney, Database No. 5044997:

Statement of Significance:

The former Treasury Buildings group (within the Intercontinental Hotel complex) is an outstanding example of the state’s 19th- early 20th century public buildings and forms part of what is arguably the finest group of these sandstone buildings in NSW. The architectural forms and detailing of the group, with its strong links to Victorian “Neo-Classical” traditions, make it an extremely fine exemplar of this style and reflect important contemporary links with English architectural practice. The facade of Lewis’s original building in particular is a premier example in NSW of 19th century “Italian Palazzo” style based closely on a London model. The bold but sympathetically related Vernon additions fronting Macquarie Street are impressively proportioned and detailed and represent an excellent and perhaps unique example of late Victorian eclectic architecture in NSW. The site’s contribution to the significant streetscapes of Macquarie and Bridge Streets is both large and indisputable, with the siting, form, materials and detailing enhancing the adjacent precincts of early buildings. Historically the building group is significant because of its long association with the NSW Treasury and the state treasurer’s and premier’s offices. (Sydney City Council Heritage Inventory)

Physical description:

The former Treasury building has fine Georgian elevations of exceptional scale, proportion and detailing. It occupies an important location in central Sydney. It contributes greatly to the sandstone townscape aesthetic of the Government precinct as well as being an excellent example of the craft work of its period. (Branch Managers Report to the Heritage Council 25/9/1984)

Sandstone; timber joinery; iron & stone palisade fence Sandstone; timber joinery; face brick with stone dressings to external walls & colonnade to cortile. (Sydney City Heritage Inventory)

Comments (from 2015 CMP):

Architects: Mortimer Lewis (1851); Vernon (1898); Vernon & McCrae (1919)

Attributed as being the first purpose built government office. Built in sandstone in the style of a Georgian London club, with later additions. Contributes to the Macquarie and Bridge Street streetscapes. A smaller scale building than the later Lands Building. Has been converted into a luxury hotel (the InterContinental) and has had most of its internal layout substantially altered. The former Minister's suite of offices has been retained.

4.2.2.2 REGISTRY OFFICE (FORMER) (1859-62)**Figure 4.2**

The former Registry Office

Source: NSW Heritage Database, Item No. 5045200

The NSW Heritage Database provides the following information for the 'Old Registry Office, Sydney Supreme Court House', Elizabeth Street and St James Road, Sydney, Database No. 5045200:

Statement of Significance:

The Sydney Supreme Court House (Old Registry Office) located at the corner of Elizabeth Street and St James Road has historic significance as part of the Supreme Court complex. The building has aesthetic significance as a design of the Colonial Architect Alexander Dawson and is one of only two Government buildings which were designed in the Gothic style, the other is the Lands Titles Office in Prince Albert Road. Externally the Old Registry office is a fine, rare, largely intact, if modified, example of the style as used in a Government building. The building makes an important contribution to the character of the immediate area with its small scale and simple faade treatment. The building has historic and social significance as part of the Government administrative and legal systems. The site is significance as neighbouring macquarie's Civic Town Square with church and courthouse. (Peddle Thorp & Walker Pty Ltd, January 1998)

Physical description:

This building which now forms part of the Supreme Court House Group is symmetrically designed in the Victorian Tudor style. Typical stylistic features include banded chimneys, narrow grouped windows set under projecting gable bays, a castellated parapet at the roofline and quoin detailing. There were two later SE wing additions constructed in brick and staircase. The later wing is of lesser architectural merit though sympathetic in design. The original building is constructed in smooth dressed sandstone blocks with a slate hipped and gabled roof. The boundary iron palisade fence sits on a stone plinth.

Comments (from 2015 CMP):

Architect: James Dawson, later modified by James Barnet

Small scale Victorian Tudor style sandstone building. Austere external detailing, largely intact. Has had some modification internally.

4.2.2.3 CHIEF SECRETARY'S BUILDING AND 50 PHILLIP STREET (1873-93)



Figure 4.3

The Chief Secretary's Building

Source: NSW Heritage Database, Item No. 5045423

The NSW Heritage Database provides the following information for the 'Chief Secretary's Building', 121 Macquarie Street, Sydney, Database No. 5045423:

Statement of Significance:

The Chief Secretary's building is of national significance by reason of its historic, social, architectural, aesthetic and scientific values. It embodies, by its construction for and association with, pre-eminently important office and department of the Colonial, later Chief Secretary. This most enduring of political and administrative institutions achieved, through its expansion and growing politicisation, the most far reaching powers of any of the administrative departments of the Colonial bureaucracy. The decisions made in this department affected every level of society in the colony.

After the institution of responsible government in 1856 the office of the Chief Secretary was almost continuously held until the twentieth century by the Premier of NSW further underlining its important role. Several outstanding figures in NSW political life held this office and through it, and the role of the Premier, were able to campaign for the most important political agendas of the time, including, but not exclusively, economic and land reform and Federation.

The locations, size and lavish treatment graphically demonstrate the importance of the departments that were housed there, the social hierarchy of its occupants as well as the practical workings of the fully developed late nineteenth century bureaucracy. The interior finish demonstrates refinement of public taste. Its continual occupation as government

offices through to the twentieth century make it possible to demonstrate, through changes made to the fabric, changing community practices such as greater opportunities for women in the workforce.

The building is one of the most significant late nineteenth century architectural works in Sydney. It embodies two of the most significant projects of Barnet and Vernon and was ranked, by contemporary accounts, with pre-eminent public works of the time such as the GPO. It remains a dominant element in the Victorian streetscapes of this part of Sydney.

Its placement in relation to Government House, Parliament House, the Treasury Building and other major departmental offices symbolises the relationship to the office to both political and public offices. (Jackson Teece Chesterman Willis 1994:65)

Physical description:

In its existing configuration the Chief Secretary's Building consists of 2 major directly linked components. At Macquarie, Bridge and Phillip Streets - a four storey sandstone building, with a copper and slate roof mansard and a copper clad dome. At Phillip Street - a five storey sandstone building with copper roofed mansards.

The original building was designed by Barnet in what is now called the Victorian Free Classical style; characteristics of this style are the massive basement wall with superimposed classical orders and circular arched openings, wide arcaded balconies and balustraded parapets behind which are the barely visible low pitched hipped roofs. When Vernon added to and extended this building he chose the somewhat different, though related, Victorian Second Empire style, the chief characteristics of which can be seen in the iron crested mansard roofs and the pavilion dome.

Barnet adopted a scheme of decoration that involved variations from floor to floor and a further variation within each floor. The most ornate decoration was given to all corridors and entrances, principal room located at the four corners of the building on levels 2 and 3, large rooms at the centre of the bridge Street elevation on levels 2 and 3. Decreasing ornateness was given to the spaces along the Bridge Street elevation, between principal rooms on levels 2 and 3. Austere, simple decoration was given to the range of rooms facing south into the Phillip Lane courtyard. (Jackson Teece Chesterman Willis 1994:34 & 51)

Comments (from 2015 CMP):

Architect: James Barnet (1873) and Vernon (1890s)

Victorian Free Classical style sandstone, purpose built government administration building. Most closely matched comparative example to the Lands Building in concept, layout and detailing. The design reflected the importance of the Colonial, later Chief Secretary. Contributes to the Bridge Street streetscape. Still used for government administration.

**4.2.2.4 GENERAL POST OFFICE (FORMER)
(1866-74)**



Figure 4.4

The General Post Office

Source: NSW Heritage Database, Item No. 5045424

The NSW Heritage Database provides the following information for the 'General Post Office', 1 Martin Place, Sydney, Database No. 5045424:

Statement of Significance:

The Sydney GPO site is a significant place in the Australian National Estate and NSW and is of national importance. The Post Office has been on the site since 1830 and the fabric reflects the history of postal, telegraphic and telephonic services in N.S.W. and Australia. It contains several buildings of varying cultural significance.

The exteriors of the buildings contribute much to the significant quality of the streetscape of George and Pitt Streets, and the western end of Martin Place.

The site has potential for archaeological investigation of past methods of construction, way of life etc. and for the proper conservation of buildings. (Lucas, Stapleton & Partners 1991: 13)

The General Post Office in Sydney is significant for its association with the development of an

integrated national postal and telecommunications system after federation. It was the venue for three conferences on the subject in the period 1896-1900, the last of these meetings drafting the Commonwealth legislation under which the national system was created.

Physical description:

The GPO is constructed of Pyrmont stone and consists of a basement, ground floor, mezzanine, first, second and third floors. The ground floor is dominated by an open arcade which runs around the three street facades and which is covered with domical vaulting. This arcade is supported on polished grey monolith columns from Moruya on rougher, quite massive bases, and surmounted by carved capitals of the same materials. The main facade facing Martin Place is quite symmetrical with nine bays to each section of the arcading with end pavilions, and a massive central block surmounted by a fine clock and bell tower rising to 210 feet. (Burn 1967)

The Martin Place building is inspired by the Palazzi Communal of late Medieval and Renaissance Italy and is the finest example of the Victorian Italian Renaissance style in NSW.

Load-bearing sandstone walls support wrought iron composite beams or girders. Coke breeze arches without structural function span between the beams, with suspended timber floors and ceiling joists above and below respectively. The actual ceilings are lath and plaster with some cast plaster and run detail. The parallel interior load-bearing walls of the George Street wing have been removed.

The 1927 building is a seven storey Beaux Arts Classical style rendered, brick clad, steel framed structure.

The 1942 building is a nine storey Moderne style, concrete encased, steel frame building clad in granite and terra cotta tiles. (Lucas, Stapleton & Partners 1991: 10, 22-23, 123)

Comments (from 2015 CMP):

Architects: James Barnet (1874) and Vernon additions (1898)

Victorian Free Classical style sandstone post office built as a monument to the importance of the postal service at the time. Remains a landmark public building facing Martin Place. The site has been converted into a luxury hotel (The Westin) and has had much of its internal layout substantially altered.

4.2.2.5 LANDS DEPARTMENT BUILDING (1876-1893)



Figure 4.5

The Lands Department Building

Source: NSW Heritage Database, Item No. 5045424

The NSW Heritage Database contains the following information for the 'Lands Department Building', 23-33 Bridge Street, Sydney, Database No. 5045701:

Statement of Significance:

The building is one of the most outstanding surviving Victorian buildings in Sydney. The building has been used continuously for the purpose which it was designed for - as the administrative head office of Department of Lands. It has a long association with the public life of NSW, especially the rapid expansion of settlement during the later part of the 19th century. The building forms a visually satisfying enclosure to the southern side of Macquarie Place and relates in scale and materials to the other Government buildings at the eastern end of Bridge Street. A vital landmark in the history of surveying, land titles and public works in New South Wales. (DLWC S170 Register)

Physical description:

A large 3-storey sandstone administration building with basement, designed in the Renaissance Revival style. The basement has 3 entrances: the main entrance in Bridge Street, and two others in Gresham Street (one originally used for carriage). The facade is of dressed Pyrmont sandstone with cornices and balusters at each floor level. The ground, first, & second floors have pilasters and entablatures of the Doric, Ionic and Corinthian orders respectively, each standing on appropriate pedestals. The pitched roof is behind a balustraded parapet. A large copper dome 55' square at the base changing to an octagon at the top and carrying an octagonal lantern with revolving copper dome roof rises above the Bridge Street facade. The centre

compartments of Gresham and Loftus Streets have pediments backed up by high mansard roofs. A clock tower with copper "onion" top closes the vistas in Bent and Spring Streets. The elevations have arched windows and verandah openings, and niches for statuary. There is delicately formed cast iron work to the entrance gates and window grilles, and large flights of stairs and cantilevered balconies and bridges around the courtyards. The internal walls are of brick with reinforced concrete floors and ceiling, iron girders and iron-framed roofing. Externally, the building's original facade is unchanged. (DLWC S170 Register)

Each facade has 12 niches whose sculpted occupants include explorers and legislators who made a major contribution to the opening up and settlement of the nation. Although 48 men were nominated by Barnet as being suitable subjects, most were rejected as being 'hunters or excursionists'. Only 23 statues were commissioned, the last being added in 1901 leaving 25 niches unfilled (Devine, 2011).

Comments (from the 2015 CMP):

Architect: James Barnet

Victorian Free Classical style (described at its time as Italianate) purpose built government administration building occupying a complete city block.

Finely detailed sandstone elevations on all sides. Innovative use of emerging technology for lighting, ventilation, heating and communication as well as one of the first reinforced concrete slab floors and coke concrete vaults for fire rating. Hierarchy of staff functions reflected in the internal detailing of different rooms and spaces. Largely unmodified since original construction with the exception of new lifts and services inserted into existing spaces. Some conservation work to exterior and interior. Original design, internal layout and internal and external detailing are intact and retain a high level of integrity. Still used for government administration.

4.2.2.6 LAND TITLES OFFICE (1912-13)



Figure 4.6

The Land Titles Office

Source: NSW Heritage Database, Item No. 5045050

The NSW Heritage Database provides the following information for the 'Land Titles Office', Prince Albert Road, Sydney, Database No. 5045050:

Statement of Significance:

A well scaled civic building sensitively detailed to complement the adjoining older buildings such as St. Mary's Cathedral. Its carefully composed sandstone facade contributes to the streetscape and satisfactorily terminates the northern end of College Street. It provides a sympathetic component in the progression of civic historical buildings along College Street to Queen's Square. The building has long association with the registration of birth, death and marriages, as well as trade marks, bills of sale, business agents etc. The building stores valuable old registers and other land title documents. (DLWC S170 Register)

Physical description:

A three-storey Neo-Gothic sandstone-faced office building with attic storey and basement, of steel-framed construction with reinforced concrete floor and slate covered steel framed roof. The facades contain some elaborate gothic detailing to windows and good carving work to gables and over entrances. The three large gables facing Prince Albert Road are flanked by castellated corner turrets, whilst the facade to Queen's Square has a similar small gable flanked by two turrets on each side. The initials CH (Colin Hudson, stonemason), are carved into one of the string course bosses at about second-floor level on the western side return wall of the main entrance facing St. Mary's. Nearby on a small octagonal turret are the initials of his father HCH (Herbert Charles Hudson). On the eastern side of the main entrance on the east and west elevations, with initials of the architects and clerks of works. On the keystone of

the arch over the main entrance are the entwined numbers 1912. (DLWC S170 Register)

Comments (from the 2015 CMP):

Architect: Walter Vernon

Neo-Gothic style three story sandstone government administration building. Internal spaces have been significantly modified with twentieth century office fitouts, but some internal detailing could be recovered. Retains its original departmental use as a Land Titles Office.

4.2.2.7 DEPARTMENT OF EDUCATION BUILDING (1912-30)



Figure 4.7

The Department of Education Building

Source: NSW Heritage Database, Item No. 5045558

The NSW Heritage Database provides the following information for the 'Department of Education Building', 35-39 Bridge Street, Sydney, Database No. 5045558:

Statement of Significance:

The Department of Education Building demonstrates Edwardian architectural style and planning concepts; its historic features reveal Edwardian taste and customs - for example, the grand sequence from entry porch to Ministerial Board Room. The Building, especially where it remains in original condition, a particularly fine example of an early 20th century government office building, featuring an innovative internal steel frame that allowed for future re-use.

It is an important example of the architecture of the period 1915-1930. While the original design determined the overall external effect, it is interesting to see purer Beaux Arts neo-classical details occurring in the 1929 Farrer Place porch and foyer, and simplified stonework details in this portion of the building. How much they reflect taste rather than economy is unclear.

The importance of education to NSW c.1915 is manifest in this building and its original budget. Various important figures such as Peter Board and Sir Harold Wyndham are also associated with it. The building as conceived and built, has a considerable degree of unity in its use of materials, form and scale. The external design is highly disciplined, and uses a limited palette of materials: Sydney sandstone, metal framed windows, copper-clad skylights. It makes a major contribution to this part of Sydney, visually linking with other imposing sandstone government buildings and enhancing a number of important city vistas. It clearly has townscape value. (Department of Education Building, Howard Tanner & Associates in association with Terry Kass and Hughes Trueman Ludlow, 1989)

Physical description:

The Department of Education Building occupies a complete city block, its four handsomely detailed sandstone elevations being designed to dominate this area. The northern elevation makes an important contribution to Bridge Street, the monumental simplicity being articulated by the central porch with its broken pediment, a sequence of arched openings and judiciously ornamented balconies and friezes, which are topped by a lofty parapet. The other three elevations generally repeat this formula in a more restrained way.

In addition to the important Bridge Street presentation, there are other important views from the First Government House site, from Macquarie Place and along Bent Street, as well as the axial view from O'Connell Street.

The northern half of the building was designed and construction c.1912-1915 for the Department of Public Instruction, now the Department of Education. The design can be attributed to the Government Architect of the day, George McRae, who as a young man was responsible for the Queen Victoria Building. His later work is characterised by imposing sandstone structures in what may be termed an Edwardian Baroque style, similar to major government buildings being erected in Britain at that time. Central Railway Station (c.1924) and the Department of Public Instruction (c.1914) are prime examples of his later work.

Mc Rae intended that the completed buildings would form a quadrangle around a formal garden, and the second, or southern portion, was designed and constructed c.1928-30 to plans prepared by architects John Reid and Son. These largely followed the formula devised by McRae, but with additional openings to the parapet, and a set back top floor, whose rendered finish somewhat compromised the original intent. This section of the building was

constructed for the Department of Agriculture, but since 1967 has been occupied by the Department of Education.

There is no doubt that the formation by successive colonial governments of an administrative enclave in this area to designs by Government Architects such as Lewis, Barnet, Bernon and McRae sought to establish a special precinct, a kind of Antipodean Whitehall.

That the Department of Education Building had British prototypes is quite clear. Its style was in what has come to be termed Edwardian Baroque featuring robust stonework broken by a regular rhythm of quasi-Georgian windows, and a strong play of shallow arches and segmental or broken pediments.

A very obvious prototype is William Young's War Office, Whitehall of 1898-1906, or in a more general sense the vast civic group at Cardiff, Wales (1897-1906).

The interiors of the Department of Education Building were generally functional, a series of simply partitioned offices and corridors now generally altered to form open plan office space. The exceptions were the imposing entry lobbies and related stairs, the finely wrought Minister's office, (or Board Room), and the top floor exhibition galleries. Here the external language of pillars and pilasters, was combined with deeply coffered ceilings and panelled doors and some exuberant detail: plaster, timber and marble were used to enrich these special areas.

The existing building has been constructed in two sections with several later additions.

The first part being the northern section built c.1912. The structure is steel framed with concrete floor slabs supported on a network of secondary RSJ's spanning between primary RSJ's which span from perimeter walls to internal columns. Internal concrete encased. From available drawings it cannot be confirmed whether the external walls to the street and the internal walls to the courtyard are steel framed or whether they are of load bearing masonry construction. Most likely they are load bearing masonry.

The later southern section was originally the Department of Agriculture built c.1928. The structure consists of ribbed one way spanning reinforced concrete floor slabs supported by concrete encased steel plated RSJ's spanning from internal columns to columns within the external walls. The available

drawings indicate that the perimeter walls and courtyard walls are steel framed.

Both buildings are stoned clad to perimeter walls and have flat roof construction similar to the floor constructions except that the earlier building has the steel framing and slabs so arranged as to accommodate raised roof lights.

(Department of Education Building, Howard Tanner & Associates in association with Terry Kass and Hughes Trueman Ludlow, 1989)

Comments (from the 2015 CMP):
Architect: George McRae

Edwardian Free Classical style purpose built government administration building occupying a complete city block. Finely detailed sandstone elevations on all sides. Demonstrates Edwardian architectural style and planning concepts. Use of steel frame construction, Sydney sandstone exterior, steel framed windows and copper clad lanterns. Unlike the Lands Building the interiors were largely functional with the exception of the more finely detailed public entrance spaces, the Minister's Office and the top floor exhibition spaces. Visually contributes to the Bridge Street government precinct. The interiors have undergone modern office fitouts.

4.2.3 CONCLUSION

There are no comparable government office buildings of the period in regional areas of NSW although undoubtedly some very fine public buildings were erected throughout the state in the late nineteenth and early twentieth century. Barnett's Sydney office buildings were of a larger scale and style befitting their roles at the head of governing and administration for each Department.

Comparing the Lands Building with other purpose built government administration buildings in Sydney it is clear that the building is unusual in its high level of integrity and intactness, particularly in regard to its internal layout and finishes. Only the Chief Secretary's Building is comparable in this regard. Both of these buildings are outstanding, early examples of design for government administration. Because of its high level of intactness, the Lands Building still clearly demonstrates this use and still very much feels like a late nineteenth century, rather than a late twentieth century office. This also means it is a very well preserved example of James Barnett's work, clearly expressing his combination of classical design with Australian influences.

Together with the Chief Secretary's Building, the former

Treasury and the Education Department Building; the Lands Building contributes to Bridge Street's monumental 'sandstone' streetscape of government buildings. No other streetscape in NSW demonstrates such an architecturally cohesive representation of the role and importance of State government administration.

Overall this comparative analysis confirms the State heritage significance of the Lands Building, both individually and as part of a group, particularly under the Rarity and Representativeness criteria discussed below.

4.3 ANALYSIS OF CULTURAL SIGNIFICANCE

The following commentary discusses how each of the criteria established by the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) relate to the subject site. It has been copied verbatim from the 2015 CMP for the site.

Criterion (a) – An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)

The Lands Building was purpose built as the head office of the Lands Department, one of the most influential and important government departments in NSW in the late nineteenth and twentieth centuries. The Department was responsible for regulating and in many cases instigating the exploration, settlement and growth of NSW in the nineteenth and twentieth centuries, playing a key role in its economic prosperity. These are significant activities in the history of the state. The Lands Building was one of a number of public buildings constructed at the time that gave civic expression to the significance of the government's role in guiding the colony's development. It represents a major change in the way government departments were housed at the time, being purpose built for government administration and reflecting the hierarchy and functions within the department.

The building continues to reflect both the type of work and the importance of the Lands Department at the time of construction and throughout the twentieth century. This is particularly demonstrated through the design, layout and detailing of the building, which acts as a monument to the important and ongoing work of government administration that continues in the building to the present day.

The scale and style of the building and the use of a mix of Australian, British and classical decorative motifs and the inclusion of statues of famous Australian explorers and surveyors reflects the significant growth in national confidence and pride throughout the late nineteenth century, leading to Federation in 1901. This period marked a change in Sydney's architectural character, from that of a provincial town to a city of standing within the Empire and the world. This was a significant phase in Australia's history and in the development of the character and identity of Sydney itself during the late-Victorian period.

Conclusion:

The Lands Building has STATE heritage significance under this criterion. Its historical significance is demonstrated by:

- the internal layout of the building including the hierarchy of office spaces (ministerial to clerk level), the circulation corridors and central, multi-storey records storage space;
- the internal detailing of joinery and other finishes to denote the use of spaces, hierarchy of their users and publicly accessible areas;
- the survey base line in the floor of the eastern circulation corridor on the ground floor, the survey base marker on the Bridge Street façade of the building and the remaining evidence of the observatory including its copper dome;
- the external detailing of the building including fine stone carvings using a mix of Australian, British and classical motifs as well as statues of notable Australian explorers and surveyors;
- the external form of the building incorporating more vernacular features such as verandas and classical details such as the copper domes, columns and clock tower;
- the statues around the building exterior.

Criterion (b) - An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)

The Lands Building is a highly intact example of James Barnet's work and clearly expresses his classical style combined with the beginnings of a more vernacular style for major public buildings. James Barnet, as Colonial Architect from 1862 to 1890 is a prominent and highly influential historical figure in Australian architecture. He was the designer of key public buildings in Sydney such as the GPO, Chief Secretary's Building and Customs House and Australian Museum extensions as well as numerous courthouses, government offices, police stations and other public buildings that contributed to the character of numerous NSW towns in their late nineteenth century boom periods.

The head builder John Young was a founding president of the Builders' and Contractors Association of New South Wales (1873), founding president of the NSW Bowling Association (1880–1907), and a member of the Board of Technical Education (1883–89). He was also a Member of the Royal Society and commissioner for various international exhibitions in Sydney, Melbourne, Amsterdam, London and Chicago. Young undertook many of the largest construction jobs in Sydney from the 1860s to the 1890s including: substantial sections of St Mary's Cathedral; the GPO; the 1870s Redfern Railway Terminus; Farmer and Co's store; the head office of the Australian Joint Stock Bank; Prince Alfred Park Exhibition Building; and the Garden Palace, built for the Sydney International Exhibition in 1879.⁶ The Lands Building remains as an intact testament to his work and skill.

The Lands Building also has an association with the numerous Surveyor Generals and ministers that occupied offices in the building as well as the explorers and surveyors depicted in the statues around the building's exterior.

Conclusion:

The Lands Building has STATE heritage significance under this criterion. Its associational significance is demonstrated by:

- the internal layout of the building including the hierarchy of office spaces (ministerial to clerk level), the circulation corridors and central, multi-storey records storage space;
- the internal detailing of joinery and other finishes to denote the use of spaces, hierarchy of their users and publicly accessible areas;
- the external detailing of the building including fine stone carvings using a mix of Australian, British and classical motifs
- statues of notable Australian explorers and surveyors around the building exterior.

Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)

The Lands Building is a fine example of a classically designed Victorian period building adapted for Australian conditions with the addition of colonnades, verandas and central ventilation wells. It is a critical part of James Barnet's body of architectural work, which saw the beginnings of an Australian vernacular style for public buildings. Although the building was finished after Barnett's retirement, his successor, Walter Liberty Vernon, noted in 1892 that the Lands Office was "one

⁶ Australian Dictionary of Biography (<http://adb.anu.edu.au/biography/young-john-4904>)

of the most important and handsome buildings in the southern hemisphere, and a monument to the skill of [my] predecessor.”⁷

At the time of its construction the Lands Building was a landmark and it remains so today. It is particularly well known because of its façade portrait statues and clock tower. It contributes to one of the most intact late Victorian/Edwardian precincts and the core nineteenth and twentieth century government/administrative precinct in Sydney along Bridge and Macquarie Streets. Together with the Chief Secretary’s Building, the former Treasury and the Education Department Building, the Lands Building contributes to this monumental streetscape that reinforced the role and importance of government.

The Lands Building was one of the first purpose-designed government administration buildings and is notable for its innovative use of fire resistant materials as well as its services including heating, lighting, ventilation and communication devices, which were at the forefront of technology when the building was constructed.

Both internally and externally it displays a high degree of technical achievement in its fine and high quality workmanship particularly in its carved stonework and joinery and its metalwork.

Conclusion:

The Lands Building has STATE and possibly National heritage significance under this criterion. Its significance is demonstrated by:

- the external detailing of the building including fine stone carvings using a mix of Australian, British and classical motifs as well as statues of notable Australian explorers and surveyors;
- the external form and scale of the building incorporating more vernacular features such as verandas and classical details such as the copper domes, columns and clock tower;
- the statues around the building exterior;
- the internal detailing of joinery, floor finishes and other finishes to denote the use of spaces, hierarchy of their users and publicly accessible areas including the iron staircases;
- design features relating to ventilation and light transfer;
- the multi-storey central records storage room;
- the building’s setting in Bridge Street.

Criterion (d) - An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons

The social significance of the Lands Building has been assessed through secondary sources.

The inclusion of the Lands Building in the City of Sydney’s Special Character Areas is indicative that the building has significance to members of the general public in NSW and beyond as an architectural landmark, contributing strongly to the unique urban character of the northern central business district of Sydney, particularly Bridge Street and Macquarie Place. The Lands Building is also valued for its richly modelled sandstone façade complete with niches for sandstone sculptures and a picturesque roofscape.

This public recognition of the significance of the Lands Department Building is reinforced in numerous publications on urban Sydney, including Public Sydney: Drawing Sydney in which the Lands Department Building is described as being “an architectural tour de force, a box of surprises hollowed out by galleries, lightwells and stair voids”.⁸

The interior of the Lands Building is less familiar to the general public. However the outstanding intactness of its interiors is highly regarded by those who have had employment or official business in the building over time; and by professionals from the design and construction professions.

Conclusion:

The Lands Building has STATE heritage significance under this criterion:

- The building is widely recognised as a Sydney landmark.
- The building also has a strong association with the many public servants who have worked for the Lands and Planning departments in NSW.

Criterion (e) - An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area)

The Lands Department building occupies a site that was utilised for European residences from the first days of settlement in Sydney. At least three and possibly four houses, sometimes used as offices, were erected here for senior officials of the Colonial bureaucracy. A number of the early structures were demolished during the first years of the nineteenth

⁷ Thalís, P. and Cantrill, P.J., *Public Sydney: Drawing the City*, 2013, p102. The Vernon quote is from ‘Report of the Department of Public Works, Government Architect’s Annual Report, Sydney, 1892.

⁸ Thalís, P. and Cantrill, P.J., *Public Sydney: Drawing the City*, 2013, p102.

century but these were replaced by other substantial buildings. These, as well as those few remaining from the later years of the eighteenth century, remained on the site and in use, until they were replaced by the two stages of the Lands Department building during the 1870s and 1880s.

Because of the slope of the site the contractors constructed the building as a partially exposed basement on two sides; there is reference to the excavation of "the rock". It suggests that, after the old buildings were demolished, the site was extensively excavated both horizontally and vertically to create a level bench for the new building. It is unlikely that the far less substantial evidence of the earlier structures would have survived this extensive and intrusive earthwork.

Work undertaken on the fabric of the building, however, may uncover evidence of earlier works and change to the original structure. When any work is carried out that causes earlier fabric to be exposed suitable action should be taken to record and conserve that fabric which would lead to a better understanding of the development of the building.

Works carried out in the footpath and the surrounding streets should be subject to normal archaeological conditions.

It is likely that excavation for the construction of the Lands Building basement would have destroyed evidence of previous structures or Aboriginal use of the land. The Lands Building site is listed as having archaeological potential for "deeper sub-surface features only" in the Schedule of Sites in the Central Sydney Archaeological Zoning Plan.⁹

It is noted that:

- The Lands Building site is listed as having archaeological potential for "deeper sub-surface features only" in the Schedule of Sites in the Central Sydney Archaeological Zoning Plan, therefore any excavation within the building will require an independent archaeological assessment;
- There is some original paving in the former carriage loop; and elsewhere evidence of preparation for this paving;
- The 'moat' areas under the surrounding footpath pavements can be considered as archaeological features;
- There may be building services below ground either contemporary with the Lands Building or earlier that may have archaeological value; and
- The assessment of the archaeological potential of the surrounding streets has not been within the

scope of this report. Consideration of an excavation in the surrounding streets for support functions or services to the Lands Building will require an independent archaeological assessment.

Conclusion:

The Lands Building site has a low potential for surviving archaeological remains of State significance.

Criterion (f) - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)

The Lands Building is rare, in that it is entirely to the design of one prominent architect and has been little altered since its construction. It demonstrates a high degree of intactness and sound condition, as itemised in Part 6 – Element Summary of this CMP. Of the remaining examples of late nineteenth and early twentieth century purpose-built government administration buildings of its scale in NSW the Lands Building appears to be the most intact in regard to its external form and detailing, its internal layout and decorative detailing and its moveable heritage. The survival of its internal layout and decorative detailing is particularly notable. Unlike the other administration buildings of its type it has not suffered intrusive or irreversible office fitouts and those that did occur during the 1960s and 70s have since been reversed through careful restoration work.

Apart from minor changes relating to lift upgrades, service upgrades, some mezzanine insertions on the ground floor and infill of the central well of the records storage room (both of which are reversible) the Lands Building retains the look, feel and spatial qualities of a late nineteenth century office building, which is rare.

Its extensive use of external Australian themed statuary is also unusual.

Conclusion:

The Lands Building has STATE heritage significance under this criterion. Its rarity is demonstrated by:

- the internal layout of the building including the hierarchy of office spaces (ministerial to clerk level), the circulation corridors and central, multi-storey records storage space;
- the internal detailing of joinery and other finishes to denote the use of
- spaces, hierarchy of their users and publicly accessible areas;
- the statues around the building exterior;
- the internal detailing of joinery, floor finishes and other finishes to denote the use of spaces, hierarchy of their users and publicly accessible

⁹ City of Sydney, Central Sydney Archaeological Zoning Plan, 1992, p12

- areas including the iron staircases;
- design features relating to ventilation and light transfer;
- the multi-storey central records storage room;
- the survey base line in the floor of the eastern circulation corridor on the ground floor, the survey base marker on the Bridge Street façade of the building and the remaining evidence of the observatory including its copper dome; and
- the retention of numerous significant moveable heritage items.

Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments)

It is an outstanding example of a purpose-built government administration building. It is one of a handful of such buildings surviving within the Bridge Street/Macquarie Street administrative precinct that demonstrate both the importance of their respective government departments and the development of purpose built government administration buildings in the late nineteenth century. The Lands Building is also one of a number of buildings demonstrating a move to a more Australian style of public building, utilising verandas and Australian motifs in its decorative detailing and it is an outstanding representative example of its type due to its high degree of integrity.

Conclusion:

The Lands Building has STATE heritage significance under this criterion. Its representativeness is demonstrated by:

- the external detailing of the building including fine stone carvings using a mix of Australian, British and classical motifs as well as statues of notable Australian explorers and surveyors;
- the external form of the building incorporating more vernacular features such as verandas and classical details such as the copper domes, columns and clock tower;
- the internal layout of the building including the hierarchy of office spaces (ministerial to clerk level), the circulation corridors and central, multi-storey records storage space.

4.4 STATEMENT OF SIGNIFICANCE

The Lands Department Building has STATE (and possibly National) heritage significance.

It is an outstanding example of a late nineteenth century purpose-built government administration building and represents a major change in the way government departments were housed at the time. Directly associated with the influential and powerful Lands Department for most of its life, the Lands Department Building is one of a number of public buildings constructed at the time that gave civic expression to the significance of the government's role in guiding the colony's development.

The Lands Department Building is an exceptional example of a late-Victorian classical revival public building adapted for Australian climatic conditions with the addition of colonnades, verandas and central ventilation wells. The scale and style of the building, the use of a mix of Australian, British and classical decorative motifs and the inclusion of statues of famous Australian explorers and surveyors reflects the significant growth in national confidence and pride throughout the late nineteenth century, leading to Federation in 1901. This period marked a change in Sydney's identity from a provincial town to a city of standing within the British Empire and the world. The Lands Department Building is closely associated with a significant phase in Australia's history and in the development of the visual character and identity of Sydney itself during the late-Victorian period.

The building retains a very high degree of authenticity and integrity in its external form and detailing, its internal layout and decorative detailing, and its moveable heritage. The retention of the look, feel and spatial qualities of a late-nineteenth century building, combined with its complementary townscape, is rare in Australia.

The Lands Department Building is a very fine example of NSW Colonial Architect James Barnet's work and clearly demonstrates his skilful detailing of the classical style, combined with the beginnings of a more vernacular style for major public buildings. The building is also associated with the work of builder and notable citizen John Young, as well as the numerous State Ministers and Surveyor Generals who occupied offices in the building.

At the time of its construction the Lands Department Building was a landmark and it remains so today. It is particularly well known because of its portrait statues and its clock tower. Together with the Chief Secretary's Building, the former Treasury and the Education Department Building, the Lands Department Building contributes to one of the most intact late Victorian/early Edwardian precincts in Sydney. Forming the core of the colonial government administration, this monumental precinct reinforced the role and importance of government in New South Wales.